



**Review of Integration of Social Value to
BDC Policy and Delivery
October 2021 – July 2022
LOCAL GROWTH SCRUTINY COMMITTEE**

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Chair's Foreword

This review has come at a time when the Council is under increasing pressure to not only ensure value for money from our investments, but also seek to secure additional benefits and impact from our programmes and developments.

While the Council has sought to take this approach to date, adopting a clear policy and refreshing our approach to procurement can only lead to greater benefits being realised for the local economy and residents.

Members have welcomed the opportunity to work with our fellow scrutiny Members in Climate Change & Communities Scrutiny Committee in reviewing our approach to how we evaluate our social value outcomes and we hope the new software tool will allow the council to evidence its outcomes more clearly to residents and partners.

Thank you to the officers and Members for their time in completing this work.

Cllr Jen Wilson
Chair of the Local Growth Scrutiny Committee

1. Introduction

As part of the call for review suggestions for 2021-22 municipal year, Members of the Local Growth Scrutiny Committee were presented with the suggestion of reviewing our approach to Social Value and how we could further integrate this to the Council's policies and service delivery. The suggestion came direct from the Development service and Members agreed to complete a review alongside other work carried over from the previous year.

1.1 What is Social Value

Social Value is defined through the Public Services (Social Value) Act 2012 which came into force in January 2013 and requires all public sector organisations, and their suppliers, to look beyond the financial cost of a contract and consider how the services they commission and procure might improve the economic, social and environmental well-being of an area.

The UK Government now requires that social value is evaluated as part of the tender process for most of its biggest outsourcing contracts – some of which are worth billions of pounds. Under the Public Services (Social Value) Act 2012, when scoring bids, government awards up to 10% of marks for social value – a margin that can make the difference between success and failure.

Social value is achieved by generating benefits to society, the economy and positive impacts to the environment and local communities via our external spend. It can be created in many ways, and has wide ranging benefits.

What is a social value model?

The Social Value Model **sets out the government's social value priorities for procurement**. It includes a menu of social value objectives for central government departments (and executive agencies and non-departmental public bodies) to select from and include in their procurement.

As noted in the Guide to using the Social Value Model¹:

“1.15 The Public Contracts Regulations 2015 allow contracting authorities to incorporate social and environmental aspects into the evaluation criteria as part of the assessment of the most economically advantageous tender, as long as these are linked to the subject-matter of the contract. They also allow contracting authorities to require specific labels as proof that the works, services or goods meet the award criteria, including those relating to social or environmental characteristics. Furthermore, they allow contracting authorities to include social and environmental considerations as conditions relating to the performance of the contract, as long as these are linked to the subject-matter of the contract.”

¹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/940827/Guide-to-using-the-Social-Value-Model-Edn-1.1-3-Dec-20.pdf

1.16 Contracting authorities must also comply with the general principles of equal treatment, non-discrimination and proportionality. Social and environmental considerations in this context could, for example, include promoting innovation, employment and social inclusion, protection of the environment, habitat creation, energy efficiency and/or combating climate change.”

In 2015, the UK agreed with other United Nations' countries, through the United Nations General Assembly, to deliver the 17 [Sustainable Development Goals \(SDGs\)](#). These aim to end poverty, protect the planet and ensure prosperity for all, by achieving 17 goals by 2030. The SDGs apply to the UK and call on government and business to contribute towards their achievement. There is a clear connection between the SDGs and government's ambition around social value, which further supports the case for delivering social value through commercial activities. To help illustrate this link the relevant SDGs are listed under each policy outcome in the government's Model.

1.2 Measuring Social Value

The National TOMs Framework (Themes, Outcomes and Measures) was developed as a solution to support delivery of the Social Value Act. The Framework provides a standard approach to the measurement of social value across the UK:

The National TOMs Framework has been designed around 5 principal Themes, 20 Core Outcomes and 48 Core Measures:

- Themes – The overarching strategic themes/issues that an organisation is looking to pursue
- Outcomes – The objectives or goals that an organisation is looking to achieve that will contribute to the Theme and show positive changes within communities.
- Measures – Quantifiable actions that can be used to assess whether the Outcomes have been achieved. For the National TOMs Framework, these represent actions/activities that a supplier could complete to support a particular desired outcome.

The 5 Themes that the TOMs are structured around are as follows:

- **Jobs** – Promoting Skills and Employment: To promote growth and development opportunities for all within a community and ensure that they have access to opportunities to develop new skills and gain meaningful employment.
- **Growth** – Supporting the Growth of Responsible Local Businesses: To provide local businesses with the skills to compete and the opportunity to work as part of public sector and big business supply chains.
- **Social** – Creating Healthier, Safer and More Resilient Communities: To build stronger and deeper relationships with the voluntary and social enterprise sectors whilst continuing to engage and empower citizens.

- **Environment** – Protecting and Improving our Environment: To ensure the places where people live and work are cleaner and greener, to promote sustainable procurement and secure the long-term future of our planet.
- **Innovation** – Promoting Social Innovation: To promote new ideas and find innovative solutions to old

Proxy financial values have been attributed to the key social value activities contained within the Measures allowing all organisations using the Framework, not just Councils, to quantify in pounds how much social value is being delivered.

1.3 Agreement of a Social Value Statement

At a national level, the [Social Value Taskforce](#) have developed a template to enable Councils to communicate key messages and secure support from staff, partners, suppliers and other locally based organisations to help create social value benefits for their community. Having a clear, committed statement as to the aims of the Council is key in the wake of the Covid-19 pandemic where creation of additional social value benefits will be vital to recovery.

The National Social Value Taskforce has not prescribed the precise detail of what a statement should include but has provided a non-exhaustive list of information it recommends could be included.

There are nine suggested sections to be included in the statement:

- Approach and intentions in relation to social value
- Key areas of focus
- Internal engagement, communication and management of social value
- Implementation approach for embedding social value
- Internal support available to achieve targets and ambitions
- Collaboration, external engagement and support available to partners that want to contribute to creating place based social value
- Performance Management
- Achievements and benefits realisation
- Actions and next steps for delivery

Recommended content can be found in the following guidance:

<https://www.local.gov.uk/social-value-statement>

A recent review by LGA found that of 343 Council websites only 23% had published a social value strategy online, 32% mentioned social value but had not published a strategy and 44% made no mention of social value online – having a clear, committed Social Value Statement will help the Council's communications with key stakeholders.

1.4 Good practice across local authorities

The first council to produce a [Social Value Statement](#) was LB Hammersmith & Fulham. They have also produced a Strategy which has:

- a mandatory requirement for all contracts above £100,000 to achieve a minimum of 10% in Social Value,
- recruited a Social Value Officer,
- set up a Social Value Delivery Group,
- placed Social Value at the heart of their key corporate strategies with the golden thread running through their Business Plan, Industrial Strategy and Climate Emergency programme to help drive local economic growth achieve Carbon Net Zero by 2030.

As part of their ambitious Reset Plan, West Sussex have created a [Social Value Framework](#) to ensure all projects and contracts commissioned by the County Council achieve maximum benefit for residents: The Framework has three key targets:

- In contracts over £100,000, where it is appropriate to generate Social Value, a minimum weighting of 10% will be applied to the evaluation criteria.
- 80% of new tenders over £500,000 will have social value criteria included within their evaluation by 2024/25.
- Where social value is a requirement of the contract, suppliers will be required to report quantifiable social benefits.

The LGA in partnership with The Social Value Portal has also developed a [toolkit for local authorities](#) developing their social value approach.

2. Recommendations

PERFORM Code	Recommendation	Desired Outcome	Target Date	Lead Officer	Resources	Service Response
LGSC21-22 1.1	That the draft Social Value Policy is formally adopted.	Social Value principles are fully integrated within Council Policy and delivery.	Jan 2023	Assistant Director of Development & Planning	Officer time	<p>This is a core aim of the Development service during 2022 and this will also be integrated with the Procurement Strategy creating greater alignment.</p> <p>The ambition would be to secure 10% social value across every tender above the specified limit of £75,000. This threshold would be subject to change should the Council agree to vary its Procurement Rules within the Constitution.</p>
LGSC21-22 1.2	That as a minimum, all procurements over £75,000 will be required to demonstrate social value	That the adopted Policy clearly defines which procurements will be required to demonstrate	Jan 2023	Procurement team/ Social Value Working Group All service areas procuring to	Officer time	To keep aligned to the constitution, all tenders over £75,000 should go through the evaluation process and seek to secure a

PERFORM Code	Recommendation	Desired Outcome	Target Date	Lead Officer	Resources	Service Response
	outcomes as part of the tender, evaluation and delivery processes.	social value outcomes as part of the tender.		tenders over £75,000		<p>minimum of 10% social value.</p> <p>The onus will be on the service area completing the tender to identify how social value can be achieved, or alternatively evidence why it does not apply.</p> <p>There will be no target setting by Procurement, they will simply prompt service areas to ensure social value outcomes have been accounted for as part of the procurement process.</p> <p>Performance against this criteria in the policy will be monitored by a PI through PERFORM.</p>
LGSC21-22 1.3	That the standard weighting for social value will be a minimum	That the adopted Policy clearly defines the standard	Jan 2023	Procurement team/ Social Value Working Group	Officer time	To keep aligned to the constitution, all tenders over £75,000 should go through the

PERFORM Code	Recommendation	Desired Outcome	Target Date	Lead Officer	Resources	Service Response
	10% of the overall evaluation score – and where feasible this may be higher.	weighting for social value within the overall evaluation score		All service areas procuring to tenders over £75,000		<p>evaluation process and seek to secure a minimum of 10% social value.</p> <p>The onus will be on the service area completing the tender to identify how social value can be achieved, or alternatively evidence why it does not apply.</p> <p>There will be no target setting by Procurement, they will simply prompt service areas to ensure social value outcomes have been accounted for as part of the procurement process.</p>
LGSC21-22 1.4	That Officers in Development ensure in-coming businesses to Horizon 29 are engaged with the Council's Business CRM	That maximum benefit is gained from the Horizon 29 development in terms of local employment and creation of	December 2022	Business Growth Manager	Officer time	The CRM system is being configured to best capture the data for inward investment enquiries, business support, and business engagement / key account management

PERFORM Code	Recommendation	Desired Outcome	Target Date	Lead Officer	Resources	Service Response
	system and appropriate advice and support be given.	high-skill jobs, through signposting to training advice and funding support.				to best support the growth and location of businesses in the district.
LGSC21-22 1.5	That Officers ensure the procurement process for a SV calculator tool takes in to account the criteria identified by Members during the review process.	Procurement process meets Members requirements in relation to mitigating potential risks associated with software procurement	May 2022	Executive and Partnerships Team Development Team	Officer time	This was completed during the course of the review with the criteria agreed by Members forming part of the RFQ for the procurement of the evaluation tool.
LGSC21-22 1.6	That the Council completes the required procurement process for an improved social value evaluation tool which will support improved analysis and reporting functions, and enable wider use across multiple	Procurement of enhanced social value calculator tool to enable Council to embed social value analysis across all services areas.	May 2022	Executive and Partnerships Team Development Team	Officer time	Procurement process complete in May 2022. Initial training and roll-out of software to commence in July 2022.

PERFORM Code	Recommendation	Desired Outcome	Target Date	Lead Officer	Resources	Service Response
	service areas and by external partners.					

3. Scope of the review

The Local Growth Scrutiny Committee agreed to undertake a Review of Integration of Social Value to BDC Policy and Delivery, as part of the 2021/22 Work Programme.

The issue was initially raised via a service suggestion from the Development team, as a gap in current delivery and a key action for delivery via the Business Growth Strategy.

The review supports all three of the Corporate Ambitions:

Our Economy:

- Working with partners to support enterprise, innovation, jobs and skills

Our Environment

- Reducing our carbon footprint and supporting residents and businesses to reduce their footprint
- Actively engaging with partners to benefit our communities

Our Customers:

- Actively engaging with partners to benefit our customers
- Promoting equality and diversity and supporting vulnerable and disadvantaged people

Development of our approach to Social Value and implementation of a Social Value Policy will support Corporate target ECO.01 - Deliver a Business Growth Strategy by March 2021 that will support enterprise, innovation, jobs and skills and makes the best use of our assets.

The aim of the review was:

- To clarify how the Council can integrate Social Value within the delivery of the Business Growth Strategy, and other core strategies as determined.

The objectives agreed were:

- To review how social value can be integrated in to current policy and delivery based on best practice examples.
- To investigate how the Council can maximise the social value benefits of the Coalite development, with specific emphasis on skilled jobs, and how this can be applied to other development sites within the District.
- To assess how wide the social value strategy should be developed, engaging with other service areas/Scrutiny Committees as required.
- To assess how the integration of social value could be supported by developing a 'cooperative council' approach.

The key issues identified for investigation were as follows:

- The Council needs to be able to evidence the benefits of investment and ensure the economic, social and environmental needs of the area are being addressed.

- The Social Value evaluation methodology is already used by the Partnerships team and could be used more widely by the authority.
- The Council can secure additional social value benefits for the area through s.106 agreements agreed as part of planning permissions. Members question if we have a system in place that enables us to evidence this to its full potential.

The Committee comprised the following Members:

Councillor J. Wilson (Chair)
Councillor P. Clough
Councillor J. Clifton
Councillor D. Dixon

Councillor P. Cooper (Vice-Chair)
Councillor D. Adams
Councillor T. Cannon

Due to membership changes at Annual Council 2022, Councillor P. Clough was replaced by Councillor J. Tait.

Support to the Committee was provided by the Scrutiny & Elections Officer.

4. Method of Review

The Committee met on six occasions to consider the scope of the review, key issues they wanted to discuss and to carry out interviews and evidence gathering.

The Committee sought evidence by way of:

- Internal enquiries to establish existing policies and monitoring processes
- External review of approaches by other authorities
- Review of possible evaluation software options in conjunction with officers leading on procurement and the Climate Change & Communities Scrutiny Committee.

A document review was completed of the following as part of the evidence gathering process:

- Various draft versions of the proposed BDC Social Value Policy
- Review of a sample list of Social Value Indicators aligned to current and planned BDC delivery.
- LGA Sustainable Procurement Toolkit
- A Social Value Toolkit for District Councils
- Review of the draft Request for Quotation (RFQ) for BDC's own Social Value Calculator

Equality and Diversity

There are no direct impacts identified in relation to any protected characteristics as a result of the review topic.

Within the process of the review however, the Committee has taken into account the potential impact of any changes to current policies and practices, and the potential impact on smaller local businesses. Members are clear that the Council must seek to comply with the Social Value Act while not creating an arduous process for smaller businesses, reducing their potential to bid for contracts.

5. Analysis of evidence and key findings

5.1 To review how social value can be integrated in to current policy and delivery based on best practice examples.

At an early stage in the review, Members considered a set of proposed social value indicators as well as an outline of a potential Social Value Policy.

The Policy must ensure the Council complies with the [Public Services \(Social Value\) Act 2012](#). Officers noted a key point is to direct procurement to spend locally, in addition to considering a third criteria for procurement to achieve upwards of 10% dedicated to social value.

Members also noted that achieving net zero/climate change improvements was paramount. Members felt that the Strategy should encourage further clarity around outcomes as a result of planning applications.

Having a Strategy in place and being able to evidence how the Council will track outcomes should help significantly with future funding bids.

A range of authorities were reviewed that had been identified as best practice examples including:

Authority	Social Value Examples	Useful links
London Borough of Newham	Community Wealth Building Strategy	https://www.newham.gov.uk/council/community-wealth-building
Preston City Council	Community Wealth Building Strategy	https://www.preston.gov.uk/article/1335/What-is-Community-Wealth-Building
London Borough of Hammersmith and Fulham.	Social Value Statement Social Value evaluation tool in place – The Social Value Portal	https://www.lbhf.gov.uk/business/trading-council/social-value-statement http://democracy.lbhf.gov.uk/ieDecisionDetails.aspx?AllId=62023
Bristol City Council	Social Value Policy	https://www.bristol.gov.uk/documents/20182/239382/Social+Value+Policy+-+approved+March+2016-1.pdf/391b817b-55fc-40c3-8ea2-d3dfb07cc2a0

On reviewing a more detailed second draft of the proposed Social Value Policy, Members agreed the core areas which they could shape were in relation to the minimum value of procurements required to demonstrate social value; and the weighting to be applied as part of the evaluation score.

Members contacted Procurement officers to enquire as to how they approached this currently and to understand the impact the new Policy would have. Initial conversations indicated that they predominantly sought to ensure social value outcomes were included in higher value construction contracts. For other tenders it had been delivered only where officers had identified a social value element on completion of the pre-procurement pro forma.

Following further meetings with Development officers leading on Social Value work as part of the Business Growth Strategy, the Procurement team acknowledged that there was greater scope to secure social value outcomes across all tenders above a set value. There was also clear agreement as a result of the meetings that the responsibility for identifying the social value outcomes needs to be identified by the project leads and contract officers, with Procurement having an advisory role only.

This additional work also resulted in further amends being identified to the draft Social Value Policy to ensure full alignment with the Procurement Strategy. Scrutiny Members were advised that due to rules laid out in section 4.8 of the Constitution covering the Council's Procurement Rules, a threshold of £75,000 would be most appropriate as this was the threshold for requiring a full formal tender process and Key Decision by Executive/Council.

Once fully implemented, officers completing tenders would need to complete the pre-procurement pro forma identifying all relevant TOMs or ensure evidence is provided to justify why social value doesn't apply to that particular contract.

Furthermore, it was agreed that a small working group involving the Monitoring Officer, Procurement team and lead officers in Development and Executive & Partnerships would be created to ensure the approach is fully embedded, with the new Loop software being used to evaluate tender bids and track outcomes. It is proposed that the Council's compliance with the criteria of the Policy will be monitored by way of performance indicators using the PERFORM system, to ensure all procurements over the agreed limit generate social value.

Recommendations:

That the draft Social Value Policy is formally adopted.

That as a minimum, all procurements over £75,000 will be required to demonstrate social value outcomes as part of the tender, evaluation and delivery processes.

That the standard weighting for social value will be a minimum 10% of the overall evaluation score – and where feasible this may be higher.

5.2 To investigate how the Council can maximise the social value benefits of the Coalite development, with specific emphasis on skilled jobs, and how this can be applied to other development sites within the District.

Members were updated at Committee in March 2022 that due to the nature of the site as a private development, it was not possible for the Council to negotiate any s.106 agreements in relation to the development. The site is now known as Horizon 29.

The only option would be for the Council to build a relationship with the in-coming businesses once on site, to ensure there is support available and to establish links where required to apprenticeship/training support. The Council are unable to put any caveats to the development around ‘% of local employment’. However, if the Council are able to build a working relationship with the in-coming businesses it may be possible to produce an estimate of the social value of the development once more is known about the employment/apprenticeship opportunities available.

Recommendation:

That Officers in Development ensure in-coming businesses to Horizon 29 are engaged with the Council’s Business CRM system and appropriate advice and support be given.

5.3 To assess how wide the social value strategy should be developed, engaging with other service areas/Scrutiny Committees as required.

Through an initial presentation of potential social value measures, Members were clear there was scope for wider integration of Social Value across the authority, but that a phased approach to integration was deemed appropriate.

During the course of the review it became apparent that the Executive and Partnerships Team were also looking at the evaluation tools/software they used to support their own social value analysis. This impacted on the review by Climate Change & Communities Scrutiny looking at our process for VCS Grant Allocations. This resulted in a joint approach by Local Growth and Climate Change & Communities Scrutiny Committees to review potential software options in support of the procurement exercise being developed jointly by Executive and Partnerships and Development officers.

A joint demo of the system operated by Loop took place in February prior to any formal procurement exercise, in order that Cllrs can be satisfied that any RFQ is adequate for the Council’s requirements. As a follow-up for Local Growth Members who were unavailable a meeting was arranged with one of our core partners, Woodhead Group, who used one of the systems reviewed and had also gone through the procurement

process for the system quite recently. This was invaluable for Members, enabling them to see first-hand the social value outcomes achieved from some of our housing developments and the different ways in which the information could be updated, monitored and presented.

Following the demonstration, Members agreed a set of criteria to be incorporated in to the future RFQ for a SV calculator tool:

- Unlimited partner access
- Options for both specified number of user licenses and unlimited user licenses
- Ability to export reports in a range of formats compatible with Microsoft i.e. Word, Excel and Adobe PDF.
- Ability for all services to see an individual Dashboard of projects/SV outcomes and well as a Corporate Dashboard
- Potential to be able to run a pilot phase before full roll-out of system to an expanded list of users.
- Provision of full list of KPIs that can be monitored by the system – to allow comparison to existing calculator tool.

Members were also clear that any tool procured should be run alongside the existing HACT tool initially so a comparison of the two systems in possible, to truly judge the benefits.

The RFQ commenced during the course of the review with the Scrutiny & Elections Officer involved in the evaluation of tenders to ensure the Members views from both Committees fed in to the procurement process. As such the following two recommendations were enacted prior to completion of the review, to ensure there was no delay to the procurement process.

Recommendations (Implemented during the review):

That Officers ensure the procurement process for a SV calculator tool takes in to account the criteria identified by Members during the review process.

That the Council completes the required procurement process for an improved social value evaluation tool which will support improved analysis and reporting functions, and enable wider use across multiple service areas and by external partners.

5.4 To assess how the integration of social value could be supported by developing a 'cooperative council' approach.

Following discussions by Members at the March 2022 meeting and a further review of the Cooperative Councils Innovation Network website, it was felt that expanding the review to cover this area went beyond what Development Services were aiming to achieve with the Social Value Policy. On reflection Members felt that this objective did not fit with the current review and little merit was to be gained in exploring this approach further at this stage.

Members note that this could be an area for the future but there are no recommendations from the review.

6. Conclusions

The Committee have put together six recommendations which will hopefully assist the Council in embedding social value in to the wider policy structures and operational delivery of the Council.

The key findings arising from the review are:

- The council is well placed to move forward in this area, following initial integration of social value by the Partnerships team;
- The draft Policy produced is in line with national guidance for such documents and mirrors those of best practice authorities;
- The procurement of a social value calculator tool has been robust with significant officer and Member input.

Appendix 1: Stakeholders

Stakeholders engaged during the Review:

- Portfolio Holder – Cllr Smyth (Development)
- Portfolio Holder – Cllr McGregor (Corporate Governance)
- Portfolio Holder – Cllr Moesby (Finance – Procurement)
- Assistant Director of Development and Planning
- Business Growth Manager
- Executive and Partnerships Team
- Executive Director of Strategy & Development
- Development Team
- Loop – The Social Value People
- Climate Change & Communities Scrutiny Committee
- Procurement team
- Council’s Solicitor and Monitoring Officer

Stakeholders impacted by the Review:

- Bolsover businesses/ businesses contracting with the Council
- Portfolio Holder – Cllr Smyth (Development)
- Portfolio Holder – Cllr McGregor (Corporate Governance)
- Portfolio Holder – Cllr Moesby (Finance – Procurement)
- Assistant Director of Development and Planning
- Business Growth Manager
- Executive and Partnerships Team
- Executive Director of Strategy & Development
- Development Team
- Loop – The Social Value People
- Climate Change & Communities Scrutiny Committee
- Procurement team
- Council’s Solicitor and Monitoring Officer

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Local Government Association, Social Value Toolkit for District Councils
<https://www.local.gov.uk/sites/default/files/documents/District%20Councils%20Social%20Value%20Toolkit%20Final.pdf>



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