

Making responsible public procurement choices

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Disclaimer

This document is intended as a guide only for the internal use and benefit of government agencies. It may not be relied on by any other party. It should be read in conjunction with the [Queensland Procurement Policy](#), your agency's procurement policies and procedures, and any other relevant documents. The Department of Energy and Climate disclaims all liability that may arise from the use of this document. This guide should not be used as a substitute for obtaining appropriate probity and legal advice as may be required. In preparing this document, reasonable efforts have been made to use accurate and current information. It should be noted that information may have changed since the publication of this document. Where errors or inaccuracies are brought to the attention of the Department of Energy and Climate, a reasonable effort will be made to correct them.

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Policy context

The Queensland Government uses its procurement to create responsible intergenerational value, by delivering today and investing in tomorrow through responsible public procurement choices. Applying a responsible public procurement approach is a [Queensland Procurement Policy \(QPP\)](#) principle, and ensures that the way we procure is aligned with contemporary community expectations, delivering added value for economic, ethical, social and environmental outcomes (refer **Diagram 1**).



Diagram 1: Responsible public procurement

Purpose

This guide supports Queensland Government employees who are involved in procurement activities and decision-making to have a better understanding of the intent, rationale and key considerations when undertaking responsible public procurement.

How to use this guide

Read this guide with your agency's procurement policies and procedures, and other procurement guidance materials. Refer to [Section 5 of the QPP](#) for definitions of key terms used in this guide.

Links to related guidance are included throughout and collated in a single list at the end of this guide.

Responsible public procurement

What

[Principle 2 of the QPP](#) defines responsible public procurement as procurement that encompasses added value for economic, ethical, social and environmental outcomes, consistent with government objectives. This includes, but is not limited to:

- pursuing targets consistent with [Principle 1 of the QPP](#)
- supporting local jobs and businesses
- delivering improved social outcomes
- decarbonising the economy
- applying requirements regarding the *Ethical Supplier Threshold (EST)*, *Queensland Government Supplier Code of Conduct (QGSCoC)* and the *Ethical Supplier Mandate (ESM)*.

Responsible public procurement can be likened to the environmental, social and governance (ESG) framework used in the private sector to capture non-financial risks and opportunities. Considering ESG opportunities in decision-making meets the expectations of many investors, regulators, consumers and employees. Likewise, the responsible public procurement approach ensures government's procurement decisions obtain value for money.

Why

Under the QPP, value for money means the best available outcome for money spent. Applying a responsible public procurement approach means that we deliver added value for economic, ethical, social and environmental outcomes that align with Queensland Government objectives, when spending public money.

This means focussing on supporting quality, local jobs, boosting the Queensland economy, and leaving a positive legacy for current and future generations of Queenslanders. This approach is in line with contemporary community expectations on ethical sourcing practices which place greater focus on how procurement can lead by example by delivering outcomes that promote social wellbeing and prevent harm. Harm prevention involves, amongst other things, addressing high-focus issues such as modern slavery, animal welfare, and the welfare of workers from marginalised backgrounds and/or those that work in vulnerable industries (e.g. textiles, clothing and footwear).

Applying a responsible public procurement approach is also integral to creating enduring community value and increases demand and supply for goods and services that are delivered responsibly and/or which result in a responsible outcome. Additional benefits include:

- helps to identify supply chain risks during procurement and contract management
- stimulates innovation and increased competition for responsible solutions
- increases public confidence and trust in government
- encourages integration and inclusion of marginalised groups in society.

Applying a responsible public procurement approach

Applying a responsible public procurement approach involves:

- applying relevant mandatory QPP requirements
- considering whole-of-government or agency-specific objectives
- pursuing relevant targets as specified in [Principle 1 of the QPP](#) or in other procurement-related policies.

Application of other procurement-related policies (e.g. [Queensland Charter for Local Content](#)) will depend on the nature of the procurement. For a full list of procurement-related policies, refer to the [Procurement-related policies ForGov webpage](#). **Table 1** outlines whole-of-government objectives, targets and mandatory QPP requirements aligned to responsible public procurement outcomes.

Table 1: Responsible public procurement – targets, objectives and mandatory QPP requirements

Outcomes	Examples/indicators of outcomes consistent with objectives	Target, objective or mandatory requirement
All	Facilitating enduring community value and applying Best Practice Principles (for major projects only) (clause 26 QPP)	Requirement
	Category strategy and forward procurement requirements (clause 51 QPP)	Requirement
Economic	Supporting diverse suppliers to do business with government (e.g. small and medium enterprises, regional and remote suppliers, Aboriginal and/or Torres Strait Islander businesses, social enterprises, women-owned and/or women-led businesses, businesses owned or operated by people with disability, and culturally and linguistically diverse suppliers)	Objective
	Reduce long-term and youth unemployment, and increase apprentice and trainee opportunities	Objective
	Supporting innovation in procurement	Objective
	Increase spend with Aboriginal and/or Torres Strait Islander suppliers to three per cent of addressable spend (Principle 1 QPP)	Target
	Source at least 30 per cent of procurement by value from Queensland small and medium enterprises (Principle 1 QPP)	Target

Outcomes	Examples/indicators of outcomes consistent with objectives	Target, objective or mandatory requirement
	Pursue a local benefits approach supporting local jobs (including Local Benefits Test for significant procurement) (clause 25 QPP)	Requirement
	<i>Buy Queensland first</i> for food and beverages (clause 14 QPP)	Requirement
	Engaging Queensland suppliers otherwise record an 'if not, why not' statement (for Supply Chains of State Significance only) (clause 13 QPP)	Requirement
	Supporting quality, safe workplaces / Best Practice Principles (for major projects only) (clause 26 QPP)	Requirement
Ethical	Supplier must declare that they meet the EST (wage and entitlement standards) (clause 19 QPP)	Requirement
	Supplier must not be currently suspended under the ESM (process for managing instances where a supplier has not complied with policy, regulation or contractual obligation) (clause 28 QPP)	Requirement
	Supplier must warrant compliance with the QGSCoC (outlines the minimum ethical, environmental and social expectations) (clause 20 QPP)	Requirement
	Compliance with animal welfare legislation and requirements (in addition to the QGSCoC) (clause 18 QPP)	Requirement
	Addressing modern slavery risks (in addition to the QGSCoC) (clause 12 QPP)	Requirement
	Supplier must warrant that they are not supplying dumped goods (clause 21 QPP)	Requirement
	Commitment to prevent domestic and family violence (clause 29 QPP)	Requirement
Environmental	Decarbonising the economy	Objective
	Contribute to Queensland Government emissions reduction targets: <ul style="list-style-type: none"> • 30 per cent emissions reduction below 2005 levels by 2030 • 75 per cent emissions reduction below 2005 levels by 2035 • Net zero emissions by 2050 	Target
	Contribute to reducing emissions by at least 30 per cent from the baseline by 2030 where the activity has been identified as a priority procurement activity (subject to approval of the baseline)	Target
	Contribute to the Queensland Government commitment to reduce emissions including pursuing renewable energy targets: <ul style="list-style-type: none"> • 50 per cent renewable energy by 2030 • 70 per cent renewable energy by 2032 • 80 per cent renewable energy by 2035 	Target
	Alignment with the Queensland Renewable Energy Procurement Policy	Requirement where applicable
	Australian-sourced, environmentally accredited paper products sourced (clause 15 QPP)	Requirement
Social	Increase spend with genuine, quality, social enterprises providing award-based wages (using the Supported Wage	Objective

Outcomes	Examples/indicators of outcomes consistent with objectives	Target, objective or mandatory requirement
	System where appropriate) and pathways to mainstream employment for disadvantaged Queenslanders	
	Delivering improved social outcomes	Objective
	Contracting with a Queensland supplier that is also a small and medium enterprise, Aboriginal and/or Torres Strait Islander businesses as defined in the Queensland Indigenous (Aboriginal and Torres Strait Islander) Procurement Policy , social enterprises, women-owned and/or women-led businesses, businesses owned or operated by people with disability, culturally and linguistically diverse suppliers and so on	Objective
	Supporting accessibility in procurement (clause 23 QPP)	Requirement

Stages of the procurement process

Diagram 2 provides a simplified flow of the procurement process outlined in this guide.



Diagram 2: Procurement process

Planning

- Allocate adequate time and effort upfront to plan for how best to support responsible public procurement outcomes in line with the value, complexity and location of the procurement. Significant procurement plans must address how the strategy/method applies responsible public procurement choices.
- Pursue relevant objectives and/or targets to achieve value for money. Refer to **Table 1** above noting it is not necessary to pursue every government objective and/or target in any one procurement. Refer also to **Appendix 1** for more in-depth examples.
Identify what additional economic, ethical, social and environmental outcomes can be pursued through the procurement – set these as the procurement objective(s) of your procurement strategy. The following information sources will help in the identification process:
 - Category strategies, agency procurement plans and/or delegation frameworks which may reveal opportunities for reserving spend for certain types of suppliers.
 - Market analysis outcomes, including early market engagement to understand the capacity and capability of the supply market to respond. Consider if supplier business directories or databases for diverse supplier types (including [Supply Nation](#), [Black Business Finder](#) or the [Social Traders portal](#)) can provide insight on opportunities.
 - Outcomes of consultation with end-users, subject-matter experts, internal (e.g. departments responsible for policy relating to Aboriginal and Torres Strait Islander outcomes, or small business outcomes) and external stakeholders.
- Consider who the procurement is designed to benefit and whether there is an opportunity, as part of conducting market analysis, to invite suppliers from within that community to

participate in the procurement. For example, if the procurement objective is to deliver products or services to communities with high Aboriginal and/or Torres Strait Islander populations, explore opportunities for capable Aboriginal and/or Torres Strait Islander businesses, that provide value for money, to be invited (e.g. through the use of set-asides in line with the [Queensland Indigenous \(Aboriginal and Torres Strait Islander\) Procurement Policy](#)).

- Consider the most appropriate market approach — noting flexible procurement techniques such as set-asides are permitted under the QPP to pursue relevant government economic, ethical, social and environmental objectives and targets set out in Principle 1, and innovation. For market approach considerations in significant procurement, refer to the [Planning for significant procurement guide](#).
- Under clause 9 of the QPP, an exemption from using a common-use supply arrangement (CUSA) may be sought where a procurement activity directly supports a relevant government economic, ethical, social and environmental objective or target set out in Principle 1, and cannot be met using the CUSA.
- Document all decisions made, and supporting rationale, across planning through to evaluation to maintain an audit trail and support transparency in accordance with agency procurement policies and/or procedures (e.g. briefing note, procurement plans).



Ideas for applying this approach

The following are examples only and have been provided to illustrate key considerations during the planning stage to achieve responsible public procurement outcomes. It is acknowledged that practices across agencies will differ, and procurement decision-makers should always refer to their respective agency's procurement policies and procedures.

Planning for responsible public procurement outcomes

Barry is looking to procure landscaping services to support a social housing development project. He allocates adequate time to plan and conduct market research to achieve responsible public procurement outcomes, noting that there are opportunities to pursue economic, ethical and environmental objectives.

Barry uses his agency's routine procurement plan template to document the outcome sought – to engage a supplier that not only delivers quality landscaping services, but supports local jobs, meets ethical supply requirements, and uses environmentally-friendly products.

Barry refers to the [Optimising opportunities for local suppliers](#) and [Small and medium enterprise procurement target](#) guides on how to make it easier for local suppliers to participate and engage with the process.

Routine purchase outside a CUSA – seeking an exemption from using a CUSA to pursue government objectives and targets

Michelle is looking to purchase goods from a CUSA, however upon review of the suppliers on the CUSA she identifies there are no diverse suppliers. To understand the local market, Michelle conducts some desktop research and identifies there is a diverse supplier that is both local and doing some innovative work to reduce greenhouse gas emissions.

Michelle recognises this supplier can deliver QPP objectives that cannot be met using the existing CUSA, these being supporting quality, local jobs and contributing to the Queensland Government's emissions reduction targets. To invite the supplier to quote, Michelle must obtain an exemption to purchase outside of the CUSA. She does this by seeking an exemption from the agency delegate in accordance with her agencies' procurement procedures and Clause 9 of the QPP.

Sourcing, evaluation and contract formation

- Clearly outline in invitation documentation government's intent to apply a responsible public procurement approach, including setting specifications which are outcome-based and compliant with accessibility requirements.
- Consider supplementing specifications with tailored terms and conditions in consultation with category, legal and/or contractual advisors, for example:
 - in establishing a CUSA, a condition that allows for suppliers that meet certain diversity criteria to be added during the term of the CUSA, subject to due diligence and probity considerations
 - a condition that the preferred supplier is to enter into a sub-contracting arrangement with a diverse supplier type as part of service delivery
 - a condition that allows for the annual or periodic review and refresh of a CUSA to ensure they reflect diversity of suppliers in line with relevant government economic, ethical, social and environmental objectives and targets set out in Principle 1 of the QPP, and include regional and remote suppliers.
- Consider seeking specialist advice in assessing claims made by suppliers relating to diversity. Refer to the [Diversity in supply arrangements guide](#) for more information.
- Provide forward notice of the procurement opportunity through the Queensland Government [Forward Procurement Pipeline](#), including the flexible procurement technique used where a government objective or target is being pursued. Consider promoting the procurement opportunity through diverse sector networks.
- Embed commitments made by the supplier in the contract. Seek legal advice if required.

Outcome-based and accessible specifications

Specify relevant economic, ethical, social and environmental outcomes, in addition to the business need, [in the form of outcome-based specifications](#). These are specifications that define what outcome is required, rather than how the outcome is to be delivered by suppliers, to elicit innovative, positive impact solutions.

As an example, instead of 'Supplier to commit to X number of apprenticeships during the project', consider 'How will you deliver high quality apprenticeship opportunities and support apprentice career progression?'. This is a simple example to illustrate that there are different ways for agencies to encourage suppliers to provide outcome-focused responses.

Adopting an outcome-based approach could also mean the use of trials and/or pilots to enable smaller, diverse suppliers to demonstrate and/or build capability.

In addition, it is recommended that the specifications be:

- based on, and require compliance with, relevant legislation and disability standards
- consulted with the disability sector as appropriate with user-testing
- signed off as compliant with the applicable legislation and disability standards.

Robust and defensible evaluation methodology

Where an outcome-based response is sought, this will require time and collaboration amongst procurement, end-users, subject matter experts and other relevant stakeholders to carefully consider and articulate what is required from suppliers to respond, and how each response will be verified and scored. This helps to ensure requirements are not unduly onerous or inflexible.

In preparing the evaluation methodology, develop appropriate mandatory and desirable evaluation criteria in line with your agency's procurement policies and/or procedures, and the outcome sought. Key considerations include:

- For mandatory evaluation criteria, a supplier must meet these requirements for their response to be considered as part of the evaluation process. Ensure that requirements outlined in the QPP (refer **Table 1** above) are reflected in mandatory evaluation criteria and terms and conditions of any subsequent agreement.
- For desirable evaluation criteria, this may involve adjusting the overall evaluation criteria weightings ratio to support achievement of this intent. For example, allocating a greater weighting percentage to non-price evaluation criteria (e.g. 60 per cent non-price : 40 per cent price; or 70 per cent non-price : 30 per cent price).

Adjusting the overall evaluation criteria weightings ratio, and determining the weighting for economic, ethical, social and environmental evaluation criteria involves considering a range of factors to ensure a value for money outcome. These factors may include, but are not limited to, the following:

- procurement objective and strategy
- outcome of demand and supply market analysis
- any weightings used in previous similar procurement
- outcome of consultation with, and review of the category strategy (where available) prepared by the relevant Category Council
- weighting allocated to other evaluation criteria.



Ideas for applying this approach

The following are examples only and have been provided to illustrate how a responsible public procurement approach can be applied to routine procurement. It is acknowledged that practices across agencies will differ, and procurement decision-makers should always refer to their respective agency's procurement policies and procedures.

Routine purchase off a CUSA – ensuring ethical supply

Jane is looking to purchase off a CUSA and notices that the arrangement was established using historical terms and conditions and does not refer to the EST, QGSCoC and/or the ESM. To ensure suppliers that Jane invites off the CUSA are complying with the EST, QGSCoC and ESM, she asks them to confirm they comply with these requirements in their response.

Routine purchase off a CUSA – pursuing government objectives and targets

John is looking to purchase a service off a CUSA. He reviews the CUSA listing on the [Queensland Government Arrangements Directory](#) (QGAD) and the arrangement's supplier matrix. John identifies a supplier that is both a Queensland small and medium enterprise and an Aboriginal and/or Torres Strait Islander business to quote.

Routine purchase – seeking an exemption from using a CUSA

Sophie is looking to purchase goods from a CUSA, however a review of the list identifies that there are no diverse suppliers. To understand the local market, Sophie conducts some desktop research and identifies there is a diverse supplier that is both local and doing some innovative work to reduce greenhouse gas emissions.

Sophie recognises this supplier can deliver QPP objectives that cannot be met using the existing CUSA, these being local and can contribute to the Queensland Government's greenhouse gas emissions reduction targets. To invite the supplier to tender, Sophie must obtain approval to procure outside of the CUSA, she does this by seeking approval from the agency delegate in accordance with local procurement procedures and Clause 9 of the QPP.

Routine purchase outside a CUSA – photographer for NAIDOC week celebrations

Alex works in a business area which requires a photographer for NAIDOC week celebrations. He identifies that there are no Aboriginal and/or Torres Strait Islander businesses on the photography services CUSA. To understand the supply market, Alex conducts some desktop research through the [Supply Nation](#) website, and identifies multiple Aboriginal and/or Torres Strait Islander businesses providing photography services.

Alex recognises these suppliers can deliver QPP objectives that cannot be met using the existing CUSA, being contributing to the Queensland Government's target to increase government procurement with Aboriginal and/or Torres Strait Islander businesses to three per cent of addressable spend. To invite the suppliers to quote, Alex must obtain an exemption to purchase outside of the CUSA. He does this by seeking an exemption from the agency delegate in accordance with his agencies' procurement procedures and Clause 9 of the QPP.

Routine purchase outside a CUSA – catering for a small workshop

Mark is looking to arrange catering for a small workshop of senior agency staff. He cannot find a CUSA that meets the business need. Mark searches the Queensland Government Food and Beverage Supplier Directory and asks a supplier that is both a Queensland small and medium enterprise and a social enterprise to quote in line with his agency's procurement procedure. Mark does not need to seek an exemption under Clause 9 of the QPP to do this.

Routine purchase outside a CUSA – costumes for a regional school

Amy works in a regional school and is looking to purchase costumes for multiple drama classes. Her school's procurement policy supports directly engaging suppliers to support government targets and objectives up to a value of \$25,000. She cannot find a CUSA that meets this need. Amy conducts desktop research and seeks recommendations from class teachers, and asks three local suppliers who are small businesses to quote in line with the school's procurement procedure. Amy does not need to seek an exemption under Clause 9 of the QPP to do this.

Ensuring compliance with *Disability Discrimination Act 1992 (Cth)* and disability standards

Cassandra is looking to book a venue to host a webinar about a new government initiative. She ensures the venue selected has an audio hearing loop (amongst other accessibility measures), and that the recording of the webinar has closed captions.

Mitigating modern slavery risks in procurement

Eric is conducting a procurement process for an ICT software. He researches the supply market and refers to the [Eliminating modern slavery in government supply chains guide](#), identifying that suppliers for this software are mainly based overseas in locations that have high levels of modern slavery.

Eric is concerned about the risks associated with contracting with a supplier based in this region as direct and/or indirect modern slavery breaches may occur. Eric documents this consideration and includes a requirement in the tender documents to address this.

During evaluation, Eric shortlists a supplier based in that region, and conducts due diligence such as asking the supplier to explain any costs that appear to be abnormally low, as this may include a modern slavery risk. He also requests the supplier to complete [Tool 4: Supplier Self-assessment Questionnaire](#), and includes modern slavery specific key performance indicators in the contract with the supplier to manage contract risk.

Manage contract

- Ensure the contract management plan supports performance reporting against commitments made by suppliers in relation to responsible public procurement objectives (e.g. developing reporting tools and processes for contractors to report to the agency). Focus should not *only* be on quantitative data, but qualitative data (e.g. case studies) as it enables a narrative to be told.
- For CUSAs:
 - Ensure arrangement terms and conditions contribute to responsible public procurement outcomes. This should be a key consideration when conducting periodic arrangement reviews and where there are supplier requests for variation and/or novation.
 - Monitor the representation of diverse suppliers on CUSAs throughout the arrangement term.
 - To make it easy for buyers to identify and engage with diverse suppliers, identify these suppliers in the arrangement's supplier listing.



Did you know?

The Department of State Development and Infrastructure provides industry support including workshops and webinars to help suppliers highlight the value of their business and write an effective tender response. They also provide an [ESG self-assessment tool](#) to help businesses understand their business practices and develop actions that help businesses demonstrate its commitment and capacity in these areas. Buyers may consider highlighting this resource to suppliers when engaging with suppliers, such as when providing feedback on offers. The tool is available via <https://www.statedevelopment.qld.gov.au/industry/industry-support/industry-support-workshops/esg-where-are-we>.

Governance

- The Queensland Government's procurement framework is based on a category management approach. [Clause 51 of the QPP](#) requires the [category lead agency](#) for each of the

procurement categories to prepare a category strategy which must include, amongst other requirements, how the government's responsible public procurement objectives and targets will be achieved in their category.

- Lead agencies may wish to refer to the considerations listed in the '[Planning](#)' section in determining the most appropriate objectives to pursue for their respective category. This may include specific activities or strategies to be pursued to influence spend in their category such as contractual commitments, set-asides in relevant sub-categories of spend, activities to highlight diversity of supplier types on panel arrangements or specific supply chain strategies to address risks.
- In their strategies, categories must also include a schedule for refreshing existing CUSAs to reflect diversity of suppliers and include regional and remote suppliers.
- When developing their agency procurement plan, agencies must outline how the objectives of their procurement function support broader government and agency objectives. Agencies should consider opportunities to advance government and agency objectives in line with their agency vision, purpose, strategic objectives and unique spend profile including but not limited to establishing set-asides in their procurement policies and procedures.



Ideas for applying this approach

The following are examples only and have been provided to illustrate how a responsible public procurement approach can be applied at the agency and category level. It is acknowledged that practices across agencies and categories will differ, and procurement decision-makers should always refer to their respective procurement policies and procedures.

Agency procurement planning

Queensland Corrective Services (QCS) strategic plan includes the vision to maximise rehabilitation and reduce recidivism. The agency's procurement function aligns with its vision and is focused on 'Procurement for Good' which recognises the positive effect of employment and aims to ensure opportunities exist to support the rehabilitation of individuals under QCS's supervision by spending money provided by the Queensland Government on businesses that increase participation of Aboriginal and Torres Strait Islander workers, or those who have a direct impact on the local community. Procurement activities are conducted through a step-by-step process specifically requesting QCS buyers to consider local, Indigenous, and social enterprise.

Department of Education's vision is for equity and excellence in everything they do. Their purpose is to deliver a high equity, high quality early childhood and education system which provides a strong start for all children and supports every student to realise their potential.

With the knowledge that spending money with Aboriginal and/or Torres Strait Islander businesses increases participation of Aboriginal and/or Torres Strait Islander children in schools, the agency's procurement plan:

- reflects an agency level commitment to the three per cent target outlined in the Queensland Indigenous (Aboriginal and Torres Strait Islander) Procurement Policy
- outlines a set-aside for engaging Aboriginal and/or Torres Strait Islander Businesses to meet the target supporting obtaining a single quote for purchases up to \$100,000

- includes actions identified in the Agency's Aboriginal and/or Torres Strait Islander Procurement Action Plan.

Developing a category strategy

The General Goods and Services (GGS) category strategy outlines activities that would be pursued that contribute to the government's responsible public procurement objectives:

- Developing a roadmap to achieving 100 per cent renewable energy for Queensland Energy and Jobs Plan customers.
- Ensuring all arrangements reflect supplier diversity, including local, social, small and medium and Aboriginal and/or Torres Strait Islander businesses.
- Addressing modern slavery risks in vulnerable industries in line with the QGSCoC, *Modern Slavery Act 2018* (Cth) and the [Eliminating modern slavery in government supply chains guide](#).
- Ensuring arrangements adhere to the EST, including requiring fair wages for people living with disability.
- Ensuring that animal care and protection legislation and related requirements are complied with by food and beverage suppliers within scope of clause 18 of the QPP.

This approach was supported through specific actions and strategies such as:

- Identifying set-asides in relevant GGS sub-categories for diverse suppliers including local, Aboriginal and/or Torres Strait Islander businesses and small and medium enterprises.
- Increasing exposure of diverse GGS suppliers to government buyers via networking events.
- Assisting government organisations to reach 100 per cent renewable energy.
- Transitioning 100 per cent of eligible vehicles to electric vehicles by 2026.

Further information

Contacts

Please contact Queensland Government Procurement, Department of Energy and Climate (betterprocurement@epw.qld.gov.au) if you have any questions on this guide.

Links

Policy and other guidance

- *Queensland Procurement Policy 2023*: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/queensland-procurement-policy-2023>
- *Whole-of-government procurement guidance*: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/procurement-guidance>

Planning

- *Best practice principles: Quality, safe workplaces* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/best-practice-principles-quality-safe-workplaces>

- *Early market engagement in procurement – quick reference guide*: https://www.forgov.qld.gov.au/data/assets/pdf_file/0029/189425/early-market-engagement-in-procurement-quick-reference-guide.pdf
- *Indigenous Business Procurement Guide*: <https://www.dsdsatsip.qld.gov.au/resources/dsdsatsip/work/atsip/business-economic-development/qipp/indigenous-business-procurement-guide.pdf>
- *Optimising opportunities for local suppliers* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/optimising-opportunities-for-local-suppliers>
- *Planning for significant procurement* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/planning-for-significant-procurement>
- *Putting Queenslanders first when securing value for money* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/putting-queenslanders-first-when-securing-value-for-money>
- *Supply market analysis* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/supply-market-analysis>
- *Social procurement guidance materials*: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/consider-social-procurement>
- *Sustainable procurement product guides*: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/procurement-guidance>

Sourcing, evaluation and contract formation

- *Accessibility compliance in procurement – Ensuring accessibility for people with disability* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/accessibility-compliance-in-procurement-ensuring-accessibility-for-people-with-a-disability>
- *Evaluating offers* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/evaluating-offers>
- *Inviting offers* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/inviting-offers>
- *Using an outcome-based procurement approach* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/using-an-outcome-based-procurement-approach>

Manage contract

- *Contract management framework*: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/contract-management-framework>
- *Managing and monitoring supplier performance* guide: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/search-for-procurement-policies-resources-tools-and-templates/managing-and-monitoring-supplier-performance>
- *Compliance procurement guidance*: <https://www.forgov.qld.gov.au/finance-and-procurement/procurement/procurement-resources/compliance-procurement-guidance>

Appendix 1 – Examples

The following are examples only and have been provided to illustrate how a responsible public procurement approach can be applied to a range of procurement activities. It is acknowledged that practices across agencies will differ, and procurement decision-makers should always refer to their respective agency's procurement policies and procedures.

Routine procurement

Example 1: Routine purchase off a CUSA – stationery

Greg's agency seeks to hold a two-day planning workshop. Greg has been tasked with sourcing a range of cardboard, paper, pens, markers and sticky notes for the workshop.

After confirming that there is no in-house stock in the stationery cupboard, Greg undertakes a purchase in line with his agency's procurement procedures and the QPP. The estimated value and projected risk of the stationery means that the purchase is classified as routine in Greg's agency's procurement thresholds.

Greg identifies a CUSA for provision of stationery on the [QGAD](#) and refers to the buyer's guide to purchase off the CUSA. The buyer's guide states that suppliers on the CUSA comply with the EST and QGSCoC, and commits to prevent and end domestic and family violence.

Greg reviews the CUSA supplier matrix and identifies a supplier who is a local, small, Aboriginal and/or Torres Strait Islander business and provides environmentally accredited paper products.

Greg seeks written approval from his agency delegate for budget and to buy from that supplier as part of a responsible public procurement approach.

Example 2: Routine procurement off a CUSA – professional services

Mary's agency seeks the services of a supplier to provide economic modelling services for a policy proposal. After confirming that there is no in-house capability to deliver these services, Mary undertakes a procurement for a suitably capable and competitive supplier in line with her agency's procurement procedures and the QPP. The nature, estimated value and projected risk of the services sought fall within her agency's routine procurement threshold.

Mary identifies a CUSA for professional services on the [QGAD](#) and refers to the buyer's guide to purchase off the CUSA. The buyer's guide confirms that suppliers on the CUSA comply with the EST and QGSCoC. Mary seeks written approval from her agency delegate to commence the market approach.

Mary demonstrates a responsible public procurement approach by seeking a quote from the following suppliers listed on the CUSA who are all identified as local (as defined in the QPP) in the region:

- Supplier A – a Queensland small and medium enterprise
- Supplier B – a social enterprise
- Supplier C – an Aboriginal and/or Torres Strait Islander business.

Example 3: Routine procurement outside a CUSA – specialist geological services

Isaac's agency seeks the services of a supplier to provide specialist geological services for a construction project in a remote area. After confirming that there is no in-house capability to deliver these services, he undertakes a procurement for a suitably capable and competitive supplier in line with his agency's procurement procedures and the QPP. The nature, estimated value and projected risk of the services sought fall within his agency's routine procurement threshold.

Isaac searches the [QGAD](#) for a suitable CUSA however is unable to find any. He conducts desktop research on the supply market, and consults with agency subject-matter experts, and identifies three potential suppliers. Isaac notes opportunities to support local jobs and businesses, and decarbonising the economy through sustainable environmental practices.

Isaac demonstrates a responsible public procurement approach by seeking a quote from the three suppliers, ensuring the specifications are compliant with accessibility requirements, and building in evaluation criteria requesting the supplier to:

- identify if they are a local supplier (as defined in the QPP),
- declare that they comply with the EST and QGSCoC, and commit to prevent and end domestic and family violence
- demonstrate their sustainable environmental practices in delivering geological services which contribute to reduced emissions
- demonstrate capability, experience, ability to meet timeframes and methodology
- outline their proposed costs.

Isaac evaluates responses received according to the approved evaluation plan and recommends a preferred supplier for contract award. He forms a contract with the preferred supplier based on the Building Construction and Maintenance (BCM) category standard terms and conditions, ensuring supplier commitments made against the evaluation criteria are built into the contract.

Significant procurement

Example 4: Establishing a CUSA

Evelyn's agency regularly procures the services of suppliers to provide specialist technical services. As a category manager, Evelyn identifies that these services are also in demand by other agencies, and demand is projected to increase. She confirms that there are no existing CUSAs that facilitate provision of these services.

Evelyn identifies an opportunity to drive more value for money for her agency and across Queensland Government in the provision of these services by establishing a CUSA. As part of planning, she refers to the [principles for establishing CUSAs](#) to increase value, avoid duplicating effort and cut red-tape for suppliers.

Evelyn conducts a detailed supply market and demand analysis, and notes:

- the existence of a competitive market with diverse suppliers (e.g. local, regional and remote suppliers, Queensland small and medium enterprises, Aboriginal and/or Torres Strait Islander businesses, social enterprises, women-owned and/or women-led businesses, businesses owned or operated by people with disability, culturally and linguistically diverse suppliers, international suppliers)
- an opportunity to support local jobs and businesses, and deliver improved social outcomes.

The nature, estimated value and projected risk of the services sought fall within her agency's significant procurement threshold.

Evelyn seeks written approval from her agency delegate to commence the procurement.

Evelyn demonstrates a responsible public procurement approach by seeking offers from the supply market as identified above, ensuring the specifications are compliant with accessibility requirements, and building in evaluation criteria which assesses suppliers against the following:

- EST and QGSCoC (mandatory requirement).
- Local Benefits Test.
- Ethical requirements (including seeking responses from the supplier regarding elimination or mitigation of modern slavery risks in the supply chain and their organisation's approach to preventing and ending domestic and family violence).
- Capability, experience, ability to meet timeframes and methodology.
- Proposed costs.

Evelyn evaluates offers received according to the approved evaluation plan and recommended preferred suppliers to be listed on the CUSA. Evelyn's agency enters into an agreement with the preferred suppliers based on the GGS category standard terms and conditions, ensuring supplier commitments made against the evaluation criteria are built into the agreements. She enters details of this new CUSA on the [QGAD](#), making sure to identify suppliers with local workforces by regions and those suppliers who are diverse suppliers to assist buyers in selecting suppliers.

Example 5: Major building construction project planning

Noah's agency is to deliver a suite of new buildings as part of meeting a government strategy to revitalise a regional precinct. This is classified as a major project and clause 26 of the QPP applies.

As the procurement manager assigned to this project, Noah recognises the importance of identifying opportunities to drive value for money as part of early project planning, and applying a responsible public procurement approach. Noah gathers an evidence base informed by:

- consultation with the project team to understand the project brief, noting timeframes, risks, opportunities and outcomes sought
- review of the BCM category strategy, supplemented with consultation with the BCM category lead agency and Industry Reference Groups to understand category-specific opportunities that can be pursued, including disability compliance, and proposed tender criteria weightings
- review of the Building Policy Framework, to understand the broader policy environment and relevant procedures applicable to the procurement process (e.g. approval requirements)
- a detailed demand and supply market analysis to ascertain the nature, capability and capacity of the supply market.

This evidence base underpins the identification of opportunities to progress the following government objectives and targets as part of applying a responsible public procurement approach within this major project:

- supporting local jobs and businesses, including Queensland small and medium enterprises
- supporting Aboriginal and/or Torres Strait Islander businesses
- delivering improved social outcomes
- decarbonising the economy
- opportunities to apply the Best Practice Principles to support quality, safe workplaces
- opportunities to create enduring community value

- eliminating or mitigating modern slavery risks in supply chains
- preventing and ending domestic and family violence.

As part of preparing the project procurement plan, Noah details procurement strategies and methods to achieve a value for money outcome. This includes pursuing relevant opportunities as identified above for each procurement undertaken as part of the project (or supply chain or sub-contracting arrangement), depending on the nature of the goods and/or services, risk and value.

For example:

- a work package for landscaping services will present opportunities to pursue improved social outcomes, decarbonise the economy and support local jobs and businesses – Noah considers setting aside this work package and using appropriate terms and conditions (e.g. social clauses) to pursue these outcomes.
- the tender for the managing contractor may involve a more detailed application of QPP policy requirements, including applying the Best Practice Principles, and creating enduring community value.

Example 6: Evaluation scoring for ESG criteria

Sarah is developing an evaluation plan for a procurement activity. As part of a responsible public procurement approach, one of the evaluation criteria is the supplier's environmental, social and governance aspects of their business. To assist in scoring this evaluation criterion, Sarah has drawn on information in the DSDI ESG Toolkit for suppliers to develop a matrix to help the evaluation panel assess supplier's responses across key areas relevant to the services e.g. Environment (waste management, energy efficiency, carbon footprint) and Social (employee well-being, diversity and inclusion).

The scoring scale from 0-5 increases in line with the supplier's demonstrated maturity e.g.

1. Awareness/understanding of importance of key area
2. Initiating action – staff encouragement, investigations underway to identify business practices , organisational discussions
3. Progressing action – internal policies and procedures in place, staff education, informal relationships established
4. Proficient – Internal company policies exist and systems are regularly reviewed to maintain industry standards, reporting may be in place. Formalised partnerships may be in place and are known by staff, drafting a Reconciliation Action Plan, suppliers are advised of ethical supply standards (including within their supply chain, and ESG leadership roles are established.
5. Best practice. Third party certification or verification, external auditing or review. Strategic plans /commitments which are published.

The evaluation plan acknowledges that supplier size will impact the maturity required of an organisation's response. Small businesses may not require or be expected to demonstrate the maturity of policies and procedures required by large organisations with hundreds of employees.

When providing feedback to suppliers following the procurement activity, Sarah uses the matrix to provide detailed feedback to unsuccessful suppliers. E.g. The responses against each of the ESG questions demonstrated a medium level of maturity having gone beyond awareness/understanding the importance and initiation to progressing internal policies, processes, checklists and risk management strategies. A response which demonstrated proficient status or progressing to best practice (e.g. third-party certification or verification) would have enhanced the offer.

Case Studies

[Digital solution for the Department of Transport and Main Roads delivers social impact for people with disability](#)

[Buy Queensland shout-outs](#)

[Social enterprise helps overcome 'digital divide'](#)

[Electronics Watch Impact Stories](#)

[Great Barrier Reef Marine Park Authority corporate uniforms procurement](#)

[Department of Defence Waste Sorting bins](#)