

GREEN PROCA

Green Public Procurement in Action

Green Public Procurement in Covenant of Mayors communities

Assessment report



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1. Introduction

The conservation of energy and the resulting benefit for the environment is becoming a more and more important topic for countries all around the world. Various measures are being implemented to achieve the goal of becoming climate natural in the near future. The probably most common measure are the regulations regarding the carbon emissions of countries but there are also less known and effective ways to cut down on energy usage and thus pollution, one of them is the Green Public Procurement (GPP).

The aim of this paper is to analyse what is currently being done in the field of GPP in the European member states. It serves as a research basis for the project, Green Public Procurement in Action (Green ProcA), implemented by the Berlin Energy Agency (BEA) and co-funded by the European Union's program Intelligent Energy Europe (IEE). The project aims to strengthen GPP in Sustainable Energy Action Plans and to provide assistance and information to public procurers in their implementation of GPP in seven European countries: Bulgaria, Germany, Hungary, Italy, Poland, Romania and Slovakia.

Objectives of Green ProcA

- Enabling Policy: Promotion and monitoring of GPP in SEAPs
- Capacity Building: Support to SEAP signatories in implementation of GPP measures
- Market transformation: Strengthening demand for eco-efficient products

The main objective of this report is the assessment of Covenant of Mayors communities in the seven participating countries with respect to GPP. The analysis provided an overview of the importance of GPP, its focus and priority, the product categories addressed and the tools and strategies used for GPP in the communities.

2. Green Public Procurement

According to the European Commission (2008), GPP can be defined as “...a process whereby public authorities seek to procure goods, services and works with a reduced environmental impact throughout their life cycle when compared to goods, services and works with the same primary function that would otherwise be procured.”¹

This sentence states that goods or services have to be evaluated for their energy consumption and their environmental impact. This impact has to be seen as their emissions or any dangerous or toxic substances used in the product itself or in their construction.

Special attention has to be paid to the mention of the product life cycle in this sentence. Normally procurers focus on buying the economically most advantageous offer, which is, generally speaking, the offer with the lowest initial price. Taking the calculation of the

¹ http://ec.europa.eu/environment/gpp/what_en.htm

products costs over their entire life cycle into consideration changes this.²

Public authorities in the European Union spend around 19 % of their gross domestic product, equivalent to 2 trillion Euros on works, goods and services, making public procurement a powerful lever for achieving specific societal goals.³ The public procurement package is one of the 12 priorities in the "Single Market Act I" which aims to unlock the growth potential of the single market and is a key component of the EU 2020 strategy for smart, sustainable and inclusive growth.⁴ This purchasing power can be used to procure environmentally friendly goods, services or works and an important contribution can be made to the goals of becoming climate neutral in the near future. Investments in environmentally friendlier goods, services or works can stimulate the manufacturers and the whole economy towards producing cleaner and more resource efficient alternatives. It creates a critical demand for goods or services that would otherwise not make it into the market. GPP can therefore be seen as stimulant force for eco-innovation.

Benefits of GPP⁵

GPP...

- ... allows public authorities to achieve environmental targets
- ... sets an example to private consumers
- ... raises awareness of environmental issues
- ... improves quality of life
- ... helps establish high environmental performance standards for products and services
- ... saves money and resources when life-cycle costs are considered
- ... provides incentives to industry to innovate
- ... can reduce prices for environmental technologies
- ... is an effective way to demonstrate the public sector's commitment to environmental protection and to sustainable consumption and production

In order to successfully implement GPP, support for public procurers as well as a definition of what a green product or service is, is needed. That is why the European Commission

² <http://ec.europa.eu/environment/gpp/lcc.htm>

³ http://ec.europa.eu/environment/gpp/what_en.htm

⁴ <http://www.europarl.europa.eu/news/en/news-room/content/20140110BKG32432/html/New-EU-rules-on-public-procurement-ensuring-better-value-for-money>

⁵ http://ec.europa.eu/environment/gpp/benefits_en.htm

imposed a collection of EU GPP Criteria which are available for 21 product groups, ranging from cleaning products and services to water-based heaters.⁶ They are upgraded regularly and are based on data collected from member states, industry stakeholders, civil society and scientific information. The product groups were prioritized through an in-depth analysis which included social factors such as public expenditure and environmental improvement capabilities and economic factors such as market availability and economic efficiency. Another vital factor was the example effect that the product can have on the purchasing decisions of private and corporate entities. The criteria reduce the administrative workload for public and private entities that are trying to implement GPP on a national level. They also offer a benefit to companies that operate in more than one member state.

There are two types of criteria for each of the product groups: The core criteria can be seen as a basic input to GPP. Their fulfillment should be the goal of every public purchasing authority. They address the main negative environmental impacts and have been developed to affect costs and the additional paperwork the least. The comprehensive criteria are designed for purchasing authorities that want to stand out by going the extra mile and purchase the most environmentally friendly products available.

3. The Covenant of Mayors (CoM)

The Covenant of Mayors (CoM) is a European initiative where local and regional authorities voluntarily commit themselves to in-



crease the energy efficiency and the use of alternative energies in their respective territories. The European Commission launched it in 2008 to endorse and support the efforts deployed by local authorities in the implementation of sustainable energy policies. The aim was to achieve a 20 % reduction of CO₂ emissions in urban areas in the EU by 2020 compared to 1990. Cities use an estimated 80 % of the energy in the EU.

Local authorities of all sizes can attain membership, from small towns to large metropolitan areas. The only premise is that the joining party has to be democratically constituted by elected representatives. End of 2015, the initiatives merged under the new integrated CoM for Climate & Energy, adopting the EU 2030 objectives and an integrated approach to climate change mitigation and adaptation.

The formal political commitment of the individual members has to be concretized into measures and projects. Members agree to report and to be monitored on the implementation of their SEAP, in case of noncompliance the membership is terminated.

In order to become a member, covenant signatories (members) have to prepare a baseline emission inventory. This is a quantification of the amount of CO₂ emitted from energy con-

⁶ http://ec.europa.eu/environment/gpp/eu_gpp_criteria_en.htm

sumption in the respective territory within a certain timeframe, the base year 1990 is recommended. It serves as a tool to identify the sources of the emissions and their reduction potential.

Within the first year of membership, each member must produce a Sustainable Energy Action Plan (SEAP), listing their strategies, goals and planned key actions to achieve sustainability. Actions go beyond energy savings and cover the creation of skilled and stable jobs, economic competitiveness and a better quality of life for example. These actions are gathered and presented in “Benchmarks of Excellence” in order to serve as good/best practice models for other members to follow. A catalogue of all the signatories’ SEAPs is another method to spread inspiration and ideas to the members of the covenant.

Every two years after the first submission of the SEAP each member needs to generate a monitoring report. In this report, the most important results and the degree of implementation of the action plan have to be stated. The participants also have to promote their actions and involve their citizens and stakeholders through the regular organization of local “Energy Days”. The main goal of these events is to raise public awareness on the opportunities offered by a more intelligent utilization of energy. Furthermore, the participants should attempt to spread the message of the CoM and encourage other local authorities to join by contributing to major events and interactive workshops.

Another way to find out something about GPP activities in CoM municipalities is to check the benchmarks of excellence. These are relevant examples of local initiatives which Covenant actors have realised in their territories, feel particularly proud of and endorse as useful actions for other local authorities to replicate.

Overview over the CoM procedure:

STEP 1: Signature of the CoM

- Creation of adequate administrative structures
- Baseline Emission Inventory & SEAP development

STEP 2: SEAP submission

- Implementation of your SEAP
- Monitoring progress

STEP 3: Regular submission of monitoring reports

In beginning of 2016 there have been 6096 signatories for the CoM in the EU of which 5100 have submitted their action plans and 828 have their results monitored so far.

4. Evaluation of GPP in CoMs

The information on GPP in CoM of Green ProcA partner countries has been collected via

research within the CoM website, through a questionnaire (Annex 2) that was sent out to the country’s municipalities which have addressed or implemented GPP in any way (Annex 1) and personal interviews with representatives of the communities. Overall, 70 municipalities answered the questionnaire (Annex 3).

This is an overview of the state of the art of CoM in the partner countries (12.2.2016):

	Signatories	SEAPs	Monitoring Reports	Benchmarks of excellence
Bulgaria	26	23	2	6
Germany	57	57	17	74
Hungary	41	26	0	0
Italy	3224	2798	510	1775
Poland	59	33	5	22
Romania	65	48	4	15
Slovakia	4	4	0	0

In general it is not easy to detect GPP in the SEAPs and monitoring reports because it hides in several different categories like buildings, public lighting, transport, local electricity/heat/cold production, or just in the field of action “others”.

This are the findings for the Green ProcA partner countries.

4.1 Bulgaria

The questionnaire was sent to 14 municipalities, five Bulgarian municipalities provided answers, ranging from smaller towns such as Mezdra or Kozloduy, with about 10.000 inhabitants to the country's fourth largest city Burgas with a population of approximately 310.000. Medium sized municipalities are also represented by Asenovgrad with 50.000 and Dobrich with 120.000 inhabitants (Republic of Bulgaria). Bulgaria currently has 26 municipalities that have submitted a SEAP to the CoM, 23 of which have been accepted after their evaluation. Two of the municipalities that have an accepted SEAP, Asenovgrad and Burgas are included in the analysis. Research also showed that seven of the signatory municipalities address GPP in their action plans. Examples from the benchmarks of excellence include refurbishing of buildings, Energy performance of buildings, and efficiency reconstruction in street lighting systems.

4.2 Germany

Currently, 57 German cities have submitted a SEAP to the CoM. The applicants include the five biggest cities in Germany; Berlin, Hamburg, Munich, Cologne and Frankfurt. Out of these 57 applicants, 31 have addressed GPP in their SEAP in some shape or form. Seven of them answered the questionnaire, including large cities like Cologne (more than 1 million inhabitants), Hamburg (about 1,750,000 inhabitants), Hannover (518,000 inhabitants) and Rostock (200,000 inhabitants), and smaller cities like Böhl-Iggelheim (about 10,000 inhabitants), Oberhausen-Rheinhausen (9,400 inhabitants) and Neumarkt (7,500 inhabitants).

The most important product groups for reducing CO₂-emissions are refurbishing, street lighting, and transport. For GPP in general recycled paper plays a huge role.

Berlin is an outstanding example of GPP. The procurement law published in 2012 demands that ecological criteria and LCC have to be applied in all tenders above 10.000 Euro. In January 2013 an administrative regulation got published that provides strict procedures on how to implement GPP into the procurement procedures, provides criteria and calculation tools for LCC. The regulations is accompanied by periodical trainings, a newsletter, a contact person for questions, a guideline and a website, where all this information can be found: <http://www.stadtentwicklung.berlin.de/service/gesetzestexte/de/beschaffung/>.

In September 2015 two studies got released about GPP in Berlin (<http://www.stadtentwicklung.berlin.de/service/gesetzestexte/de/beschaffung/studien.shtml>).

The first one has calculated for 15 product groups how much money, CO₂, particles, and wood would be save per year, if the best environmental products would be purchased instead of standard products. The results are, that for the product groups

- | | |
|--------------------|-----------------------------|
| 1. Buildings | 6. Floor surfacing |
| 2. Street lighting | 7. Passenger cars |
| 3. Office lighting | 8. Multi-functional devices |
| 4. Computer | 9. Cleaning products |
| 5. Paper | 10. Refrigerators |

save money over their life-cycle.

The product groups

1. Dish washers
2. Textiles
3. Municipal waste
4. Construction machines
5. Electricity

are more expensive over their life-cycle than standard products. But the costs are either not much higher or the CO₂-savings are large (for green electricity), so the study recommends for these products as well to buy the environmental alternative.

The aggregated figures for Berlin are:

- | | |
|--|--|
| • Cost savings: | 38 million Euro/year |
| • Wood savings: | 9.300 tons wood/year |
| • Reduction of particles: | 12 tons diesel exhaust particulates/year |
| • Reduction of CO ₂ -emissions: | 355.000 tons CO ₂ -emissions/year |

The second study has researched how the regulation is used in practice and would could

be done to improve it. These are the main findings of the study:

Strengths:

- The regulation is well known among procurers in Berlin
- Its terminology is clear and unambiguous
- Restraints on procurement are easy to handle
- Criteria catalogues cover various services
- Criteria catalogues can be included easily in invitations to tender
- Life cycle costs can be applied easily
- Documentation is easy to accomplish

Weaknesses:

- Effort in comparison to conventional procurement is higher
- Complexity of review and verification for the compliance with environmental criteria
- Development of environmental criteria for products and services is often not feasible without an existing criteria catalogue
- The Administrative Provision for Procurement and Environment (VwVBU) in Berlin is rarely applied below the value limit of 10,000 €

Recommendations:

- Simplification of environmental criteria
- Preparation of further criteria catalogues and calculation tools
- Establishment of a central procurement authority with web shop
- Further Trainings
- Lowering of the value limit for the application of the VwVBU

4.3 Hungary

Four questionnaires originate from Hungary, including the political capital and largest city Budapest with a population of about 1.7 million. Other cities included Tatabánya and Nyíregyháza with a population of about 50.000 each (Hungarian Central Statistical Office). Nine Hungarian municipalities address measures or motivation towards green procurement in their SEAP. Several barriers for GPP exist in Hungary:

Motivation of municipalities

Implementation of GPP needs a strong engagement of the leaders of the municipality in policy level and in the executive board. Green procurement requires additional efforts and in some cases higher financial resources, furthermore a lack of information/knowledge and motivation of the procurers. The risk of failed procedure is higher in case of green procurement compared to “best/lowest price offer” procurement.

Due to the low level of interest of municipalities to communicate and take actions the communication is frequently unilateral (even if we contact them directly and regularly) and needs a high level of effort to get feedback or make them act.

The municipalities (contracting body) prefer to use the lowest price for selection. From 10 public procurement procedures approximately 9 belong to the lowest price evaluation. In case of using the best economic offer for selection, the evaluation criteria's aren't connected to technical quality of the products, but rather connected to the contract conditions, (for example shorter duration, higher penalties etc.)

Barriers in regulation

Since 01 May 2004 (when Act CXXIX. of 2003 on Public Procurement in Hungary was introduced) the Act has been modified approximately 40 times. In 01 January 2012 a new Act was introduced, (01 January 2012: Act CVIII of 2011 on Public Procurement) which itself has already been modified 15 times, the last time on the 19th June 2015 and after on 01th July 2015. This permanent modification causes uncertainty, and a lot of worry, because the contracting bodies have to make sure they follow the latest version of the Act. On the top of this complication, the contracting bodies don't want to take more risk than really necessary.

In Hungary the government introduced the new public procurement law, (from 1st of November 2015) to meet the EU regulations. But the European single procurement document and the new advertisements are not available yet, neither the national tender calls.

Financial barriers

Due to the weakness of Hungarian economy and the huge delay of opening the new European financial support schemes lot of investment plans are postponed in the municipality sector.

Confidence of municipalities

Furthermore it needs a lot of effort and time to make clear the benefits of the Green ProcA project and find municipal partners with the same targets in field of green procurement. Engagement of municipalities for lighthouse project needs a high level of confidence and trust from the partners on both sides. Municipalities usually have their own experts and consulting companies involved in purchasing process and in some cases they don't want to take the risk involving new experts and partners.

The high level of visibility and transparency provided by the Green ProcA project is also an unwanted factor for the municipal experts in the purchase departments.

4.4 Italy

Italy is the main contributor to the CoM. It is notable to mention that 977 of the municipalities that submitted a SEAP have addressed GPP in it to some extent. 29 municipalities

replied to the questionnaire. 31 municipalities have been thoroughly assessed.

The main product groups addressed in the SEAPs in Italy are:

- Air conditioner
- Catering service
- Cleaning services
- Festival
- Furniture
- Heating System
- Hygienic product
- ICT products
- Paper
- Public lighting
- Renewable energy
- Restoration
- Soil fertilizers
- Textile product
- Transport
- Waste disposal

Input from ENEA

25 Municipalities for which GPP is present - or at least theoretically described - in SEAPS have been selected by ENEA. Their SEAPs and Imp Reps, have been archived.

- | | |
|-----------------------|----------------------------|
| 1. Angera | 14. Laveno Monbello |
| 2. Besnate | 15. Leggiuno |
| 3. Besozzo | 16. Marcallo con Casone |
| 4. Brebbia | 17. Mercallo |
| 5. Bregano | 18. Monvalle |
| 6. Busto Garolfo | 19. Osmate |
| 7. Cadrezzate | 20. Ranco |
| 8. Castellanza | 21. Robecchetto con Induno |
| 9. Cittiglio | 22. Taino |
| 10. Cocquio Trevisago | 23. Travedona-Monate |
| 11. Colico | 24. Varano Borghi |
| 12. Comabbio | 25. Vergiate |
| 13. Cuggiono | |

For all 25 municipalities the CoM signatories' database reports some GPP actions. Our analysis for the 25 Municipalities has shown: energy savings information is derived from the SEAPs because the currently available (at December 2015) information about the Implementing Reports does not include energy savings, while for CO₂ savings three summary values are available: the initially foreseen, those achieved with the on-going measures described in the ImpRep and those still to be achieved.

As far as the answers to the questionnaire is concerned, despite the small sample, the results allow to highlight some interesting elements, trends and barriers: the most important being the lack of information and awareness, not only of the very technical elements such as LCC or the LCA but also more in general about the GPP approach. Additional barriers found by the selected municipalities is the lengthy procedures and paperwork related to interventions in the energy sector for public buildings.

ENEA investigation was focused on small municipalities therefore it is not surprising that the amount of purchases and the relevant budget is low. However, the GPP approach has been applied to the procurement of a significant number of goods and services: electric energy, photocopying and graphic paper, cleaning products and services, furniture, street lighting, street signals and transport.

On the other hand, also the small municipalities declare to have 5 people involved in the procurement/purchase of goods and service that increase to 20 for the largest municipalities, thus confirming the fragmentation of the procurement departments that in turn is considered one of the most important barrier to the diffusion of green procurement.

Input from CONSIP

Consip selected 30 cities of different size and geographic contexts in order to assess the evolution of GPP policies throughout the country. This clustering decision is motivated by the desire to capture the criticalities and advancements of the green purchasing in several regions of the country and by public authorities of both small, medium and large size. Moreover, Consip decided to consider medium-size cities belonging to the hinterland of large cities and then constituting part of a metropolitan area in order to observe how and if this peculiar geographic and administrative status has an impact on the GPP decisions.

- | | |
|--|--|
| <ol style="list-style-type: none"> 1. Albano Laziale 2. Allumiere 3. Almese 4. ARENZANO 5. Bruino 6. Buttigliera Alta 7. Cambiano Carmagnola (associated local authorities: Baldissero Torinese, Cambiano, Chieri, Moriondo Torinese, Pecetto Torinese, Pino Torinese, Riva presso Chieri) 8. Carmagnola 9. Catania 10. Collegno 11. Gravina di Catania 12. Licata 13. Mascalucia | <ol style="list-style-type: none"> 14. Fiorenzuola D'Arda 15. Frascati 16. Genazzano 17. Genzano 18. GUALTIERI 19. Guidonia Montecelio 20. La Spezia 21. L'Aquila 22. Latina 23. Montepulciano 24. Noceto 25. Reggiolo 26. Rocca Priora 27. Sestriere 28. Torino 29. Volvera 30. Zagarolo |
|--|--|

For all 30 municipalities the CoM signatories' database reports some GPP actions. Our analysis for the 30 Municipalities has shown: energy savings information is derived from the SEAPs or using a carbon conversion factor because the currently available (at December 2015) information about the Implementing Reports does not include energy savings, while for CO₂ savings we used those achieved with the on-going measures described in the ImpRep if available, or the initially foreseen.

Eleven of these cities/towns have been selected as lighthouse projects and became the object of a further analysis. These projects provided the opportunity to observe how the local authorities procure thermal and electric energy services and how they are integrated with the action plans to which the mayors committed in the framework of the Covenant. This deeper investigation allowed to establish a direct contact with the local administrations and to assess their sensitivity and awareness of the GPP issues in depth.

The selected municipalities are the following:

- | | |
|---|--|
| <ul style="list-style-type: none"> • Catania • Gravina di Catania • Licata • Mascalucia • Noceto • Arenzano | <ul style="list-style-type: none"> • Fiorenzuola d'Arda • Gualtieri • La Spezia • L'Aquila • Reggiolo |
|---|--|

One of the main findings is that the local authorities experience a management deficit when they have to deal with more than one energy efficiency plan since they are not able to tackle it in a systematic and coherent way. This was specifically observed in the context

of the heating and cooling service provision of the lighthouse projects where the administrations were provided also with an energy management service to enhance the efficiency level of their real estate assets. The majority of the municipalities did not exploit the chance to use this service to achieve the targets of the SEAP.

In general the results allow to highlight some interesting elements: the GPP office isn't coordinated with Covenant of Major Office; the difficult to collect data related to energy consumption; the lack of funds to realize measures.

4.5 Poland

In Poland eleven municipalities filled out the questionnaire. The municipalities include Poland's capital and largest city Warsaw, with about 1.7 million inhabitants, and other large municipalities such as Lodz with 700,000 and Gdynia with a population of about 250,000. Other interviewed municipalities range from small to medium in size (City Population). Recent research showed that 31 Polish municipalities have submitted a SEAP to the CoM, seventeen of which have been accepted. 23, so more than half of the submitted plans address GPP at least to the smallest extent.

4.6 Romania

Nine medium to large Romanian municipalities, including one of the largest cities Timișoara with about 319,000 inhabitants provided information through the questionnaire. Amongst these are the medium sized municipalities Bistrița and Slobozia and the small cities Moinești and Cugir, with about 20,000 inhabitants each (Romanian National Institute of Statistics). Romania currently has 49 municipalities that have submitted a SEAP, 40 of these have been accepted so far. 32 of the submitted plans address GPP, either in the goals, measures of future plans.

4.7 Slovakia

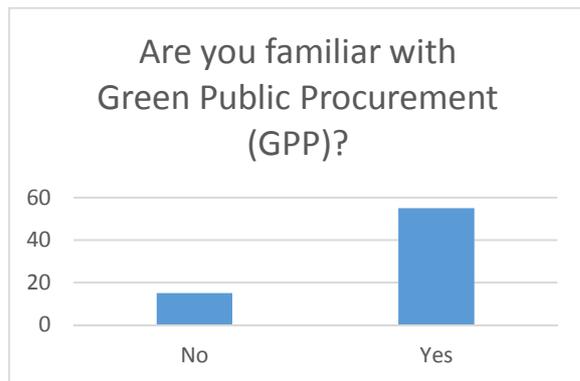
In Slovakia, following cities have got the SEAPs: Bratislava, Nitra, Turčianske Teplice and Moldava nad Bodvou. Based on the CoM web site, none of them has submitted the monitoring report so far. No other municipality has officially announced a preparation/development of a SEAP. Five municipalities answered the questionnaire. The most relevant product groups for GPP are buildings and public lighting. Calculation of energy savings are usually not explicitly required and are assessed very seldom in reality.

5. Summary for all countries

The overall range of different sized municipalities that answered the questionnaire provides a good base for analysis. It will not give definite results about the level of implementation in every city, but through the variety of sizes in the municipalities, certain assumptions can be drawn about the status amongst the CoM signatories on the subject in general.

The survey on the CoM signatories in seven European countries shows that most municipalities across the countries have knowledge about the concept and idea behind GPP or have at least heard of the term. What lacks is concrete expertise on the exact implementation of the methods and tools of GPP. Information and dissemination materials provided by the EU and the different countries is not always known. The fact that a municipality has signed the Covenant of Mayors and the existence of a SEAP does not necessarily lead to a better knowledge about green procurement. To improve this knowledge additional measures are necessary.

5.1 Feedback from the questionnaire



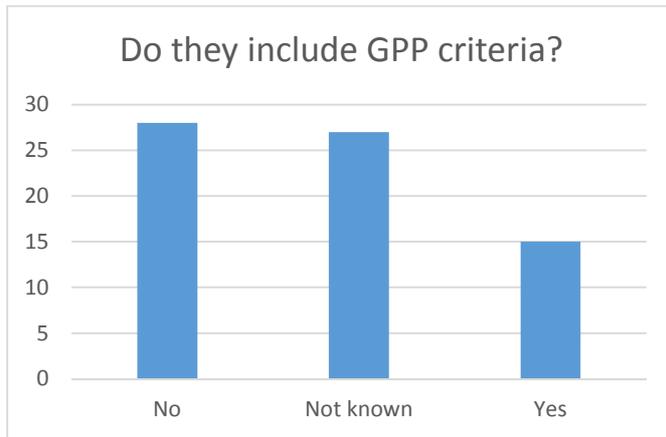
Yes: 55

No: 15



Yes: 28

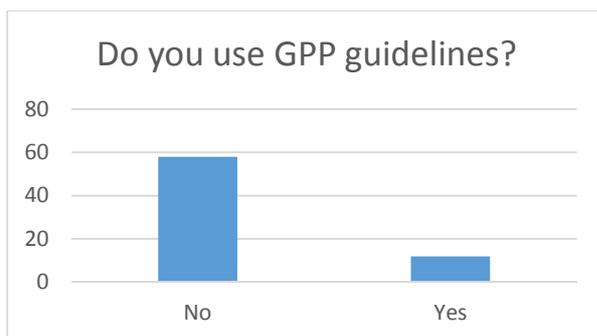
No: 42



Yes: 28

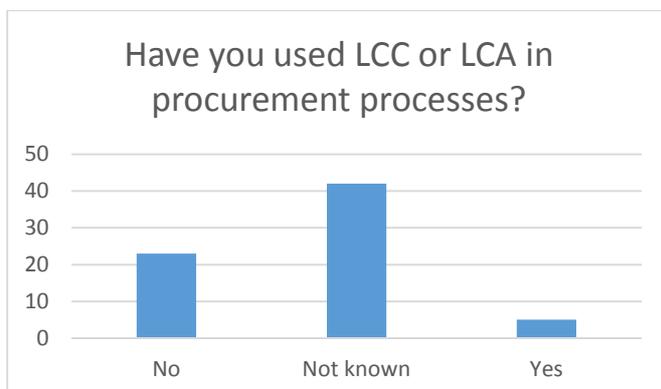
No: 15

Not known: 27



Yes: 58

No: 12



Yes: 5

No: 23

Not known: 42

5.2 Most important product groups

These are the answers from the questionnaire regarding the most important product groups in the frequency they were listed:

1. Copying and graphic paper
2. Transport
3. Electricity
4. Cleaning products and services
5. Office IT equipment
6. Construction
7. Street lighting and traffic signals
8. Indoor lighting
9. Combined heat and power (CHP)
10. Food and catering services
11. Furniture
12. Gardening products and services
13. Hard floor coverings
14. Road construction and traffic signs
15. Sanitary tapware
16. Thermal insulation
17. Waste water infrastructure

5.3 Barriers

These barriers to GPP could be identified mostly by personal contact to procurers in trainings und consultations:

- In some countries the awareness for GPP and environmental issues/behavior in general is less developed than in others.
- In countries where the procurement legislation is changing very often procurers are insecure about trying procedures which are above the required standards. Sometimes the legislation is complex and hard to understand if one is not familiar with the subject matter. Uncertainty exists connected with possible mistakes or non-compliance with the law and a possible significant increase in appeals by entities participating in tender procedures.
- Strict European rules for tendering energy efficient products or services or clean cars most of the time only apply for European wide tenders. But most tenders are

only national tenders where these standards are not required. Procures often also try to avoid European tenders because it means more requirements in terms of transparency.

- Even though a lot of procurers have heard of GPP, they don't always know where to find information that is up to date they can trust in. Information is provided by different projects that have certain lifetimes or by institutions that set different priorities.
- Sometimes information on GPP looks too complex on first sight so procurers don't take the time to look further into the subject.
- The complexity of the ongoing labelling schemes is a further topic that should be simplified in order to make it more user-friendly and easier to understand.
- Sometimes procurers have no knowledge about GPP processes in their municipality due to a lack of dissemination or a decentralized procurement system. With a decentralized procurement, one institution could have implemented sustainable measures without the other institution having any knowledge about it. This again shows the importance of communicating measures and more importantly positive results in the field in order to raise awareness.
- The calculation of life cycle costs (LCC) is not yet widely implemented. The fact that a large number of people that are familiar with the process have not applied it in their procurement activities can lead to the assumption that the available information was not clear or understandable. A different and more complicated approach to what the purchasing authorities are accustomed to might make people hesitant to apply it. In most cases, the cheapest alternative might seem like the most lucrative offer. Changing this opinion towards thinking in a long term perspective and the possible savings that can be achieved shows to be more difficult than expected. Some procurement offices may also lack the ability to create algorithms to calculate the weighting of quality criteria or to assess the impact of such additional criteria/clauses on the cost of the order.
- There is no monitoring of implementation of GPP and often no reward for doing so. But if something goes wrong during the GPP process, e.g. there are not enough offers, the prices are considered much too high or if there are even legal charges there are negative consequences for the procurers. Therefore the incentive for GPP is not always there.
- The budgets are often separated between the department buys and the departments that uses services or products. In these cases higher prices for energy efficient products are not relevant for the procuring department.
- If there are no purchasing guidelines that require GPP standards purchasers are not sure if they have the backup of their superiors to demand higher standards and

therefore buy ecological products (e.g. recycled paper, wooden office products) or maybe spend more money (e.g. hybrid vehicles, green electricity, passive buildings).

- Many procurement offices lack a systemic strategy to implement GPP into their procedures, so it depends on individuals to apply green criteria.

5.4 Solutions

Following solutions for the barriers are suggested by the Green ProCA consortium:

- An ongoing offer of trainings and other supporting measures should be provided until the structures within the municipalities are stable enough that purchasers have the self-confidence in dealing with sustainable procurement.
- In order to provide purchasers with more security an improvement of the organizational structures and the coordination of procurement within the municipalities can be helpful. This means to encourage the head of the municipalities to support their purchasers, to encourage the purchasers to ask for this support and to build central working groups on green procurement in order to obtain better knowledge and better prices.
- Information on GPP needs to be disseminated better and should be improved towards simplification and transparency.
- It has to be kept in mind that the public opinion and individual habits are not easily changed overnight. It requires constant publishing and dissemination of positive results to reach all public procurement authorities, from large metropolitan procurement institutions to small municipal offices.
- Analysis of the research has shown that the knowledge about the subject exists, what lacks is concrete expertise on the exact implementation of the methods and tools of GPP. By allocating funds into staff trainings or organized workshops, the generally positive motivation towards the subject can be used and transferred into actions.
- Motivation for procurers to implement GPP should be given by communicating their results and successes within the municipality as well as to other municipalities like it is being done with the GPP Award.
- The topic of GPP should be strengthened within the CoM by giving it its own category and by making it mandatory to address that point in drafting a SEAP.
- GPP is a cross cutting theme and therefore many different departments and levels should be informed about its potential and implementation.
- Last but not least the implementation of a central GPP monitoring can be helpful

for municipalities. It leads to a better database, to find possible vulnerable points and to extend sustainable procurement step by step.

6. Résumé

The analysis indicates that motivation towards being green clearly exists among the interviewed municipalities. With support for the implementation and legal requirements the huge potential for GPP can be lifted.

7. Abbreviations

CoM	Covenant of Mayors
EU	European Union
GPP	Green Public Procurement
LCC	Life Cycle Costing
SEAP	Sustainable Energy Action Plans

8. Overview of Annexes

- Annex 1: overview over CoM municipalities which have addressed or implemented GPP in any way
- Annex 2: questionnaire
- Annex 3: answered to the questionnaire

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