

# **Assessment and Comparison of National Green and Sustainable Public Procurement Criteria and Underlying Schemes**

## **Final Report**

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# Executive summary

The European Commission adopted a Communication in 2008 (Public Procurement for a Better Environment, 16 July 2008), which set a target for Member States to achieve a level of 50% green public procurement (GPP) by 2010 (defined as complying with the priority GPP core product criteria). The concept underlying GPP relies on setting good performance environmental criteria for products and services and then utilising these during public procurement throughout Europe. Ensuring that the appropriate information and guidance is provided to procurers, to enable them to make informed sustainable and green procurement decisions, is a key challenge in this area.

The EU and a number of Member States have developed their own Green or Sustainable Public Procurement schemes (GPP/SPP). A complication which arises from this is that individual Member States and the EU as a whole have progressed their current GPP/SPP schemes to different points of maturity, with some forging ahead. Varying criteria have been developed for the same product groups, or Member States have developed a number of different approaches to GPP/SPP criteria setting. Having a number of differing schemes and criteria has a potentially negative effect on the European market for green products, as each has to comply with different standards in a number of Member States. Therefore working towards common GPP/SPP criteria would considerably reduce the administrative burden for both operators and those implementing GPP/SPP as well as for the business community supplying the products and services.

This review has been split into two phases:

- Phase 1: A review of national green and sustainable public procurement schemes in ten countries.
- Phase 2: Identification of the range of product groups covered within each of the national schemes and evaluation of ten product groups across these countries.

Information was gathered through an extensive questionnaire issued to nominated public procurement contacts within each of the ten countries. Each country provided excellent information and we are extremely grateful to the experts who gave their time to complete this questionnaire. Their responses form the bulk of the information reported here. Where responses were not comprehensive, national websites were referred to for additional information, but this naturally makes any comparison more challenging and omissions may still have occurred.

## **Phase 1 – Review of National Green/Sustainable Public Procurement Schemes in Ten Countries**

This work reviewed the green and/or sustainable public procurement (GPP/SPP) schemes in nine Member States: Austria, Belgium, Denmark, Finland, France, Germany, the Netherlands, Sweden, and the United Kingdom, together with the tenth country Norway. Each of these ten countries has well established GPP/SPP approaches. From this information the schemes and criteria development processes were critically assessed to identify the key similarities, differences and the elements necessary for success.

The intention is not to provide an assessment of an individual country's performance of GPP/SPP, as each of the ten reviewed here have good schemes and a record of strong progress in the area. However it is necessary to assess individual schemes against specific criteria to determine the main similarities and differences that could be used to inform a possible new pan-EU approach to developing GPP criteria in the future.

Phase 1 of this report provides:

- Summaries of ten established national SPP/GPP schemes from within Europe, considering their rationales, aims and targets as well as the process for identifying product groups, setting the corresponding criteria and the priorities for doing so.
- A success matrix was developed and each national GPP/SPP scheme was ranked against this. The matrix identified the characteristics of the schemes and the criteria development process that could be ranked and then graded each country's performance

against these, producing a ranking of Excellent, Good or Average. Elements that could be ranked included Aim, Stakeholder Involvement, Training, Communication, Evidence Base and Time to develop criteria.

- Based on the evidence gathered and the rankings achieved a set of framework update recommendations has been generated, for the future direction of the EU GPP scheme and criteria development process.

The review of the ten national schemes revealed that they are very similar to each other. All were developed with the intention of reducing the impact of public procurement, originally on the environment and more recently some schemes have introduced elements to reduce the social impacts of public procurement. The current focus is still predominantly on the environmental impacts products have. All countries report that political support is extremely important in driving this area forward and was needed to establish the national scheme, although such support can vary over time. Where political support is strongest, often the more developed national schemes are found, such as in Denmark, the Netherlands and Sweden.

Through a combination of experience and learning from others, most national schemes have high levels of stakeholder engagement, including procurers, government representatives, suppliers and trade associations. There was consensus that high levels of stakeholder engagement are crucially important for a successful scheme to be developed and to be progressed. Correspondingly, during the criteria development process, levels of stakeholder engagement were high, with a relatively formal approach taken to stakeholder consultation which was carried out in the public arena.

Where a country has a Federal government arrangement, GPP/SPP activity and criteria development at a national level is usually less advanced, with correspondingly stronger regional and local development that is often more complicated with potentially a higher degree of duplication of effort, but better able to be tailored to regional needs. Comparing Federal and non-Federal government schemes is challenging as it is not directly comparing like with like. In this instance it has not been possible to explore the intention and the guidance or criteria developed within schemes that exist beneath the national level. However, it is possible to assess outcomes and nationally achieved levels of GPP/SPP adoption, which can be taken as measures of success.

Identification and prioritisation of product groups is usually performed by considering the level of government spend on a particular product group, together with the level of environmental impact that the product group has. A range of other aspects was also highlighted by some countries when selecting which product groups to focus on, including political or example-setting functions (United Kingdom), and common sense (the Netherlands).

All countries use very similar sources of evidence for the development of criteria. All cite the use of LCA (Life Cycle Analysis) data where it is already available, together with ecolabels and the evidence these are based on (the United Kingdom did not specifically cite these sources, but does imply they are taken into consideration during the technical phase of reviews). In addition five countries (Belgium, Denmark, Finland, Sweden and the United Kingdom) undertake market research during the development of criteria for a specific product group.

A summary of the key elements of each of each of the ten national schemes reviewed is shown below in Table 1.

**Table 1 Summary of the ten National GPP/SPP schemes and criteria reviewed, together with the EU GPP scheme**

Country	Title	Evidence base	Documents provided	Types of criteria suggested or specified	Ambition level	Mandatory/voluntary	Number of product groups*	Number of products	Status of social criteria
Austria	No formal title	Ecolabel criteria, LCA and LCC data	Environmental criteria documents, basic and advanced	Technical specifications, award criteria, contract clauses	Basic criteria, advanced criteria	Use of criteria is voluntary. Targets are mandatory, % compliance defined as the core level of criteria	16	16	No social criteria yet. Being developed 2010/11
Belgium	Guide to Sustainable Procurement	Ecolabel criteria, market research	Environmental and social criteria documents, basic, (advanced) and extended	Technical specifications, award criteria, selection criteria, and performance criteria	Basic criteria, advanced criteria, extended criteria	Use of criteria is mandatory for Federal buyers. No sanctions for non-compliance	18	90	Some product groups contain social criteria based on social norms – if included in ecolabel
Denmark	Strengthened efforts to enhance green procurement in 2008-2009 in Denmark and Action plan for Corporate Social Responsibility	Ecolabel criteria and market research	Background document and environmental guide	Voluntary guidelines, procurement agreements, environmental declarations	One level of guidance, (taken from ecolabels so “should be reasonably high”)	Mandatory to use state procurement office for 20 products, all of which contain environmental criteria. Environmental criteria for the remaining product groups in the GPP scheme must be included, but which criteria to set is a voluntary matter.	12	47	Social criteria incorporated where they are included in the associated ecolabels
Finland	Sustainable Public Procurement	Market analysis, LCA, primary feedback, guidelines, ecolabels, legislation	Brief description of environmental considerations and environmental criteria	Technical specifications, award criteria	Core criteria and comprehensive criteria	Targets are mandatory for central government, and recommended for municipalities and state enterprises. Criteria use is voluntary	10	23	Not currently included
France	National action plan on sustainable public procurement	Existing studies, LCAs performed by ADEME, ecolabel criteria	GEM Guides, containing considerable background information and guidance on criteria setting. Etat Exemplaire contains brief background information and suggested targets	Contract conditions	One level of guidance	GEM Guides are voluntary. Etat Exemplaire product groups have specific targets, but guidance contained within is voluntary	6 specific GEM guides, 17 within Etat Exemplaire (there is product group overlap between the two), totalling 20	20	Included within relevant product groups (e.g. equal opportunities, proportion of disabled workers)

Country	Title	Evidence base	Documents provided	Types of criteria suggested or specified	Ambition level	Mandatory/voluntary	Number of product groups*	Number of products	Status of social criteria
Germany	No national level scheme, so no overall title	Blue Angel Ecolabel criteria	A single document containing background information and tender recommendations	Guidance and basic award criteria	One level of guidance	Mandatory criteria for wood, energy efficient products and services. Mandatory use of LCC in procurement procedures	1 mandatory 1 ICT 7 guidance	19	Social criteria may be included in the near future
Netherlands	Sustainable Public Procurement	LCA approach, ecolabel criteria, input from stakeholders, experts and common sense	A single document briefly containing background information and then criteria	Minimum requirements, award criteria (points)	Mandatory criteria and award criteria	SPP criteria use is voluntary, but targets (for use of minimum requirements) are mandatory and participation is mandatory	52	few hundred	Social criteria developed, and to be introduced as contract performance clauses in 2010
Norway	The Government's Action Plan for Environmental and Social Responsible Public Procurement (2007-2010)	National priorities, LCA studies to identify 'hot spots'	Criteria document	Selection criteria, (supplier qualification requirements), technical specifications, (requirements), award criteria (product) and contract clauses.	Basic criteria, comprehensive criteria and innovative criteria	Use of criteria is mandatory, but choice of criteria is voluntary	14 (7 as product groups, with a further 7 specified in the NAP)	14	Social criteria are under development
Sweden	The Swedish Action Plan for Green Public Procurement	Market analysis, environmental review, LCA and stakeholder contribution	Criteria document	Selection criteria (supplier requirements), technical specifications (product requirements), award criteria, contract performance clauses	Basic criteria, advanced criteria and spearhead criteria	It is mandatory for government agencies to implement GPP, but criteria use is voluntary	10	32	Not currently included, but do have guidance documents for social and ethical procurement
United Kingdom	UK Sustainable Procurement Action Plan (SPAP)	Product performance, cost benefit analysis and environmental priorities	Brief background information and criteria document	Mandatory criteria and best practice criteria	Mandatory criteria and best practice criteria	Use of minimum level of criteria is mandatory	9	58	In use for timber and timber products

Country	Title	Evidence base	Documents provided	Types of criteria suggested or specified	Ambition level	Mandatory/voluntary	Number of product groups*	Number of products	Status of social criteria
European Union	Green Public Procurement (GPP)	LCA studies, environmental priorities, ecolabel data	Background report and product sheets	Subject matter, technical specification, award criteria, selection criteria, contract performance clauses	Core and comprehensive criteria	Voluntary	18	45	No social criteria currently available

\* The definition of a 'product group' has been taken as in line with the arrangement of information in the EU GPP scheme, i.e. generally a relatively large overarching product group that contains within it a number of different products that require similar considerations to be addressed.

Identification of the strong similarities that exist between the ten national schemes, together with the EU GPP scheme, has meant that it is not necessary to develop a new framework for the EU GPP scheme, but rather a number of recommendations for update are proposed. Some of these aspects already form part of the scheme, such as utilising a strong scientific evidence base and stakeholder consultation, but it is worth reiterating such elements as they should be strengthened where possible. Other recommendations introduce other important areas such as the introduction of considering social aspects of all product groups where possible and the recognition that GPP criteria should not be developed for product groups that are undergoing significant policy review and update elsewhere in the EC.

The resulting assessment of national schemes has enabled the proposed recommendations detailed below, to be formed to update the EU framework for setting criteria. The recommended framework comprises two parts; the Scheme and the Criteria.

### **Recommended Framework Conditions**

#### **Scheme**

1. The stated overall aim for the Scheme should be clear and directly linked to EU policy.
2. An EU GPP Advisory Group should be established, with final responsibility for the development of the EU GPP Scheme and establishment of criteria.
3. Prioritisation and selection of products/services/works should be evidence-based and a transparent process.
4. Early dialogue with external stakeholders is essential.
5. Information must be made available at the outset concerning the overall development timetable and specifically the external consultation process.
6. A continuous training programme and supporting information should be a key element of the GPP Scheme.

#### **Criteria**

1. The criteria must be developed from lifecycle-based thinking.
2. The evidence used for criteria development must be transparent.
3. The scope of the requirements should be sustainable public procurement, containing relevant environmental criteria, and where possible and relevant, appropriate social criteria.
4. The criteria must be easy to use, both for procurement professionals and for suppliers.
5. The criteria development process should have clear, defined roles for stakeholders and participants.
6. A clear outline of the stages of the criteria development process should be given, with timetables established for each stage of the process. The whole process should take no longer than 1 year.
7. Criteria revision should be performed on a regular, pre-agreed, timeframe. Revisions should occur at least every three years and at most annually.

## **Phase 2 - Identification of the range of product groups covered within each of the national schemes and evaluation of ten product groups across these countries**

The second part of this work focused on the product groups and the criteria themselves.

Phase 2 of this report provides:

- A complete review of all product groups covered within the schemes of each country.
- Consideration of the scope of products covered by each national scheme and the scope of the criteria requirements.
- A review of the formats used for the criteria documents, to assess whether the current format of the EU GPP/SPP criteria represents best practice.
- A review of ten product groups, of the types of criteria requirements within each national scheme, and a comparison of this information against the current approach of the EU GPP criteria.

This work has focused on the product groups that form the central element of the ten national GPP/SPP Schemes of Austria, Belgium, Denmark, Finland, France, Germany, the Netherlands, Norway, Sweden and the United Kingdom, as well as those that exist within the EU GPP scheme. Although the overarching aims and intentions of national schemes are important in establishing guiding principles and direction, it is often the criteria documents themselves that are highly valued by procurers.

A complete review of all product groups covered by the schemes of each country has been undertaken and consideration was given to the scope of the requirements and criteria used by each particular country. An illustration of the number of product groups covered by each of the national schemes is given in Table 1. Overall there are considerable similarities between the product groups of the ten national schemes and the EU GPP scheme. All identify the product groups to focus attention on thorough consideration of the environmental impact such products have, and most also take into account the levels of public spend and whether altering the way public spend occurs has the potential to transform the market for that particular product group and product.

Identifying and assessing the specific environmental impacts is achieved through varying methods: some countries require LCA data, while others rely on expert opinion to identify the key areas. A number of countries, such as Denmark, the Netherlands and the United Kingdom, state that they focus on only a few key aspects for each product group. An alternative is Sweden which has taken this a stage further and created a formalised assessment of the CO<sub>2</sub> impact of the product group.

### **Product Groups**

The ten national schemes reviewed here cover a great many of the same product groups, and their similarities to each other should not be underestimated. The areas of environmental impacts tackled by criteria demonstrate a great degree of overlap, both in the product groups covered, the ecolabels and LCA data they are based on and the verification methods promoted.

However there is variation in the detail of how individual product groups and products are covered. When the national level product groups are explored in depth it is apparent that there are considerable differences. For example, although all of the countries reviewed may nominally cover a particular product group, the specific products covered will vary, the number of product groups it is divided into will vary, as will the nomenclature used. For example construction is nominally covered by nine of the ten countries (Germany does not provide GPP guidance for this area nationally) and within the EU GPP scheme, but this hides a vast difference in the approaches and nomenclature used:

- EU GPP has a very broad product group that covers related services such as cooling, heating and ventilation services and the provision of electricity, as well as the design, construction, use and disposal phase of buildings. Criteria address energy consumption, the use of renewable energy sources (RES), construction materials and products, waste and water management as well as other aspects influencing the environmental impacts of construction: architects' experience, monitoring and user aspects.

- Austria encompasses general construction with criteria set as well as several specific products that have their own individual sets of criteria (mineral insulation, paints and glazes and wall paint). Austria also has a separate product group for civil engineering.
- Belgium covers general consultancy and architecture services and one specific product (hard floor coverings).
- Denmark divides this area down into six specific products each with their own set of guidance and suggestions (district heating pipes, paints, painting services, cables and wires, road markings, sustainable wood).
- Finland had two product groups under Building Supplies (windows and light bulbs), but does not address construction itself.
- France covers this area with a single product group of construction and refurbishment, but has a separate product group covering wood as a material specifically.
- The Netherlands has a large number of product groups that cover this area, 12 or more. The product groups and products covered range from cables and pipelines, demolition, general works to preservation works.
- Norway has the single product group of 'execution and construction of buildings'.
- Sweden has a single product group of 'building contracts'.
- The United Kingdom breaks this area down into 23 sets of product guidance, including air conditioning units, CHP, glazing, low flush toilets and paints and varnishes.

Such differences make it difficult to be clear which aspects are common and which vary between countries, and obscure the similarities that do exist. This contrasts with the consensus concerning the aims and intentions of the national schemes, and the procedures adopted.

Within the assessment of the product groups in a country's national GPP/SPP scheme, the definition of a product group has been taken as in line with the EU GPP scheme, i.e. generally a relatively large overarching product group that contains within it a number of different products that require similar considerations to be addressed. This may not be in line with the national definition of a product group. Some product groups are common to all countries such as computers and photocopiers, some are common to most countries such as paper (9/10), office furniture (8/10) and laundry detergents (8/10), but many product groups are specific to a few countries or a single country.

If the EU GPP product groups are taken as the starting point and these product groups compared to national level criteria, then it is possible to identify the overlaps shown below in Table 2.

**Table 2 Review of the EU GPP product groups and to what extent these overlap with national product groups**

EU GPP	Austria	Belgium	Denmark	Finland	France	Germany	Nether-lands	Norway	Sweden	United Kingdom
Copying and graphic paper	X	X	X	X	X	X	X	X	X	X
cleaning products and services	X	X	X	X	X		X	X	X	X
Office IT equipment	X	X	X	X	X	X	X	X	X	X
Construction	X	X	X		X		X	X	X	X
Transport	X	X	X		X		X	X	X	X
Furniture	X	X	X	X	X		X	X	X	X
Electricity	X						X		X	
Food and catering services	X	X			X		X	X	X	
Textiles	X	X	X		X		X	X	X	X

EU GPP	Austria	Belgium	Denmark	Finland	France	Germany	Nether-lands	Norway	Sweden	United Kingdom
Gardening products and services	X	X			X	X	X			X
Windows		X		X						X
Thermal insulation	X									
Hard floor-coverings		X				X				
Wall panels										
Combined heat and power (CHP)										X
Road construction and traffic signals							X			
Street lighting and traffic signals							X			
Mobile phones		X								

One clear recommendation that arises from this work is that it would be advantageous for countries to move towards achieving a greater similarity of approach when defining product groups and the products covered within, as well as achieving greater similarity with the specific criteria requirements (see below). Such developments would assist understanding of the differences between product groups at a national level and differences within national priorities. It would also enhance leading practice dissemination and would help suppliers recognise the requirements and achieve compliance with these.

### Formats used for criteria documents

Leading practice for the creation of easy to use procurement criteria has been identified through this review, and key points are that criteria should be clearly grouped under categories, whether these are stages of the procurement process or impact areas. The guidance provided with the criteria should state clearly the mechanisms for verification. Using ecolabels is the most favoured approach within the ten countries here and has the advantage, from the point of view of procurement staff, of putting the onus on manufacturers. The product sheets from the Netherlands offer very clear advice to procurers on how to verify compliance, while the information provided by Belgium gives excellent guidance on ecolabels and awards that may be relevant and can be used to guide verification.

The EU GPP criteria are based around technical specifications, selection criteria, award criteria and contract performance clauses. The ten countries reviewed here also use these terms, or similar ones; however it is not always clear whether they are used in exactly the same context as those in the EU GPP criteria. This is a key area where clarity and potential harmonisation would be of benefit, particularly as the criteria are intended to be used by a growing number of procurers. For each product group within the EU GPP approach there may be a number of different products captured within it. A result of this is that it is not always immediately obvious which products are contained within a product sheet. A number of countries reviewed here broke down the information provided to a more detailed level than the EU GPP scheme, i.e. at the product level rather than at the product group, including Belgium, Denmark and the United Kingdom. In some cases providing information at a more detailed level may be a more natural arrangement of information for procurers. Within the product group of transport for example, there is both the procurement of individual tyres, cars, buses (Sweden, Denmark) and waste collection lorries (Belgium), as well as the procurement of transport services (Belgium and Sweden). Procurement of goods and services may require different considerations and different guidance. Hence combining both goods and services within a single

product group and within a single document may not be the most helpful and expedient way of providing information to the procuring professional.

This is an area the EU GPP scheme may wish to consider and potentially amend the arrangement of information. The Danish website provides a good example of how this can work well, allowing quick and easy access to the specific information required.

Overall, the current EU GPP criteria achieve a good balance between the approaches used by different countries reviewed here. Two levels of criteria are provided, core and comprehensive, allowing flexibility for those who wish to set more demanding requirements.

It is interesting to observe that as countries naturally update and expand their national level guidance for green and sustainable procurement, considerable attention is given to leading practice elsewhere. Some countries have recently made specific efforts to incorporate the EU GPP criteria, information and advice into their national updates, such as Austria, Belgium and the United Kingdom. A consequence of this is a natural graduation towards a more common approach. This includes moves towards more streamlined arrangements of information and product group divisions, as well as clearer distinctions between criteria levels. Such developments are recognition of the importance of a standardised and well informed approach that can be used by all.

However where product group requirements are already well established, or the approaches adopted by different countries vary considerably there is stronger resistance to moving away from what is currently undertaken.

### **Review of ten product groups**

Ten product groups were highlighted from across the countries and their criteria reviewed to identify similarities, differences and development opportunities for the EU GPP scheme. This identification phase was achieved by considering the headings and definitions given for product groups and products at a national level and drawing together similar categories where information and guidance was made available.

The product groups selected for further study were:

- computers and monitors
- photocopiers
- office and copy paper
- office furniture
- laundry detergent
- textiles
- vehicles
- wood products
- toilet tissue and paper
- windows.

In many cases the similarities in a particular product group's criteria requirements were considerable across many, if not all, countries reviewed. This is mainly a result of the criteria historically and predominantly being based on information and guidance provided by European ecolabels (the EU, the Nordic Swan and Blue Angel Ecolabels).

As can be seen from each analysis in the subsequent sections, different product groups have different areas that they address, depending on the major impacts of the products and their specific uses. For example, common criteria for office and copy paper focus on the material requirements, such as

sourcing of raw materials, as well as the production criteria, such as chemical and dye use during manufacture, as well as some countries addressing further manufacturing conditions such as waste water. Meanwhile the criteria for photocopiers use functional criteria since the major focus is on energy efficiency, as well as noise levels generated, output speeds and duplex availability of the products.

Although functional criteria may be most appropriate for the major impacts of one product group (such as vehicles), while material and production criteria are most appropriate for the major impact of other product groups (such as textiles), all product groups reviewed here had aspects of both types of criteria from the majority of countries.

Table 3 shows, in summary the ten product groups considered, the number of occurrences of each product group and consideration of the future direction of EU GPP for each of these product groups. In only one instance does the EU GPP scheme not have criteria for a product group, that of toilet paper and tissue, and now that the EU Ecolabel for this product group has been finalised, an opportunity to develop GPP criteria exists.

**Table 3 The ten product groups reviewed and recommendations for future EU GPP development**

Product group	Number of occurrences	Recommendations for future EU GPP direction
Personal computers and monitors	10	Now that the update of the ecolabel criteria for laptops and personal computers has been finalised the EU GPP criteria should be reviewed to ensure they are up to date. If ecolabel criteria have been developed for recycled content of equipment then this should provide the basis of a similar EU GPP requirement.
Photocopiers	10	This consistency between the criteria specified in the EU documentation and the common criteria across the countries being reviewed demonstrates that the current direction of EU GPP for this product group is accurate and that it would be relatively straightforward to move towards a single set of criteria across Europe for photocopiers.
Office and copy paper	9	This product group is a sensitive one, as the approach taken by different countries varies considerably, likely due to the differing national priorities surrounding the use of national forests. The EU GPP criteria for paper already use the <u>alternative approach</u> of permitting dual raw material requirements: recycled fibre content and/or fibres from virgin material. This approach is a necessary compromise currently. It is possible that the position of the countries reviewed here is beginning to converge, as Norway does have paper as a product group within its NAP and cites raw material use as an area to focus on, and Sweden anticipates introducing some form of sustainable forestry requirement in the next revision of paper criteria. However it does seem that this product group is some way from reaching a consensus, and progress across all ten countries reviewed should be closely monitored to ensure the EU GPP criteria reflect a central position.
Office furniture	8	The EU GPP criteria are arranged as the specification of general environmental criteria, followed by material-specific criteria, including requirements for wood, as adopted by Austria, Belgium and others at present. Although material considerations are the most prevalent concern within the countries reviewed here, the EU GPP approach of covering this in detail together with longevity, recyclability, raw material supply chain and packaging is an appropriate one as it serves to bring together the range of concerns within this product group and gives a good foundation for potential harmonisation.
Laundry detergent	8	The EU GPP Criteria express some of the same requirements as those cited by the individual countries being reviewed. Many of the countries that have criteria for laundry detergents have more detailed and likely stricter, requirements for this product, for example specifically banning the use of optical brighteners or perfumes as components. Therefore an opportunity exists for the EU GPP requirements for laundry detergents to be updated and expanded to reflect the wider areas addressed by other GPP/SPP schemes.

Product group	Number of occurrences	Recommendations for future EU GPP direction
Textiles	8	<p>The EU GPP criteria for textiles cover the three main criteria found in the national product sheets: chemical content, organic fibres and recycled fibres. While there were a number of other criteria covered by other countries, such as wastewater treatment by Denmark, or ethical trade by Belgium, these are not covered by enough countries to warrant their introduction to the EU GPP scheme.</p> <p>For those areas where there are overlaps between the national schemes, there is scope to harmonise the limit values specified for individual chemicals. The EU product sheet is in line with the most comprehensive of the national criteria documents. It would be helpful to suppliers if a standard definition of textile products was adopted across Europe. At present the definitions used by national schemes vary, with some including leather and protective clothing, others covering services and some focusing only on clothing.</p>
Vehicles	8	<p>Two countries (Belgium and the UK) have adopted criteria which are fully in line with the EU GPP criteria. The remaining countries follow their own systems, which often include criteria that are included within the EU GPP. It is recommended that fuel consumption and tyre specific requirements be considered as a criterion for the EU GPP product sheet when it is next due for revision. Ultimately the current position of the EU GPP criteria for this product group appears to be satisfactory.</p>
Wood products	8	<p>The EU GPP Scheme has specific criteria for the use of timber in construction: core requirement - timber should be from legal sources; award requirement - timber to be sourced from sustainable sources. This is in line with what has been identified during the review of this product group group.</p> <p>It is interesting to note the requirements from France that wood to be used as a biomass resource also falls within the wood product. With interest in this area rapidly expanding in a number of countries within the EU, this is an area the EU GPP Scheme may wish to consider further, and focus on providing general wood guidance. This product group overlaps to some degree with the product group of office furniture above.</p>
Tissue and toilet paper	7	<p>This product group has the potential to be a politically sensitive one. As with office paper, most of the countries reviewed encouraged the incorporation of recycled fibres into the product. However Sweden does not have this requirement, Finland has the relatively low level requirement of 15% and Norway does not have criteria for this product group at all. It is likely that a prudent course of action, once the EU Ecolabel is released, is to consider the dual approach that has already been employed for office paper. This is an <u>alternative approach</u> that would allow countries to select criteria that reflect their national priorities, while also developing procurers' knowledge about this very common product.</p>
Windows	3	<p>Windows has been included as a product group within the second phase of the EU GPP criteria development process, with the thermal efficiency of the windows as a key focus. This inclusion has identified the challenge of introducing specific building element requirements in an area where many are proposing whole building solutions, in line with the Energy Performance of Buildings Directive.</p> <p>This is a product group where an <u>alternative solution</u> is required for the key impact, thermal efficiency, as it is not possible to set one numerical requirement as has been done by the UK and Finland, across the entire EU. When exploring the material impacts of glazing and frame materials, European variation is a less complicated issue and common ground can be identified.</p>

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## Appendices

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# 1 Glossary

ADEME	Agency of the Environment and Energy (France)
AOX	Absorbable Organic Halogens
APD	Alkylphenol derivates
APEO	Alkyl Phenol Ethoxylates
BACS	British Association for Chemical Specialities
BAKöV	Federal Academy for Public Administration (Germany)
BAT	Best Available Technique
BPD	Biocidal Products Directive
CBA	Cost Benefit Analysis
CESP	Centre of Expertise in Sustainable Procurement (UK)
CFC	Chlorofluorocarbon
COD	Chemical Oxygen Demand
CSR	Corporate Social Responsibility
DEFRA	Department of the Environment, Food and Rural Affairs (UK)
DGs	Directorate General within the European Union
Difi	Agency for Public Management and eGovernment (Norway)
ECF	Elemental Chlorine Free
ECMA	International Standards Organisation for ICT equipment
EDTA	Ethylenediaminetetraacetic acid
EIPRO	Environmental Impact of Products
EMS	Environmental Management System
EPA	Environmental Protection Agency (Denmark, Sweden)
ETAP	Environmental Technologies Action Plan
EU	European Union
FLEGT	Forest Law Enforcement Governance and Trade
FPA	Federal Procurement Agency (Austria)
FSC	Forest Stewardship Council
GDP	Gross Domestic Product
GPP	Green Public Procurement
GRIP	Centre for Sustainable Production and Consumption (Norway)
GSI	Gear Shift Indicator
GWB	Act Against Restraints on Competition (Germany)
HCFC	Hydrochlorofluorocarbon
HFC	Hydrofluorocarbon
IEEE	Institute of Electrical and Electronics Engineers
IFRA	International Fragrance Association
ILO	International Labour Organisation
ISA	Intelligent Support for Speed Adaptation
IPP	Integrated Product Policy
IT / ICT	Information Technology / Information and Communication Technology
KPC	Key Performance Characteristic
LAS	Linear alkylbenzenesulfonate
LCA	Life Cycle Analysis
LCC	Life Cycle Costs
MDF	Medium-density Fibreboard

MEEDDM	Sustainable Development Ministry (France)
MS	Member States
NAP	National Action Plan, always in the context of Public Procurement within this report
NGOs	Non-Governmental Organisations
NTA	Nitrilotrtacetic acid
OEAP	Economic Observatory of Public Procurement (France)
OECD	Organisation for Economic Co-operation and Development
OGC	Office of Government Commerce (UK)
PCA	Polycyclic Aromatic
PCB	Polychlorinated Biphenyl
PEFC	Programme for the Endorsement of Forest Certification Schemes
PFC	Perfluorinated compounds
PP	Public Procurement
ppm	Parts per million
PVC	Polyvinyl Chloride
PVDC	Poly-Vinylidene Dichloride
SDiG	Sustainable Development in Government (UK)
SEMCo	Swedish Environmental Management Council (Sweden)
SFM	Sustainable Forest Management
SOGE	Sustainable Operations on the Government Estate (UK)
SPAP	Sustainable Procurement Action Plan (UK)
SPP	Sustainable Public Procurement
TCF	Total Chlorine Free
TCO	Total Costs of Ownership
TPMS	Tyre pressure monitoring system
UBA	Federal Environmental Agency (Germany)
UGAP	Central Government Purchasing Agency (France)
UK	United Kingdom
UKCPI	UK Cleaning Products Industry Association
UN	United Nations
VIBE	Flemish Institute for Bio-Ecological Construction and Living
VOC	Volatile Organic Compounds
VROM	Ministry of Housing, Spatial Planning and the Environment (Netherlands)
WEEE	Waste Electronic and Electrical Equipment

## 2 Introduction

With a collective annual budget of €2 trillion or 17% of the EU's GDP Europe's public procurers are a highly influential group of bodies, who can contribute significantly to drive the establishment of sustainable production and consumption.

Such an opportunity is recognised by the EU and National Governments, and work is underway to harness this potential, often through the development of Green or Sustainable Public Procurement schemes. Green Public Procurement (GPP) focuses only on environmental areas of concern, while Sustainable Public Procurement (SPP) potentially encompasses a range of areas, but largely focuses on social and environmental aspects. The traditional focus has been on environmental issues, however social aspects are rising up the agenda fast.

To encourage greater uptake of green procurement the European Commission adopted a Communication,<sup>1</sup> setting a target whereby Member States are to achieve a level of 50% GPP by 2010. Many individual Member States have also chosen to set their own targets for GPP/SPP.

Providing appropriate information and guidance to procurers, to enable them to make informed sustainable and green procurement decisions is a key challenge in this area. The EU and some Member States have developed their own Green or Sustainable Public Procurement schemes which not only help to save water, energy and resources but also drive the market for green products and services. Green public procurement is an important tool in enabling authorities to achieve the goals set and can realise considerable cost benefits for them through energy and resource savings.

By devising a GPP policy or strategy a public authority demonstrates senior level commitment to green / sustainable purchasing practises and sets an example for corporate and private consumers to follow. The concept underlying GPP relies on setting performance environmental criteria for products and services based on a clear understanding of their life cycle impacts. Introducing requirements for environmental sustainability in tender specifications from the public authorities helps to drive the market for green products and drive technological innovation.

A complication that arises from this is that individual Member States have progressed their current GPP schemes to different points of maturity, with some forging ahead. Varying criteria have been developed by different states for the same product groups, and / or Member States have developed a number of different approaches to GPP criteria setting.

The result of having a range of schemes, approaches and targets is that this may have a negative impact on the European market for green products, as each has to comply with different standards in a number of Member States. This point has been clearly made by business who see the duplication and multiplicity of standards as a significant barrier. In many cases there is an argument for a single set of requirements, applicable across the EU, with straightforward instructions of how to demonstrate compliance, communicated in a clear way.<sup>2</sup>

Recognising the issues, the Commission has worked with Member States and stakeholders to develop common criteria for 18 product and service groups. The newly developed eight additional product groups were released in mid-2010. This work has been completed in two phases, with ICLEI leading the development of the first ten product groups and AEA leading the recent work to develop specifications, in consultation with stakeholders, for a further eight groups. These criteria are available for use across all Member States to encourage a consistent and harmonised approach that will simplify compliance for manufacturers and in turn considerably reduce the burden for business, operators and those implementing GPP.

Building on this, the Commission now needs to assess the status of GPP in the leading Member States, as the implementation of policy has moved forward rapidly. The intention of this work is firstly to provide an analysis of national schemes and their criteria setting processes to identify whether elements from the schemes could be used to inform modifications to the Commission's existing GPP framework or whether a completely new framework is warranted. The countries considered within the

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<sup>1</sup> "Public procurement for a better environment", 16<sup>th</sup> July 2008

<sup>2</sup> Private communications

assessment are Austria, Belgium, Denmark, Finland, France, Germany, the Netherlands, Norway, Sweden and the United Kingdom.

Secondly this work aims to consider the product groups covered by each of the ten national schemes. Initially as a review of all product groups covered by each of the schemes and then focusing in greater detail on a number of specific product groups to understand the scope of the criteria requirements and the variation there is across the national schemes. From this understanding it will be possible to see the similarities and differences in criteria and use these to inform the EU GPP position.

## 3 Prior Studies

To date a raft of work has been undertaken to identify products in terms of their associated environmental impacts, an example of this being the EIPRO study,<sup>3</sup> summarised below. Other work has focused on ways of improving public procurement, as well as producing guidance on how to successfully implement green procurement whilst fully respecting legal compliance issues as seen in the Buying Green Handbook.<sup>4</sup> Furthermore there are a plethora of sources at national, European and international levels containing product environmental criteria, including the EU Ecolabel,<sup>5</sup> and other national ecolabels, as well as lists of compliant products and suppliers that procurers can refer to in a catalogue style, such as the Buying Solutions' Green Tick scheme in the United Kingdom.<sup>6</sup>

As the range and breadth of the available information expands attempts to compare the systems used have begun.

### 3.1 Environmental Impact of Products (EIPRO)

The objective of the EIPRO project in 2006 was to identify the products (or product groups) that had the greatest environmental impact across their life-cycle and thus qualified for an assessment of their improvement potential and, depending on the outcome of such an assessment, for being addressed within the European Integrated Product Policy (IPP) process.<sup>7</sup>

An analysis of the environmental impacts of the product groups demonstrated that for all impact categories there was a substantial difference between product groupings, taking into account their full life-cycles, and the volumes purchased each year. The results also showed that there was generally a correlation between the different categories of environmental impact for a specific product grouping: a product grouping with a high impact on global warming tended to have a similar impact on acidification or human toxicity.

It was identified that between 70-80% of all life cycle environmental impacts can be attributed to food and drink, transport and buildings.

**Food and drink** - 20–30% of the environmental impacts associated with private consumption were caused by the food production and distribution chain, 'from farm to fork'. This increased to more than 50% for eutrophication. Within this area, meat and meat products had the highest impact, followed by dairy products.

The contribution of **passenger transport** to the total environmental impacts of private consumption ranged from 15 – 35%, depending on the category. Based on the data used for the study, the greatest impact was from cars, despite major environmental improvements (especially regarding air emissions) in the previous years.

**Buildings** included housing, equipment and utility. This category is a dominant area of consumption with respect to environmental impact, accounting for between 20-35% of the total impacts. The heating of households is one of the most important impacts in each category, with energy use for hot water and electrical appliances also accounting for significant impacts, as does the creation of the structure itself.

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<sup>3</sup> European Science and Technology Observatory (2005) Environmental Impact of Products (EIPRO): Analysis of the life cycle environmental impacts related to the total final consumption of the EU25. Summary available at [http://ec.europa.eu/environment/ipp/pdf/eipro\\_summary.pdf](http://ec.europa.eu/environment/ipp/pdf/eipro_summary.pdf)

<sup>4</sup> [http://ec.europa.eu/environment/gpp/pdf/buying\\_green\\_handbook\\_en.pdf](http://ec.europa.eu/environment/gpp/pdf/buying_green_handbook_en.pdf)

<sup>5</sup> [http://ec.europa.eu/environment/ecolabel/index\\_en.htm](http://ec.europa.eu/environment/ecolabel/index_en.htm)

<sup>6</sup> <http://www.ogcbuyingsolutions.gov.uk/sustainability/sustainability.asp>

<sup>7</sup> Environmental Impact of Products (EIPRO) [http://ec.europa.eu/environment/ipp/pdf/eipro\\_report.pdf](http://ec.europa.eu/environment/ipp/pdf/eipro_report.pdf)

## 3.2 IMPRO

The Sustainable Production and Consumption<sup>8</sup> (SUSPROC) action aims to facilitate the implementation and development of the EU Strategy for Sustainable Development, the EU Environmental Action Plan. It also aims to integrate environmental concerns into other European policy areas. SUSPROC conducts objective, quality-controlled socio-economic analyses and provides technical support relating to sustainable consumption and production. The action also develops analytical modelling capabilities, executes economic analyses and impact assessments, and carries out techno-economic characterisations of chosen technologies' products and processes.

SUSPROC activities focus on the following EC initiatives: the Action Plans on Sustainable Production and Consumption and on Sustainable Industrial Policy, the Environmental Technologies Action Plan, the Integrated Product Policy, the Thematic Strategy on Resource Management and the Thematic Strategy on Waste and Recycling.

Leading on from the EIPRO identification of products with the largest environmental impacts, improvement potentials (IMPRO) for a number of these products were identified. IMPRO studies have been created for the following products, providing LCA information for each:

- IMPRO – Car I<sup>9</sup>
- IMPRO – Car II<sup>10</sup>
- IMPRO – Buildings I<sup>11</sup>
- IMPRO – Buildings IIa<sup>12</sup>
- IMPRO – Buildings IIb<sup>13</sup>
- IMPRO – Meat and Dairy<sup>14</sup>
- IMPRO – Diet change<sup>15</sup>

## 3.3 Sustainable Procurement – Exchange of National Approaches

In January 2009 the Dutch Ministry of Environment and Spatial Planning released a concept report that compared the national approaches to sustainable procurement of ten European countries: Austria; Denmark; Finland; France; Germany; the Netherlands; Norway; Sweden; Switzerland; United Kingdom . This work considered a range of aspects of GPP schemes including the ambition levels for national, regional and local governments, whether criteria were developed or if ecolabels were used, how the system was encouraged within each of the countries and whether monitoring was carried out.

It is interesting to note the differences between countries that were identified. For example:

- The countries involved in the survey were asked to achieve 50% GPP by 2010 at an EU level. However the nationally stated aims ranged from the Netherlands requiring 100% from central government by 2010, 50% from the Provinces and 75% for the Municipalities, through Denmark who had 14 product groups that were mandatory for central government and seven for local governments participating in a Partnership for green public procurement.<sup>16</sup> The United Kingdom had a sustainable development strategy that included the aim to position itself amongst the GPP leaders in the EU.

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<sup>8</sup> <http://susproc.jrc.ec.europa.eu/>

<sup>9</sup> <http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=1564>

<sup>10</sup> <http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=2579>

<sup>11</sup> <http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=1744>

<sup>12</sup> <http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=2079>

<sup>13</sup> <http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=2699>

<sup>14</sup> <http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=1721>

<sup>15</sup> <http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=2359>

<sup>16</sup> The Danish contact provided updated information and recommended that if the project were repeated it would now find that 20 product groups have mandatory GPP at Central government level and 13 product groups at local levels for municipalities participating in the partnership for green public procurement.

- The inclusion of semi-governmental parties such as healthcare and education in procurement targets varied from full inclusion in Norway and Sweden, recent inclusion in the Netherlands of education and higher education, through to France, Germany and Switzerland who, at the time of the study, did not include these organisations.
- All countries had the ultimate aim of encouraging businesses to innovate and to adopt sustainable criteria within their production practices and purchasing systems.
- Germany largely relied on its ecolabel the “Blauer Engel” for the criteria, while Switzerland referred procurers to the ‘best’ ecolabel for a product group. The remaining countries had developed a range of criteria for specific product groups that, although partly based on ecolabels, had not been entirely sourced from them.
- The difference between the term ‘sustainable procurement’, which involves consideration of the social impacts of procurement as well as the environmental impacts, and ‘green procurement’ was highlighted. Social criteria can be meant in a broad sense to include both national and international aspects such as local employment, ILO standards and fair trade. France had included some social criteria, as had the Netherlands, while many other countries were exploring the area.

### 3.4 GPP in the EU: Methodologies, Data Collection and Results

The 2008 Commission Communication proposing GPP levels of 50% for each Member State by 2010 also required a verification method. The European Commission was asked to develop a practical evaluation methodology to measure progress made by 2010 and thereafter.

In January 2009 PricewaterhouseCoopers, Significant and Ecofys released their study.<sup>17</sup> The main objective was to develop a methodology to monitor the current level of GPP in the seven best performing Member States, and then apply this to establish the current situation. In addition the methodology should enable measurement of CO<sub>2</sub> and the financial impact of GPP. The seven best performing Member States were Austria, Denmark, Finland, Germany, the Netherlands, Sweden and the United Kingdom.

The study considered procurement by the public sector in the seven countries, including central government, regional and local governments. An online questionnaire was developed, and issued to 2901 contracting authorities across the Member States, with a return rate of 38%.

The questionnaire considered the ten product groups identified by the Commission as the most suitable for greening under GPP: cleaning products & services; construction; electricity; catering & food; gardening; office IT equipment; copying & graphic paper; textiles; transport; and furniture. For each of these a single representative product was selected and the level of GPP applied to this product was the subject of the questionnaire. The indicators used for measuring the quantitative level of GPP were:

- The % GPP of total public procurement, in terms of monetary value
- The % GPP of total public procurement, in terms of the number of contracts
- The % environmental impact of GPP, in terms of CO<sub>2</sub> emissions
- The % financial impact of GPP, in terms of the product Life Cycle Costs.

Respondents were asked whether their most recent purchasing contracts complied with certain ‘green criteria’. These criteria were linked to the key environmental impacts of a product and were divided into the ‘core green’ (addressing the most significant environmental impacts) and ‘comprehensive green’ (best environmental products).

The results established through using this methodology were:

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<sup>17</sup> Collection of statistical information on Green Public Procurement in the EU, Report on methodologies, and Report on data collection results, 2009, [http://ec.europa.eu/environment/gpp/pdf/statistical\\_data.pdf](http://ec.europa.eu/environment/gpp/pdf/statistical_data.pdf); [http://ec.europa.eu/environment/gpp/pdf/statistical\\_information.pdf](http://ec.europa.eu/environment/gpp/pdf/statistical_information.pdf)

- Most countries showed a wide variation across the level of GPP applied to the ten products. Overall electricity, office IT and furniture attained the highest scores in 2006/2007; construction, gardening and transport the lowest.
- The highest levels of compliance with comprehensive green criteria were within the cleaning and paper product groups. Construction, gardening, paper and textiles demonstrated the largest reduction in CO<sub>2</sub> emissions if 'green' purchases were made. The study concluded that GPP contributed to a 25% reduction of CO<sub>2</sub> emissions, on average across the ten products in 2006/2007. The implication is that public purchasers have the potential to substantially reduce CO<sub>2</sub> emissions through GPP.
- The average CO<sub>2</sub> emissions impact in 2006/2007 varied from -9% in Germany to -47% in the Netherlands, depending on the country-specific levels of GPP per product group.
- It was identified that green procurement of construction, transport and cleaning services resulted in decreased costs, while green procurement of textiles, paper and electricity had increased costs associated with its purchase.

### 3.5 National GPP Action Plans (NAPs) in the EU

In an effort to understand the status of GPP in each state in Europe the Commission maintains a summary of national GPP NAPs.<sup>18</sup> The information contained in this includes targets, methods of monitoring, guidelines, training, dissemination, criteria and national action plans for each of the 27 Member States as well as recording the responsible authority. Norway is also included in this review.

From this information it can be identified that some countries had advanced GPP systems, with high targets:

- Austria has 5 fixed government targets for 2010: to achieve 95% GPP of IT; 80% GPP of electricity; 30% GPP for paper; 95% GPP for cleaning products and 20% GPP for vehicles. In addition Austria has the general aim to use at least the core criteria of the EU GPP scheme by 2011.
- Belgium intends to achieve 50% GPP at the federal level by 2011. There is also the aim of achieving 100% SPP within the Flemish region by 2020.
- In Denmark 20 product groups have mandatory GPP at Central government level and seven products groups at regional and local levels.<sup>16</sup>
- In Finland the target is for state organisations to achieve 70% GPP by 2010, and 100% by 2015. For Municipalities the corresponding targets are for 25% GPP to be achieved by 2010 and 50% by 2015.
- France has created 15 product group GPP targets within its National Action Plan.
- Germany compels all contracting authorities to use Life Cycle Costing (LCC) within their procurement procedures.
- In the Netherlands the Federal Government and government agencies are each required to achieve 100% GPP by 2010, while the Provinces were required to achieve 50% GPP by 2010 and 100% by 2015, and the Municipalities were to aim for 75% GPP by 2010 and 100% by 2015.
- Norway does not have specific targets, but local and national procurers have a legal obligation to take environmental aspects and life cycle cost into consideration.
- In Sweden the target is the production of 60 criteria documents by 2010.
- The United Kingdom currently uses SOGE targets, which include the pledge to be carbon neutral by 2012 and to reduce carbon emissions by 30% by 2020.

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<sup>18</sup> [http://ec.europa.eu/environment/gpp/action\\_plan\\_en.htm](http://ec.europa.eu/environment/gpp/action_plan_en.htm)

## 3.6 Common Nordic Procurement Criteria

Environmentally friendly public procurement has had a high political presence in Nordic countries for a number of years. All Nordic countries, with the exception of Iceland, have developed green procurement criteria in the past 10 years for use by public procurers in Government. Sets of criteria were developed both nationally, and under the Nordic environmental labelling scheme, the Nordic Swan.

A pilot study on common Nordic procurement criteria was conducted in 2006.<sup>19</sup> This reviewed the background material used, surveyed and summarised the different requirements that different Nordic countries (Denmark, Finland, Norway and Sweden) had developed and compared the way the information was presented to the market. The intention was to assess whether there is a need for further measures, including the possibility of common Nordic green procurement criteria or collaboration involving the exchange of other information.

The sets of criteria were revealed to be quite different in each country, but it was mainly a question of presentation, points of view and the level of detail/scope of the questions. In Norway, very complete sets of criteria have been prepared, with a request to omit those deemed not necessary. Meanwhile Sweden has focused on developing only a few requirements for each product group. Sweden has also focused on adapting the regulations for public procurement. Differences of how responses should be evaluated were also identified, with Denmark using a prioritised list of criteria in a sequence, while both Sweden and Norway used a list of 'should' requirements, as well as further information for decision making. Norway also provides suggestions regarding which replies should form the basis of a product's lifecycle calculations. In comparison the countries largely agreed on which environmental aspects were to be emphasised.

Subsequently the possibility of establishing a common format was explored. This has produced a set of recommendations around what would be required including:<sup>19</sup>

- Technical specifications with threshold values would present the securest option, as this will guide less skilled or knowledgeable procurers. Use of award criteria will still be applied once threshold levels have been reached
- Certification/declaration from third party verification is to be preferred, followed by other transparent schemes
- Weighting of award criteria should be clearly identified
- Award criteria should encourage innovation
- Where the Nordic Swan Ecolabel, EU Ecolabel (which uses the flower logo), organic or other recognised environmental labelling criteria are already in place, these could be used as technical specifications, award criteria or contract clauses.

In 2009 the first set of criteria examples from this process were released.<sup>20</sup> The products selected were:

- Soap and shampoo
- Mattresses
- Hotel services
- Lighting
- White goods
- Dressings
- Office paper and envelopes
- Toner cartridges.

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<sup>19</sup> The Environment and Public Procurement, Report 1: Common Nordic Procurement Criteria, Report 2: Proposal for a common Nordic Format for Environmental Criteria for Public Procurement, [http://www.norden.org/da/publikationer/publikationer/2006-599/at\\_download/publicationfile](http://www.norden.org/da/publikationer/publikationer/2006-599/at_download/publicationfile)

<sup>20</sup> Nordic Cooperation on Green Public Procurement: The First Set of Criteria Examples, 2009, [http://www.norden.org/en/publications/publications/2009-759?set\\_language=en](http://www.norden.org/en/publications/publications/2009-759?set_language=en)

Although the goal was to achieve a common format this was not achieved due to different criteria development processes in the four countries involved. However, three areas were identified as key when considering the application of criteria to everyday procuring situations. These were:

- Referring to the criteria or criteria sets instead of just copying them into the tender call documents
- Verification specifications that would guarantee exact and reliable verification that could be easily assessed by the purchaser
- Contract models that would include sanctions if the delivered products and services and the actions of the supplier, do not fulfil the selection criteria or technical specifications or would disagree with the information given about fulfilling the award criteria.

## 4 Phase 1: Review of the National Green and Sustainable Public Procurement Schemes across Ten Countries

In order to gain a full understanding of the status of the most developed SPP/GPP Schemes in Europe, an identification and review of ten national schemes were carried out in 2010. In discussion with the Commission, these ten countries were identified as being recognised for their leadership in and policy implementation of GPP. These include the seven best performing: Austria, Denmark, Finland, Germany, the Netherlands, Sweden and the United Kingdom, together with France and Belgium. In addition Norway was included as, although not a Member State, the country has been investing in this area for a considerable time and is recognised as one of the leaders in Europe in green and sustainable procurement.

The review was carried out through issuing a questionnaire to specific expert contacts in all ten countries. The questionnaire (Appendix 2) split green public procurement schemes into two key sections, which were then further subdivided into a number of themes. The aspects addressed in each of these were:

- The Scheme

A GPP Scheme is the overall aim and scope, framework documents and targets that exist to encourage and guide establishment and adoption of sustainability criteria for products, services and works, without being directly linked to a specific product, service or works.

- Background, including the main aim, levels of political support targets that had been set and factors considered when developing the scheme.
- Scope, this area covered how the scheme had been developed, what had been taken into consideration, what the key elements were and identification of the target audience.
- Implementation, this investigated who had been consulted and their role, the levels of training and support given, and who has responsibility for the scheme.
- Monitoring, this area encompassed how implementation was assured, whether effects on suppliers and procurers were recorded and how success was defined.

- The Criteria

GPP criteria are the specific documents that relate to a particular product group and may include background information documents, guidance documents and the criteria themselves.

- Developing and Setting Criteria for Products/Services/Works, this considered how product groups were prioritised, how and which criteria are set, the level and role of stakeholder involvement and how long this process takes.
- Implementation of Criteria for Products/Services/Works, asked about the products covered and the format of the information, the level of ambition and how verification was achieved.
- Monitoring of Criteria for Products/Services/Works, this area reviewed the levels of uptake and the reviewing process
- Going forward, looked at each country's next steps, what barriers and opportunities they believe exist and what the country had learnt from the process.

The review was based on information provided by the national contacts, together with the many additional documents shared, and further exploration of a country's GPP/SPP websites and documents contained here where necessary.

Due to the nature of the area, the many interlinking concerns and aspects that are characteristic of public procurement in general and sustainable procurement especially, the answers provided by countries were often not directly comparable. For example when working to establish targets some countries provided information only on future aspirational targets, while others provided information on current targets or ones that had been achieved.

## **National Schemes Review**

For each of the countries investigated we give an overview of their scheme and criteria development process, examining the framework conditions used and the process for formulating environmental and social criteria. The summaries explore the following aspects wherever information was provided to us or was subsequently identified in our searches:

### **Overview**

- Production of the National Action Plan (NAP) for Green or Sustainable Procurement, with key dates and the period for which it runs
- Current and future targets.

### **Motivation**

- Reasons and factors behind developing the scheme
- Aims of the scheme
- The level of political support
- Who target audience is
- Which authority has responsibility for the scheme
- The level of ambition.

### **Scheme Formation and Coverage**

- Whether market research was carried out
- What length of time was required to develop the scheme
- How product groups were identified and prioritised
- Whether joint procurement is used
- Stakeholder involvement in developing the scheme.

### **Criteria**

- What type of criteria requirements exist (mandatory, voluntary)
- The scope of the criteria (detailed technical requirements or general guidelines)
- Whether different levels of criteria are used in terms of how demanding they are (e.g. core, comprehensive)
- The areas tackled by the criteria (environmental, social, sustainable, innovation)
- Prioritisation of these types of criteria
- Whether common criteria are used
- Methods of verification
- The sources of information that were used to guide development
- Time required to develop product group specific criteria
- Revision timetable
- Stakeholder involvement in developing the criteria.

**Monitoring and Levels of Uptake**

- How scheme and criteria use is monitored
- Current levels of success, in terms of proportion of contracts issued and in terms of Euros spent where this information was available.

**Training**

- Whether training is provided and to whom.

**Overall Assessment Methodology**

A Multi Criteria Analysis was then developed to analyse and compare the information to determine the key characteristics and approach of each national scheme.

A set of Key Characteristics were developed to score the performance of each scheme overall as well as the performance of the criteria setting process. Although there are many aspects to developing green / sustainable procurement schemes, not all of these can be ranked, as many address specific circumstances for example, the devolved nature of government in a Member State. Therefore, where there was general consensus (from the responders and the Commission) that a specific area was key to the success of individual programmes, this aspect was developed as a Key Characteristic and a ranking scheme created.

**Key Performance Characteristics – Scheme**

- Aim
- Stakeholder Involvement
- Communication
- Monitoring of Scheme
- Training

**Key Performance Characteristics – Criteria**

- Time
- Evidence Base
- Stakeholder Involvement
- Communication
- Level of Uptake
- Compliance/Verification
- Ambition
- Scope of Criteria

From consideration of these KPCs national schemes can be assessed alongside each other and a clear identification of the strengths given for each. It is worth reiterating that all of the national GPP/SPP schemes being reviewed here are strong schemes that have enabled each country to make good progress in this area. There are many similarities between these schemes. This work does not judge 'good' and 'bad' schemes, but is working to identify the 'best of the best'.

Figure 1 Scheme key characteristics







	Aim	Stakeholder Involvement	Communication	Monitoring of Scheme	Training
<p style="text-align: center;"><b>Excellent</b></p> 	<p>Clearly identified audience</p> <p>Wide reaching aim targeting national, regional and local government, authorities, with the potential for it to be extended to other interested parties</p> <p>Aim is clearly articulated in overall policy statement/manual</p> <p>High level political support</p>	<p>High levels of stakeholder involvement</p> <p>Relevant stakeholders are identified and their input actively sought</p> <p>Feedback from stakeholders is used to develop the scheme</p>	<p>Actions to raise awareness of the scheme, information sources and events are actively undertaken</p> <p>Communications are aimed at all relevant stakeholders e.g. suppliers and procurers</p> <p>All relevant information made available through a variety of routes (web, leaflet, press releases, seminars etc.), including events, scheme information etc</p> <p>Achievements are publicised</p>	<p>Scheme is well monitored; levels of use of the different criteria are known, as are the levels at different government levels</p> <p>Other elements of the scheme are monitored e.g. use of helpline services, web portals, success of communication methods, training and events</p> <p>Feedback actively sought on the scheme from stakeholders</p>	<p>Training provided for procurers, suppliers and other stakeholders as part of the process of the scheme</p> <p>Help line available</p> <p>Targeted refresher training provided</p> <p>Best practice is shared</p>
<p style="text-align: center;"><b>Good</b></p> 	<p>Clearly identified audience, but audience is limited in scope, for example to one level of government</p>	<p>Stakeholder involvement is limited, consultation on some aspects but not others</p>	<p>Key information is available; but limited methods of communication used i.e. one</p> <p>Little action is undertaken to raise the awareness of available information</p> <p>Communication limited to certain stakeholders e.g. procurers but not suppliers</p>	<p>Only limited aspects of the scheme are monitored e.g. criteria use</p> <p>Feedback not actively sought from stakeholders</p> <p>Monitoring scheme is under development currently</p>	<p>Limited training offered e.g. adhoc, limited to certain aspects of the scheme</p> <p>Only available to certain stakeholders e.g. procurers but not suppliers</p>
<p style="text-align: center;"><b>Medium</b></p> 	<p>Target audience is unclear and small</p> <p>Narrow aims</p>	<p>No involvement or consultation of stakeholders</p>	<p>Few authorities and departments are aware that the scheme exists</p> <p>Little information made publicly available</p>	<p>No monitoring of scheme and no development of a monitoring system underway or planned. So little idea of level of success being achieved</p>	<p>No training provided</p>

Figure 2 Criteria key characteristics

	Time	Evidence Base	Stakeholder Involvement	Communication	Level of Uptake	Compliance/ Verification	Ambition	Scope of criteria
<p style="text-align: center;"><b>Excellent</b></p> 	<p>Criteria are developed quickly and can be introduced easily</p>	<p>A range of sources are consulted, including LCA, ecolabel and at least one piece of primary research generated for the purpose, e.g. market analysis</p> <p>Criteria are clear about where the evidence base comes from and what it is</p> <p>Evidence is taken from most recent research</p>	<p>High levels of stakeholder involvement</p> <p>Events and information provided for suppliers and procurers of specific products when new criteria are developed</p> <p>Feedback from stakeholders is incorporated into the criteria</p>	<p>Demonstrable use of a number of communication vehicles to raise awareness of existing and new criteria.</p> <p>A lot of relevant information made available through a variety of routes (web, leaflet, etc.)</p>	<p>High levels of uptake indicated e.g. 50% or greater</p> <p>Clear indication of what the figures provided relate to e.g. contract values / number of contracts</p> <p>Figure verifiable / referenced in other documentation i.e. not just the questionnaire</p>	<p>Clear indication provided on how compliance can be verified and examples provided of what would be expected</p>	<p>Certain criteria are mandatory at some level of public procurement.</p> <p>Ecolabels used/ indication provided that criteria represent top quartile of market for product group</p> <p>Different levels of criteria are set</p>	<p>Scope of criteria includes many aspects when considering all levels of criteria together: energy use, pollution, sustainable sourcing, fair trade, working conditions, resource depletion, etc</p>
<p style="text-align: center;"><b>Good</b></p> 	<p>Criteria development takes between 1 and 2 years</p> <p>Development process is open to delays</p>	<p>LCA only used where already available/ ecolabels cited as LCA source</p> <p>Sources are not explicitly referenced</p>	<p>Stakeholder involvement is limited, consultation on some aspects but not others</p>	<p>Communication only targeted at existing contact list, i.e. communications are not used to raise awareness amongst new groups</p> <p>One form of communication medium relied upon</p>	<p>Varying levels of uptake e.g. 30% or greater</p> <p>Indication of what the figures provided relate to e.g. contract values / number of contracts</p>	<p>Clarity varies depending on product group</p>	<p>Only one level of criteria set</p> <p>No mandatory requirement to use criteria within public procurement</p>	<p>Criteria cover two or three aspects only, e.g. energy and water use, but ignore other areas of importance</p>
<p style="text-align: center;"><b>Medium</b></p> 	<p>Introduction of criteria takes many years</p>	<p>Evidence for criteria decision is unclear, no references are given</p> <p>Narrow range of sources used, or single source</p>	<p>No involvement or consultation of stakeholders</p>	<p>Little information made publicly available</p>	<p>Low levels of uptake e.g. less than 30% or no indication of uptake</p> <p>Unclear indication of what the figures relate to</p> <p>Figure estimated or not referenced or provided in other documentation</p>	<p>May be difficult to prove criteria have been complied with, lack of verifiable criteria</p>	<p>Criteria do not demonstrate any ambition, e.g. business as usual</p>	<p>Criteria focus on one aspect only</p>

## 4.1 Austria's National GPP Scheme

Austria's GPP policies and activities exist at the federal level, in some of the nine provincial governments and in some of the municipalities and public facilities (e. g. schools, hospitals, universities). At the federal level the GPP scheme<sup>21</sup> originated in 1998 with a comprehensive list of criteria ("check it!"<sup>22</sup>). In 2007 the pilot phase of the national scheme started with workshops and criteria for five product groups. The development of the National Action Plan began in 2008. It currently covers 16 identified product groups (incorporating the initial ten product groups within the EU GPP Scheme). The NAP was adopted on the 14<sup>th</sup> July 2010 and set the target of 95% of tenders to include environmental criteria, while the active target is for all public procurers to use the core criteria from the EU GPP Scheme by 2011.

### Motivation

The key motivation driving the Austrian scheme is to change the market and to foster the procurement of goods and services which have minimal harmful impacts on the environment. This contributes towards the protection of the environment and shifting society towards sustainable consumption and production. These intentions are further supported by national and EU legislation. Austria has harmonised its national criteria with those set through EU GPP, intended to motivate federal public procurers who do not currently use green criteria whilst allowing regional and local procurers to specify more ambitious, spearhead criteria if they choose to do so.

In Austria there is political support for green procurement and this has been identified as essential in order for GPP to be successful. GPP is the responsibility of the Ministry of the Environment with the support of the Federal Chancellery and the Ministry of Finance and Federal Procurement Agency (FPA). The scheme, to be guided by the NAP, is targeted at procurers of the FPA and procurers in regional and local government.

### Scheme Formation and Coverage

The scheme was developed through a steering group of stakeholders formed from the ministries, the regions, the association of cities and of municipalities, the Chamber of Commerce, the Workers Chamber, EPPG and others. The development was co-ordinated by the Ministry of Environment and involved a large consultation exercise of eleven workshops held with approximately 250 representatives and procurers from the FPA, ministries and regional and local governments. The chamber of business and other experts were also consulted. Finally a public consultation exercise was undertaken, with the majority of responses from businesses. In addition national legislation, EU legislation and the potential impact on suppliers and procurers has been taken into account in the development of the scheme.

Prioritisation of product groups was achieved through considering the annual spend by public procurers, the environmental impact and whether the public sector was one of the major customers. The Austrian GPP scheme currently covers environmental aspects. However, as part of the development of the NAP for sustainable procurement, the importance of social aspects has been identified and an expert group has been established to consider this further and develop criteria in 2010/11.

Procurement at the federal level is centralised, while at a regional level it is a combination of both centralised and decentralised procedures.

### Criteria

Voluntary criteria for cars, IT, detergents, office paper and electricity were developed together with defined targets as part of a pilot project with a focus on the environmental impacts of the products. The additional product groups identified for the next phase were stationery, household appliances, construction materials, green events and civil engineering. Currently criteria also exist for Food, Furniture, Textiles, and Horticultural Products.

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<sup>21</sup> <http://www.nachhaltigebeschaffung.org/> and [www.ifz.tugraz/bsa](http://www.ifz.tugraz/bsa)

<sup>22</sup> <http://www.oekoinkauf.at>

The criteria are linked to ecolabel criteria, LCA and LCC data where it is applicable and available. The criteria consist of technical specifications, award criteria or contract clauses. A core level for environmental criteria are defined in the NAP, while those who want to use more ambitious criteria are free to do so. For example, some regional groups have developed their own criteria, which go mostly beyond the basic level e.g. ÖkoKauf Wien, procurement service Vorarlberg. Information is provided alongside the national criteria regarding methods of verification and where the information can be found. Practicality of verification is an important influence on the setting of criteria: criteria must be simple for procurers to verify and not rely solely on supplier self-declarations.

The development of a first draft uses existing criteria and is therefore a relatively rapid process; however the dialogue with procurers and producers is more time consuming. Criteria are refined by focusing on selecting a small number of criteria that tackle the most important environmental impacts, ensuring procurement law is adhered to and using criteria that can be easily verified by procurers. The criteria must be finalised by the steering group (see Scheme Formation) and as agreement must be reached this can take a period ranging from months to over a year. The criteria are made publicly available on the website once formally adopted by government, and the aim is to review them every 2-3 years, depending on the product group.

Stakeholder involvement includes procurers from FPA and ministries, regional and local government, representatives from the Chamber of Business and other technical experts contributing at ten workshops where the criteria are developed.

### **Monitoring and Level of Uptake**

Currently no centralised monitoring occurs, but the intention is that national monitoring will occur every three years from 2010/11. The number of procurers taking part in the online discussion groups, attending events and visitors to the website "nachhaltigebeschaffung.at" will be considered when assessing the level of success, as well as the volume and number of tender documents/contracts that include green criteria.

Data on the procurement of all ministries is collected by FPA and so provides a good basis for understanding GPP implementation at this level. It has been indicated that the level of GPP/SPP use in Austria is currently 50%.<sup>17</sup> An additional study is also in preparation to consider the ecological and economical effects of the NAP.

### **Training**

The Austrian GPP website offers contact information and advice from the green procurement experts. A programme to exchange experiences, to increase cooperation with procurers at federal and regional levels, to improve communication with businesses and suppliers, and to run awareness raising campaigns and communications on the scheme is planned.

Procurement Service Austria was established in 1998 and is a support facility funded by the Ministry of the Environment. Training is for procurers, but suppliers can also get information on GPP by phone or via the internet.<sup>23</sup>

### **Barriers**

Although there is political support for the scheme, this could be stronger, and barriers such as budget restrictions still exist. Other barriers include myths such as "green is more expensive"; a "business as usual" mentality, where procurers perceive GPP to be too demanding or they do not have the time or inclination to inform themselves about green criteria; and a lack of incentives for procurers.

In addition, the varying levels of GPP across all Member States will likely mean that a compromise on a common 'minimum' for criteria will need to be reached.

### **Lessons Learnt**

Implementing GPP is a step by step process. It is important to have practitioners/procurers and business on board to create balanced (ambitious but realistic) criteria.

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<sup>23</sup> [www.ifz.tugraz.at/bsa](http://www.ifz.tugraz.at/bsa)


Figure 3 Actors involved in the implementation of the NAP in Austria











## Overall Assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>The aim clearly states the contribution towards the protection of the environment, climate change and developing the market for sustainable production and consumption.</li> <li>The target audience is all public procurers at all levels.</li> <li>Target of NAP is that 95% of tenders should include environmental criteria.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Wide consultation undertaken on the development of the NAP, which forms the basis of the scheme (11 workshops, 250 representatives).</li> <li>Stakeholders from a range of organisations, including ministries, regional and local government, chamber of business and other technical experts.</li> <li>Public consultation undertaken – gained input from wider businesses.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Variety of communication methods used to raise awareness of the scheme, including newsletters, events/fairs on GPP/SPP, and use of the internet.</li> <li>Existing network of procurers used to disseminate and exchange information – includes the FPA and provinces.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>Data on procurement by ministries collected by FPA, but no systematic monitoring currently in place.</li> <li>National monitoring is planned under the NAP, due to start in 2010/11, and will occur every three years.</li> <li>Parameters to be monitored include website hits, discussion forum users, attendance at events and the number of tender documents that include criteria on sustainability.</li> </ul>

Characteristics	Ranking
<b>Training</b>	 <ul style="list-style-type: none"> <li>• Training and workshops provided for procurers.</li> <li>• Procurement Service Austria provides support to procurers and suppliers.</li> <li>• Plan to provide additional support to improve knowledge sharing and co-operation at different government levels and between suppliers and procurers as well as awareness raising campaigns and further communication on GPP/SPP planned.</li> </ul>

**Criteria**

Characteristics	Ranking
<b>Time to Develop Criteria</b>	 <ul style="list-style-type: none"> <li>• Full criteria development process can be between a few months to more than one year.</li> <li>• Development of first draft is from existing sources e.g. ecolabels, and so is rapid, generally just days.</li> <li>• Significantly more time is required for dialogue with procurers.</li> </ul>
<b>Evidence Base</b>	 <ul style="list-style-type: none"> <li>• Use ecolabels and LCA/LCC to develop criteria.</li> </ul>
<b>Stakeholder Involvement</b>	 <ul style="list-style-type: none"> <li>• All criteria finalised by a steering committee.</li> <li>• Stakeholders identified and process defined, including workshops and written correspondence to understand what is feasible both technically and politically.</li> <li>• Range of stakeholders involved for ten workshops, including procurers, chamber of commerce, environmental experts.</li> </ul>
<b>Communication</b>	 <ul style="list-style-type: none"> <li>• Criteria available through website.</li> <li>• New criteria communicated through information networks, procurement platforms, newsletters and events.</li> </ul>
<b>Level of Uptake</b>	 <ul style="list-style-type: none"> <li>• Current level of GPP is indicated as 50% (before the implementation of the National Action Plan).</li> <li>• EU level monitoring shows that based on procurement value uptake is 52%, while based on the number of contracts it is 62%.</li> </ul>
<b>Compliance and Verification</b>	 <ul style="list-style-type: none"> <li>• Verification requirements clearly indicated against each criteria.</li> <li>• Linked to ecolabels where appropriate.</li> <li>• Criteria documents indicate where information for verification may be obtained e.g. safety data sheets.</li> </ul>
<b>Ambition</b>	 <ul style="list-style-type: none"> <li>• Core standards are to be adopted as part of the NAP, with a 95% target.</li> <li>• Indicate that criteria developed on a regional level mostly go beyond the basic requirements and that procurers are free to use more ambitious criteria (voluntary basis).</li> </ul>
<b>Scope of Criteria</b>	 <ul style="list-style-type: none"> <li>• Focus on key environmental criteria.</li> <li>• No social criteria – under development through an expert group in 2010/11.</li> <li>• Include aspects that are easily verified.</li> </ul>

## 4.2 Belgium's National SPP Scheme

Belgium's Guide to Sustainable Procurement<sup>24</sup> covers procurement at the federal level (rather than the regional arrangements of Flanders, Brussels Capital City and Walloon), although there is growing recognition that a common scheme brings many benefits. Belgium's initial SPP scheme began in 2002, with revision undertaken in 2008, together with the production of the NAP. In 2009 criteria for 70 products, under 18 product groups, was published for consultation (still underway at the time of writing), and the intention is for the scheme to be finalised and active in 2010 with a federal target of 50% sustainable procurement by 2011. At the time of writing a decision had still to be made as to whether this target relates to the number or value of contracts.

### Motivation

The overall aim is to ensure public procurement is working within the framework of the national sustainable development policy to achieve sustainable consumption and production patterns and encourage sustainable products and services.

A revised scheme has been created following new developments in procurement regulation, additional sustainable criteria and higher standards for new products on the market. The target audience of the scheme is federal procurers, however in practice regional and local procurers refer to the documentation, and documents may also be relevant to private procurers.

There is political support for the development and update of the sustainable procurement scheme, with the Ministry for Sustainable Development responsible for the development of the Scheme, including criteria development and representing Belgium at a European level. This support is considered to be essential. It is possible that the Minister of Staff and Organisation (responsible for supporting procurers) and the Prime Minister (responsible for legal aspects in procurement) will become important partners in the near future with a protocol on sustainable procurement to be released in the coming months. National coordination of the SPP scheme is carried out through a working group under the Ministry of Sustainable Development, with the Ministry of Social Welfare as an active member.

### Scheme Formation and Coverage

The scheme is a guide to sustainable procurement. The 2008 revision involved consultation with three national advisory boards. Product groups initially considered were from three categories; all those included in ecolabel schemes – (which were then prioritised and included if they had been part of the previous scheme), those that were part of the EU GPP criteria and additional products where a need in public services was identified.

Factors identified as key considerations during the revision process of the scheme include:

- Practical use by procurers
- Focus on environmental, social and ethical criteria
- Use of type I ecolabels and international norms as criteria sources, with stakeholder buy-in
- Stakeholder involvement and market research - market research on the first 70 product groups is underway and an LCC study is planned for late 2011. This will consider experiences from other countries in Europe, where available
- Harmonisation with the EU GPP Scheme
- Working together with procurement experts
- Regulation of the scheme.

At the federal level there is one centralised office (FOR-CMS) that is responsible for framework contracts for nine of the product groups for which SPP criteria exist and procurers from other federal ministries can buy products that are delivered by this agency. Elsewhere procurement is de-centralised.

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<sup>24</sup> <http://www.gidsvoorduurzameaankopen.be/en?q=en/node/18>

## Criteria

In total criteria for 70 products for priority action or update were identified and product specific criteria were then produced and are available for use from the website. These are currently under consultation with stakeholders with a further 80 product groups under development, and potentially 250 product groups to be included in due course. Stakeholders were identified from societal groups that are represented on the Federal Council for Sustainable Development, including academics, businesses, environmental groups and social NGOs. Feedback on product groups was sought, and from this it was identified that further discussions should be held for approximately ten individual or combination product groups. These sessions have been held and the outcomes are currently feeding into the criteria for these product groups.

The criteria developed for the Belgium SPP scheme are mandatory for federal buyers; however there are no sanctions for non-compliant government departments. Three different levels of criteria exist: basic, advanced (which is likely to be removed in the future for simplicity) and extended. Data on the market for a product group is not (yet) systematically used when setting the level of ambition for the criteria. Where available, market research reports will be used and sector representatives' views considered.

The criteria are developed by assessing the scope and criteria for a full range of Type 1 ecolabels within a product group. Where criteria are common to a number of ecolabels they became the minimum criteria (technical specifications), while non-common criteria are developed into optional (award) criteria.<sup>25</sup> For procurers these form basic and extended criteria documents, based on the ease of verification, and are relatively similar in form to the EU GPP Criteria documents. It is likely that the core criteria from the EU GPP Scheme will become the basic criteria in the future.

Both basic and extended criteria include minimum technical specifications, optional award criteria and selection and performance criteria. Social criteria, based on social norms, are included as common criteria within the contract phase as special performance clauses. These include clauses on animal welfare, training, health and safety, and fair trade. The technical specifications and the award criteria are mostly reserved for environmental criteria to avoid competition between environmental and social criteria.<sup>26</sup>

The time taken to develop the criteria is summarised below:

- Development of methodology: 1 year
- Criteria for initial 70 product groups: 4-5 months (2 people, translations: 2-3 months (1.5 people))
- Consultation: (6 months)
- Analysis of comments: Several months (expected)
- Market research on availability of products: (ongoing)

The three national advisory bodies were consulted on the methodology development process, while members of the Federal Board on Sustainable Development, including academics, NGOs, business members and consumers, were consulted on the criteria development process. It has since been agreed by a federal working group to begin more detailed discussions on the criteria documents. In future it is planned that revisions will be considered annually, through identifying updates to the ecolabels used for each product group. Further consideration of the revision process is due to be undertaken as part of the action plan.

The documents for each product group are available on the website, which includes details of the scope and different ecolabels used to develop the criteria, the criteria themselves and details relating to verification.

## Monitoring and Levels of Uptake

The current level of uptake of SPP at the federal level is unclear, although there is a federal target of 50% sustainable procurement by 2011. The NAP contains provisions to clarify what sustainable

<sup>25</sup> This general rule for setting criteria was being consulted upon at the time of writing (<http://www.gidsvoorduurzameaankopen.be/?q=node/5889> and [http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20100420\\_Planning.pdf](http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20100420_Planning.pdf)).

<sup>26</sup> <http://www.gidsvoorduurzameaankopen.be/?q=en/node/108>

procurement means through future regulation and requires monitoring to be investigated further by 2011.

In April 2010 a questionnaire was issued to all federal ministries to investigate the extent to which environmental and social criteria are included within tenders and whether this varies by product group and tender value. Initial results of the study, which follows a similar piece of research in 2006, were being identified over summer 2010. These will be used to develop the monitoring system.

### Training

Support on SPP in Belgium is provided by a dedicated website<sup>24</sup> which provides information on the background, methodologies, criteria and other elements of the scheme. A number of training courses specific to the federal action plan were held in 2008 and 2009, with more due in 2010. Regulatory training on SPP is provided to new staff annually. This is supported by leaflets, banners and presentations on general public procurement: presentations are given bimonthly by the Ministry of Sustainable Development to federal, regional and local buyers as well as businesses. A telephone helpdesk function is provided, with advice provided on product groups, stakeholder consultation, tender documentation, etc. This service is used by both procurers and industry.

### Barriers

Some of the criteria and verification requirements within the EU GPP Criteria are complex, and the Belgian model for basic level of criteria has been developed to minimise the verification burden on procurers. For procurement staff in general, there are still a lot that hesitate to integrate SPP criteria in part due to lack of experience on their behalf.

### Lessons Learnt









The updating of the criteria is a constant process because the labelling organisations regularly update their criteria.

## Overall Assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>The aim is clearly outlined and indicates the focus is on federal public procurement, as a lever towards markets for sustainable products and services.</li> <li>Federal target of 50% sustainable procurement by 2011.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>National advisory bodies consulted on the methodology development process, while criteria were consulted on by a range of stakeholders.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>General procurement information is communicated to public procurers through leaflets, a helpdesk and website with bi-monthly presentations on the scheme itself.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>Research is currently underway to assist in the development of a monitoring system.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>Specific training courses held on the action plan and scheme. Regulatory training on SPP provided to staff annually.</li> <li>Telephone helpline is available and wider PP training is available.</li> <li>Businesses and suppliers can attend the bimonthly presentations and make use of the helpdesk.</li> </ul>

**Criteria**

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>• Clear timescales outlined, implying a medium development time.                             <ul style="list-style-type: none"> <li>○ Draft criteria for 70 product groups drafted in 4-5 months</li> <li>○ Translation and final editing 4-5 months</li> <li>○ 6 month stakeholder consultation</li> </ul> </li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>• Based on ecolabels.</li> <li>• Check criteria are up to date yearly.</li> <li>• Provision of LCC study in the NAP.</li> <li>• Market analysis undertaken to check availability against draft criteria.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>• Six month stakeholder consultation period - currently assessing comments received from this on draft criteria documents.</li> <li>• Range of stakeholders consulted, including businesses, environmental groups and social NGOs.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>• Guidance documents are provided for all product groups - available through the website.</li> <li>• Other methods of communication are primarily used to promote SPP generally, rather than criteria specifically.</li> <li>• Communication of new criteria will become clearer in the future.</li> </ul>
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>• Have an aim of 50% in all federal public procurement by 2011.</li> <li>• Monitoring/assessment against this target is underway.</li> <li>• Current levels of use are not clearly established as Belgium was not involved in the last EU level monitoring assessment.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>• Part of the methodology ensures basic criteria are easily verified.</li> <li>• Clear details regarding verification for basic level provided in criteria documentation.</li> <li>• No specific detail on compliance of award criteria given in criteria documents.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>• The use of up to date ecolabels should ensure the level of ambition is high.</li> <li>• Basic, medium and extended criteria are available.</li> <li>• Criteria use is mandatory but not policed.</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>• Basic criteria may not include all key environmental impacts, as ease of verification is used as a selection parameter.</li> <li>• However advanced criteria covering all key environmental impacts are available for those who wish to use them.</li> <li>• Some product groups cover both environmental and social criteria - depends on scope of ecolabel used for criteria development.</li> </ul>

## 4.3 Denmark's National GPP Scheme

In Denmark state procurers were first required to take environmental issues into consideration in 1991, followed by Green Procurement Guidelines (Miljøvejledninger<sup>27</sup>) developed between 1997 and 2005. This was more recently advanced with the National Action Plan (NAP), designed to further GPP within Denmark through the dissemination of information and networking, rather than setting a percentage GPP goal or developing further product groups. The NAP was last updated in 2008/09 and is called "Strengthened efforts to enhance green procurement in 2008-2009 in Denmark". It highlights a number of thematic routes that the Danish Environmental Protection Agency identified as areas for prioritisation to strengthen green procurement in Denmark (public sector procurement as well as professional buyers in the private sector):

- Partnerships for green public procurement, including green procurement by central government.
- Communication and awareness raising.
- Tools for green procurement.
- Innovation-promoting procurement.
- Green procurement by hospitals.
- European and Nordic cooperation on green procurement.

### Motivation

Green procurement is seen as a key driver for environmental improvements and cleaner products. The intention is to promote businesses' social and environmental responsibility through Government activities by targeting procurement – both public and private. The target audience is those responsible for procurement in the public sector in addition to professional buyers in the private sector.

Green procurement in Denmark has political support and has seen increasing attention from the government opposition and the media in recent times. The Danish EPA is responsible for developing the updated NAP, while the Ministry of Finance, Danish Agency of Governmental Management, State Procurement Office, is responsible for integrating environmental demands in the procurement for the central government.

Three key areas in which green procurement in Denmark is highly embedded are:

- Partnerships between the Ministry of the Environment and the cities of Copenhagen, Aarhus and Odense.
- A Panel for green procurement, consisting of a partnership of 14 public and private sector organisations, facilitated by the Ministry of the Environment. The panel was established in 2005 to disseminate green procurement in Denmark. The panel is important to the implementation of many of the actions, for example communication, conferences and tool development.
- Inclusion of environmental requirements in common procurement agreements for central government.

GPP will also be implemented through other relevant sector action plans, such as action plans for eco-innovation, green transport, green IT, chemicals, and corporate social responsibility (CSR), the latter being particularly important for the inclusion of ethical/social aspects.

There are two main central purchasing organisations in Denmark: National Procurement Ltd. and the state procurement office at the Danish Agency of Governmental Management (Ministry of Finance). State Organisations are obliged to purchase through the state procurement office, whereas the framework agreements carried out under the auspices of National Procurement Ltd. have a purely voluntary character and are aimed primarily at local authorities. To date 20 products, arranged within 12 product groups, are covered by the state procurement office at the Agency, and this is set to increase. The central governmental institutions are obliged to use the 20 procurement agreements and they all include environmental criteria.

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<sup>27</sup> [www.miljovejledninger.dk](http://www.miljovejledninger.dk)

### Scheme Formation and Coverage

Product group prioritisation was based on those products where public purchases were responsible for a relatively large part of sales; and those with large potential for environmental improvement. The focus has been on environmental guidelines, hence the scheme is referred to as a GPP Scheme, but social criteria are included where they are present in the ecolabels on which the criteria are based. More generally social aspects are taken into account by linking green procurement with the CSR action plan.

EU legislation and policies are very relevant to green procurement in Denmark, including the EU GPP scheme and guidance on criteria development. Denmark supports a transparent and common EU criteria development process. It sees advantages in having the criteria setting and updating process as a common EU effort.

### Criteria

The development of tools for voluntary use as part of the scheme has evolved over time and currently includes:

- Voluntary guidelines – 46 product groups in 12 key areas – no minimum standards set.<sup>27</sup> Developed from 1997-2005 and recently updated in a renewed and more user-friendly version.
- Procurement agreements for 20 products (so far) for use by central government which include environmental criteria (mandatory for central government).
- Development of lifecycle based environmental declarations for professional procurers on a selected number of products.<sup>28</sup>

Two documents are produced for each product group. The first is a background document containing technical details based on a lifecycle approach. The second is the guidelines, (rather than criteria). The guidelines take into consideration eco-label criteria where available, such as the Nordic Swan or the EU Ecolabel and national and international priorities. The guidelines are developed for large and small procurement packages. A short easy-to-read version of the guidance documents is available, and all documents are available through the website, "Miljoevejledning". Verification against the guidelines is, where possible, similar to the procedure used for verifying eco-labels.

The typical duration for development of these guidelines has been between three to six months. Market research is undertaken as part of this development process and is reported in a chapter within the Background Report for each product group. For example, for the work wear product group it was reported that in 2005 approximately 30% of the work wear sold in Denmark was produced within the country and 70% was imported; quality, price, functionality and continuity of supply were the main procurement parameters; and many suppliers offered products with the EU Ecolabel (which uses the flower logo). Involvement of key stakeholders such as NGOs and industry occurs at an early stage as well as consultation of a steering/advisory committee throughout the process. A two-step consultation process was used: first a consultation on the draft guidance document followed by a consultation on the adjusted document. The early involvement of NGOs and industry organisations has been important – both in terms of ownership and usability. Revision of the guidelines depends on the product group and is itself dependent on the revisions carried out to the source information, e.g. ecolabels.

### Monitoring and Levels of Uptake

Denmark does not undertake detailed monitoring on the level of uptake of GPP procurement, but uses the EU research study,<sup>17</sup> which showed if the number of contracts is used as an indicator GPP is at 42%, while if the value of contracts is used GPP is at 59%.

### Training

Two main platforms exist for dissemination and training: a Partnership for green public procurement which is targeted at and involves the municipalities; the Panel for Green Procurement which involves thirteen public and private sector organisations. The panel and partnerships established provide effective platforms to communicate key news and messages regarding green procurement and a

<sup>28</sup> [http://www2.mst.dk/common/Udgivramme/Frame.asp?http://www2.mst.dk/udgiv/publications/2002/87-7972-081-1/html/kap10\\_eng.htm](http://www2.mst.dk/common/Udgivramme/Frame.asp?http://www2.mst.dk/udgiv/publications/2002/87-7972-081-1/html/kap10_eng.htm)

procurement portal exists.<sup>29</sup> Considerable training was provided to procurers prior to 2008. The 2008-2009 action plan focus on dissemination and networking - a large green procurement conference was held in 2009, with 200 participants.

### Barriers

The main challenges for the European Commission will be sector integration, merging social and environmental criteria into Sustainable Public Procurement, up-dating of criteria documents, innovative procurement, stakeholder integration and outreach to the municipalities.

In terms of barriers experienced within Denmark, at the municipality level with GPP, the key ones are:






- lack of economic and human resources
- lack of knowledge
- too many political changes
- lack of communication between the environmental department and the procurement department

### Lessons Learnt

Early involvement of NGOs and industry/branch organisations have been important – both in terms of ownership and usability of criteria.









## Overall Assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>• Target is information dissemination with themes clearly outlined.</li> <li>• Clear identification of the target audience – public procurers and professional buyers in the private sector.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>• Stakeholder involvement during development of scheme.</li> <li>• A panel for green procurement has been established – 14 organisations from public and private sector provided the main input for the scheme development.</li> <li>• Partnership established between the Ministry of the Environment and key cities.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>• Focus of the action plan is on dissemination of information and awareness raising.</li> <li>• Website and events used to promote the scheme.</li> <li>• Panel and partnerships allow effective exchange of information.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>• Monitoring the effects of GPP is not undertaken at a national level. The results of the EU survey are relied upon.</li> <li>• The knowledge study planned to assess the impact and success of the guidelines and communication methods has been postponed.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>• Extensive training programmes for procurers have taken place.</li> <li>• A common procurement portal has been established on the internet which provides guidance.</li> <li>• No help line available.</li> <li>• Private sector organisations involved within the Panel for Green Procurement.</li> </ul>

<sup>29</sup> [www.gronindkobsportal.dk](http://www.gronindkobsportal.dk)

**Criteria**

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>Between 3-6 months for criteria development depending on the product group.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>Life cycle approach used.</li> <li>Documents developed by consultants, usually experts in LCA.</li> <li>Documents use ecolabel criteria or other product criteria e.g. Energy Star where available.</li> <li>Market research undertaken.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Reference is made to a two-step consultation approach: on an initial draft and then on an updated version.</li> <li>Range of stakeholders involved, including industry and NGOs.</li> <li>Identify early engagement as being vital.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Guidance for small and large procurement available on website.</li> <li>Short summary guides available to make the criteria more accessible.</li> <li>Other key GPP news is communicated through partnerships, networks and co-operation platforms.</li> </ul>
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>The level of GPP was 42% based on the number of contracts, according to the last EU study, while was 59% for value of contracts.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>Procurers are directed to relevant Ecolabels for each product group, both for criteria and for verification of the criteria.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>Central government institutions are obliged to incorporate some form of environmental criteria, but are at liberty to select which criteria to include. Therefore different levels of criteria in use.</li> <li>Based on ecolabel / LCA approach which should ensure a relatively high level of ambition.</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>Environmental and energy criteria are taken into account, depending on the product group.</li> <li>Social criteria are included within the Action Plan on CSR and mandatory for state procurement.</li> <li>Guidelines/criteria focus on the key environmental impacts from all those identified in the background documents.</li> </ul>

## 4.4 Finland's National GPP Scheme

In 2009 Finland adopted a resolution on Sustainable Choices in Public Procurement.<sup>30</sup> The target is that by 2015, all procurement in the State Central Government must take the environmental perspective into consideration, and municipal and local government must take the environment into consideration in at least 50% (previous targets were 70% and 25% by 2010 respectively). GPP goes back to the early 1990s in Finland, and has been supported by Efektia Ltd since 1999 when a database for purchasers was created.

### Motivation

The overall aim of the scheme is to reduce the environmental load and climatic impacts caused by the public sector as well as to encourage innovation. The impacts on markets, innovations and the economy are all motivating factors for the introduction of a GPP scheme, which enjoys political support. This is further supported by EU and national legislation and policies.

The compulsory target audience is national public procurers responsible for particular areas including energy, construction and housing, transport, food services, energy-using equipment and services, while the recommended audience also includes regional and local government.

### Scheme Formation and Coverage

A working group of relevant stakeholders was established to draft the proposal for a strategy over the course of a year holding a number of seminars and workshops to involve a range of different stakeholders, including academia, enterprises and NGOs. A one-month consultation period on the proposed strategy was held prior to finalisation. This strategy then formed the basis of the Government resolution.

The targets are mandatory for State central government, while voluntary, but recommended, for municipalities and state enterprises. Product groups are prioritised based on volume, environmental impact and the potential to reduce environmental impact. In addition available life-cycle data and criteria for ecolabels have relevance and are considered.

In general purchasing is fragmented. However, procurement co-operation on the regional level has been formalised to some extent, covering mainly bulk procurement while some municipalities use joint procurement. The Government guidelines for the public sector were prepared by the Ministry of the Environment in cooperation with the Ministry of Employment and the Economy and a broad-based working group. Support is provided by Public Environmental Technology Procurement at Motiva Oy, EcoProcura-net – a voluntary network of municipalities sharing best practices and legal support by Public Procurement Advisory Unit.

### Criteria

Efektia Ltd have developed GPP criteria, which are available through a subscription website. The company, in consultation with thirteen Finnish organisations, including the Ministry of the Environment and six municipalities, created an internet-based decision support system for environmentally friendly procurement with minimum requirements. It includes information on legislation, models for different procurement procedures, general environmental information on the life cycles and environmental properties of products, and criteria to help the purchasers select environmentally preferable products.

The process used for developing criteria is:

- Relevant information, such as feedback from previous criteria, legislation, guidelines, ecolabels and standards is used to draft criteria, as is market analysis by consulting the various suppliers and technical organisations who are taking part.

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<sup>30</sup> A brief summary of the strategy is available in English from the following link: <http://www.ymparisto.fi/download.asp?contentid=103507&lan=en>. Further consultancy guidance provided at: [http://www.motiva.fi/en/areas\\_of\\_operation/material\\_efficiency/help\\_for\\_environmental\\_technology\\_procurement](http://www.motiva.fi/en/areas_of_operation/material_efficiency/help_for_environmental_technology_procurement).

- Draft Criteria are released for consultation to experts, suppliers, etc for comment, after which modifications are carried out and a second round of consultation is held if needed.
- Final criteria are released on to subscription website.<sup>31</sup>
- Further assessment and evaluation of criteria as they are used and the impacts reflected upon.

The criteria are voluntary and are usually developed over a six to eight month period. They cover factors such as energy efficiency, climate impact, chemicals, resource use and sustainable forestry. Social criteria are not currently included. Criteria can take the form of technical specifications or award criteria depending on the case and each criterion contains suggestions on how to verify that the product complies with the tender. Criteria are updated whenever there is considerable change in legislation or market situation for example. This tends to be every two to three years.

### **Monitoring and Levels of Uptake**

The methodology for monitoring the success of the GPP scheme is currently under development. EU GPP monitoring indicates a GPP level of 50% based on the number of contracts awarded,<sup>17</sup> or 43% for procurement value.

### **Training**

The Public Procurement Advisory Services Unit serves Municipal and State authorities as well as other public procurement units by providing free advice on public procurement law and its application as well as good practices in procurement. Currently no helpline specifically for GPP is available, but one exists for environmental technologies.

In order to raise awareness of the strategy a number of seminars were organised and held throughout 2009. To support the targets the Finnish Government will increase information and advisory services, including an advisory service for environmental technology procurement which will be established in conjunction with Motiva Oy. Other plans include the establishment of an electronic information bank and increased advisory facilities in food services at public sector kitchens.

A number of information seminars and educational sessions have been held to educate procurers during 2010, with both the Minister of the Environment and Finnish Environment Institute participating at these events. Organisers of these events have included Motiva Oy (company promoting efficient and sustainable use of energy and materials), HAUS Finnish Institute of Public Management Ltd, FCG Efeko (consultant), Hansel Ltd (Central procurement unit of the Finnish Government), Public Procurement Advisory Unit. A number of these events are funded through participation fees so may not be targeting new audiences that effectively.

### **Barriers**

Although many public procurers are interested in GPP, the public sector does not necessarily have adequate knowledge of environmental aspects of products and services, and there is a lack of clear and efficient guidance and product based information.

Limited financial resources mean the publicly available website containing GPP guidance and criteria has been delayed and existing criteria and information sources, developed by a contractor, have not been updated for some time.

In addition, consultation and market analysis may take longer at the Europe-wide level, than at the country level.

### **Lessons Learnt**

The Finnish experience has identified a number of key lessons learnt:






- The databank should be free of cost.
- The criteria development procedure should involve and consult relevant stakeholders at an early stage.

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<sup>31</sup> [www.hymonet.fi](http://www.hymonet.fi)




## Overall Assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>The aim is to reduce the environmental load and climatic impacts caused by the public sector as well as to encourage innovation.</li> <li>Includes binding targets of 100% for state central government and recommendations of 50% for municipalities and state enterprises.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>A stakeholder working group was established to develop a strategy, from which the resolution for GPP was developed.</li> <li>Range of stakeholders (academia, enterprises and NGOs) engaged through seminars and workshops.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Currently much GPP information is available through a subscription only website.</li> <li>Information seminars and educational sessions run during the past year.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>No monitoring has been undertaken; the EU level assessments are relied upon.</li> <li>Mechanisms for monitoring are still under consideration and development.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>Seminars provided relating to strategy and information and education dissemination.</li> <li>No helpline available.</li> <li>Additional guidance and support available through the subscription website.</li> </ul>

### Criteria

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>Between 6-8 months depending on the product group.</li> <li>Update when there is considerable change in the evidence base e.g. legislation updates, ecolabel updates or market situation change.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>Use feedback from previous similar criteria.</li> <li>Legislation, Ecolabels, LCA used where available.</li> <li>Market analysis done in criteria development phase.</li> <li>Environmental criteria are generally defined on the basis of ecolabel criteria where they exist.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Suppliers and technical experts were consulted for market analysis.</li> <li>Experts and suppliers were consulted on the criteria documents and experts addressed received comments.</li> <li>Where necessary a second draft and consultation is undertaken.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Criteria currently only available through subscription website - intention to set up free website/databank, but not available yet.</li> </ul>
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>EU level assessment indicates a GPP level of 50% based on the number of contracts awarded, or 43% for procurement value.</li> </ul>

Characteristics	Ranking	
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>• Guidance is provided for verification, and directs procurers towards ecolabels or similar quality labels.</li> <li>• Criteria documents only available through subscription website – significantly hinders suppliers access to this information.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>• All central ministries will be required to take environmental requirements into consideration by 2015 at the latest, and it is recommended that regional and local government use the scheme.</li> <li>• Criteria are voluntary.</li> <li>• Use ecolabels, which it is assumed will by definition, ensure a relatively high level of ambition.</li> <li>• One level of criteria is used.</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>• Cover a range of environmental criteria including energy, climate impact, resource use etc.</li> <li>• Do not cover social criteria.</li> </ul>

## 4.5 France's National SPP Scheme

The French National Action Plan on Sustainable Public Procurement was launched in 2007 and is due for review at the end of 2010. The main objective of the voluntary plan is to provide a structure for SPP policy to raise awareness among public purchasers and give them the tools to deliver more sustainable procurement. The Action Plan aims to place France amongst the frontrunners in EU SPP. It includes updated objectives from the 2003 National Sustainable Development Strategy regarding buildings, energy efficiency, heating, paper and vehicles and outlines methods for monitoring public procurement.

Furthermore, in December 2008 the "Etat Exemplaire" guidelines were issued from the Prime Minister to all Ministries and required each to develop an environmental management plan (sustainable public procurement, waste management, energy management, mobility management, etc.) and to provide evidence on each Ministry's contribution. It set precise SPP objectives for 20 priority product groups, including IT, energy, paper, vehicles, lighting, food products, and clothes.

### Motivation

The main objective of the Scheme is to promote more sustainable consumption and production patterns. GPP policy can also contribute to better management of public expenditure; promotion of an innovative, competitive and knowledge-based economy, in line with the Lisbon agenda (and the "EU 2020 Strategy" adopted in March 2010); and better coherence and credibility of public policies, requiring public authorities to lead by example.

The initial driver for GPP came from international influences such as the United Kingdom Marrakesh Process on sustainable consumption and production, the OECD recommendations on GPP and above all the IPP Communication from the EU in 2003. However, internal political support has been growing since 2000. This started with bottom-up demand from a local and regional level, quickly followed by top-down policy. The Grenelle de l'Environnement has strengthened this momentum by increasing awareness of GPP among stakeholders and politicians. Administrative reform and better management of public expenditure are also growing drivers. GPP can still be perceived as quite complex by the public. Nevertheless, as top-down pressure increases on consumers and citizens with national environmental policy, the public increasingly expects public authorities to lead by example.

### Scheme Formation and Coverage

The National Action Plan was devised through a two-stage process of consultation. The first stage was conducted online and many public and private stakeholders contributed. The second phase involved three workshops with Ministries, ADEME (French National Agency for Energy and Environment), the Central Government Purchasing Agency (UGAP), and local authorities' representatives.

In France, public procurement is decentralised. According to the Ministry of Economy, Finances and Industry, approximately 200,000 agents are involved in public procurement procedures, most of them in local authorities. Specific joint procurement can happen to promote a specific economic sector; for instance in 2009 the State together with voluntary organisations and public authorities carried out joint procurement of electric vehicles to boost eco-innovation in the car industry. Joint public procurement takes place also at the local level, as many local authorities get together to buy large goods such as vehicles.

### Criteria

In France there are three routes through which product specific criteria and objectives have been developed:

1. "GEM-DD" guides (guides on the integration of sustainable development in public procurement).<sup>32</sup>
2. National Action Plan on Sustainable Public Procurement.<sup>33</sup>

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<sup>32</sup> [http://www.minefi.gouv.fr/directions\\_services/daj/guide/gpem/table.html](http://www.minefi.gouv.fr/directions_services/daj/guide/gpem/table.html)

<sup>33</sup> <http://www.marchespublicspme.com/documents/plan-national-action-pour-achats-publics-durables.PDF>

### 3. Prime Ministerial circular on “Etat Exemplaire” (public authorities leading by example).<sup>34</sup>

For each sector specific GEM guide there is an expert working group composed of public procurement practitioners, suppliers, public authorities, ADEME, and other stakeholders. The working group produces the first draft of the criteria using existing studies and notably from LCAs done by ADEME as the evidence base. No specific market research or analysis has been undertaken due to the financial costs and the length of time that would be required for such an activity. The working groups are supervised by a steering committee and by a general assembly. The GEM-DD process is part of the OEAP (Economic Observatory of Public Procurement). It adopts the final document by notably checking its compliance with public procurement legislation. The development of the GEM-DD criteria and guides takes at least one year. The validation process requires extra time. The GEM-DD guides and criteria are for voluntary use.

The process for developing the National Action Plan is described above. With regard to the “Etat Exemplaire”, criteria and objectives were drafted by the Sustainable Development Ministry (MEEDDM) and submitted to and adopted by a steering committee, before being submitted and adopted by an inter-ministerial meeting and subsequently published within the Prime Ministers’ Circular on 3 December 2008. The criteria set ambitious objectives and progress indicators for most sectors. As the “Etat Exemplaire” concerns central public authorities only, its development was not as open to consultation, although the underlying principles were the result of a very open and inclusive process.

The prioritisation of product groups for criteria development is carried out on the basis of existing studies and knowledge and as a result of expert discussions in the working groups. The main prioritisation criteria are the environmental impacts of products and the importance of the product groups for public procurement. Environmental criteria are generally defined on the basis of ecolabel criteria where they exist. Otherwise, they are defined in relation to the main environmental and health impacts of products. In most cases criteria are specific to product categories. Some criteria, however, are more horizontal and are present in several categories: eg social inclusion and sustainable forestry. Within product groups, prioritisation of criteria depends on the product category’s characteristics and main impacts.

Criteria do not have timeframes although for some of them revisions are envisaged. The steering committee of the GEM takes into account potential difficulties in the use of the guides and implementation of the criteria and will propose, as a result, corresponding improvements. It is also foreseen that some “Etat Exemplaire” factsheets (food, printing systems etc.) will be revised in order to take into account potential implementation difficulties.

The GEM-DD guides are widely disseminated through electronic means (official government websites, specialised websites, local authority network websites, etc.). A press conference was organised for the publication of the first guide.

#### **Monitoring and Levels of Uptake**

At the national level, the Economic Observatory of Public Procurement has included environmental and social criteria in its yearly evaluations of public procurement (obligatory notifications by purchasers of public procurement contracts equal or above 90,000 Euros) since 2006. To qualify as ‘sustainable’ within this evaluation a public procurement must contain at least one environmental clause and at least one social clause. In 2008, 2.1% of contracts from national, regional and local authorities (equal or above 90,000 Euros) included environmental criteria (up from 1.3 % in 2007) and 1.5% included social criteria.<sup>35</sup>

Further to this, several tools have been developed by the National Action Plan and the Etat Exemplaire scheme to evaluate and monitor SPP. For example, Ministries must report yearly on the progress towards targets and the indicators. A public-funded budget-neutral financial “bonus-penalty” system was introduced in 2010 to reward the best-performing Ministries and penalise the poorer performing ones. This is based on eight indicators and has been established to speed up the implementation of the actions. These indicators cover the following areas:

<sup>34</sup> [http://www.developpement-durable.gouv.fr/IMG/spip/wwwmedad/pdf/fillon\\_cle11b6bf.pdf](http://www.developpement-durable.gouv.fr/IMG/spip/wwwmedad/pdf/fillon_cle11b6bf.pdf)

<sup>35</sup> [http://www.minefe.gouv.fr/directions\\_services/daj/oeap/recensement/presentation\\_recensement\\_2008.pdf](http://www.minefe.gouv.fr/directions_services/daj/oeap/recensement/presentation_recensement_2008.pdf)

- The delivery of an implementation plan
- A social assessment
- Energy audits
- A tool to calculate fluid (water and energy) flows
- Share of vehicles emitting less than 130g CO<sub>2</sub>/km
- Paper
- Copy machines and printers
- Energy use in buildings

### **Training**

In order to pool knowledge and to share their experiences, local authorities have established networks for GPP and sustainable development, with organisations involved in environmental protection. By the end of 2006, nine networks of this kind, which represent approximately 300 local authorities, had been created. These networks are organised by the “Eco-mayors” association with the support of ADEME. One of the targets of the networks is to educate providers and subcontractors on social quality and to provide a more comprehensive approach to sustainable development.

Many training courses are provided by the central administration and by ADEME to public purchasers from all administrative levels. There is a helpdesk for general public procurement practice but there is not a specific one for GPP. Tools are also developed for SPP/GPP by local and regional authorities, notably by ADEME.<sup>36</sup>

### **Barriers**

Traditional barriers to GPP have been noticed in the implementation of the French Scheme: resistance to change, dominance of economic value criteria, lack of knowledge and skills, lack of political will in some authorities, and for some sectors the market is not mature enough.

### **Lessons Learnt**

A number of lessons have been highlighted:






- There is a need for clear political will and very good information from all stakeholders involved in procurement.
- Dialogue is vital with businesses upstream of the procurement to verify the feasibility of the criteria for inclusion.
- Social criteria should be afforded the same level of importance as environmental criteria from the offset.
- Immediately introduce a precise monitoring system for both central and local authorities.
- Strengthen the communication strategy.

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<sup>36</sup> <http://www2.ademe.fr/servlet/KBaseShow?sort=-1&cid=96&m=3&catid=12913#theme2>





## Overall Assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>Wide reaching aim targeted at all public procurers, i.e. State and local authority procurers.</li> <li>High level of political support.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Two levels of consultation – one with external public and private stakeholders, the second with internal stakeholders.</li> <li>Feedback from stakeholders used to develop the scheme.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>GEM-DD guides are available through online media. One press conference referenced.</li> <li>Etat Exempleire privately circulated to all ministries in 2008.</li> <li>Local authority networks used to advance the aims of the Scheme.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>Monitoring focuses on the inclusion of one environmental and one social criterion per tender in large procurements (over 90,000 Euros).</li> <li>Financial “bonus-penalty” system was introduced in 2010 to reward the well-performing Ministries and penalise the poorer performing ones.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>Helpdesk for general public procurement practice. Not GPP specific.</li> <li>Training courses are provided by the central administration and by ADEME to public purchasers from all administrative levels.</li> <li>Best practise shared through local authority networks.</li> </ul>

### Criteria

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>The development of the GEM-DD criteria and guides takes at least one year. The validation process requires extra time.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>Scientific evidence from existing studies and notably from LCAs and ecolabels is used.</li> <li>No specific market research or analysis is undertaken due to the financial costs and the length of time that would be required for such an activity.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Consultation on criteria developed through GEM-DD process, including the use of expert working groups.</li> <li>Consultative process not used for Etat Exempleire product groups.</li> <li>No specific release or update events for suppliers and procurers when new criteria developed.</li> <li>Recognition that suppliers should be involved to better assess feasibility of criteria.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Most communication is through web based sites.</li> <li>9 local authority networks used to raise awareness, representing approximately 300 local authorities (although it is not clear to what extent this reaches beyond the existing contact list).</li> <li>Bonus/penalty scheme introduced to encourage take up.</li> </ul>

Characteristics	Ranking	
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>In 2008, 2.1% of contracts from national, regional and local authorities (equal or above 90,000 Euros) included environmental criteria (up from 1.3 % in 2007) and 1.5% included social criteria.<sup>37</sup></li> <li>France was not involved in the EU assessment of GPP achievement.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>Proof of compliance based on ecolabels or technical reports given by suppliers.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>GEM guide criteria are voluntary, although incentives exist for compliance.</li> <li>Etat Exemplaire contains objectives for each product category, together with indicators and connected bonuses.</li> <li>Do not have a national level SPP objective except the one contained in the National Action Plan about France joining the best performing Member States.</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>Scope of criteria cover a range of aspects including hazardous substances, waste emissions, supply chain concerns as well as a number of social aspects if relevant to the product group.</li> </ul>

<sup>37</sup> [http://www.minefe.gouv.fr/directions\\_services/daj/oeap/recensement/presentation\\_recensement\\_2008.pdf](http://www.minefe.gouv.fr/directions_services/daj/oeap/recensement/presentation_recensement_2008.pdf)

## 4.6 Germany's National GPP Scheme

Due to the federal system, Germany does not have a single, country wide scheme, but instead the regional and local governments have developed a number of different approaches to GPP, including Action Plans. The Federal Environment Agency (UBA) has developed product criteria for a couple of product groups<sup>38</sup> which are mostly based on the German Blue Angel Ecolabel.<sup>39</sup>

There is a mandatory target for all contracting authorities at federal level to use lifecycle costing in their procurement procedures to ensure energy-efficient and environment-friendly public procurement. A Task Force on GPP (chaired by the Federal Ministry of Economics and Technology) is in place to monitor the national strategy on GPP and to encourage the development of similar guidance and targets at a regional/ local level.<sup>40</sup> The regional and local level is also represented in the Task Force. Its aim is the information and exchange of best practice in order to develop harmonised targets across Germany.

In April 2009 Germany adopted a new provision related to green criteria, the Act Against Restraints on Competition (GWB), which allowed procurers to place additional requirements on social, environmental or innovative aspects where these are objectively related to the contract. The German government has promised to monitor this new provision and its impacts in the current legislative period. In addition further general guidance is issued periodically, such as the Circular issued in April 2010, which encourages procurement of environmentally friendly and energy efficient products and services.

### Motivation

The National Sustainability Strategy was published in 2002 and further developed in 2008. It places sustainability as a guiding principle for both Federal and Provincial government policy. One component of this strategy is the Alliance for Sustainable Procurement (Procurement Alliance) which arose from a National study to "determine the potential contribution of public procurement to Ecological Industrial Policy and Climate Change". Established in 2009, it has a political mandate from the Federal Chancellor to develop challenging product criteria and to promote the exchange of experience between federal, state and local authorities in the field of environmental / sustainable procurement with the overall intention of promoting green and sustainable purchasing in the public sector.

### Scheme Formation and Coverage

Due to its federal system there is no overall "scheme" in Germany and therefore no overall criteria setting or prioritisation process. Research results (for example shares of total procurement of specific products or environmental relief potentials), requirements of stakeholders and possible synergies with the national Blue Angel Ecolabel are, however, important sources of consideration. At the federal level mandatory criteria have been established for the procurement of wood and wood products, while a general administrative regulation was issued for the procurement of energy efficient products and services in 2008. Many German Federal States have taken over these provisions or developed their own initiatives to promote GPP.

As part of the Alliance for Sustainable Procurement and as a first step towards a national scheme, four product groups which have a high level of market demand will be considered. These are ICT, transport, eco-electricity and wood products from sustainable forests. In a second step, after the consideration of relevant experience, further product groups will be included in the procurement alliance and criteria will be developed for these. The possibilities for increasing the integration of social aspects in the awarding of public contracts should be examined. A guide to taking account of social considerations in public procurement was prepared in September 2009.<sup>41</sup>

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<sup>38</sup> More information at [www.beschaffung-info.de](http://www.beschaffung-info.de)

<sup>39</sup> [www.blauer-engel.de](http://www.blauer-engel.de)

<sup>40</sup> <http://www.bmwi.de/BMWi/Redaktion>

<sup>41</sup> [http://www.bmas.de/portal/38054/property=pdf/a393\\_vergaberecht.pdf](http://www.bmas.de/portal/38054/property=pdf/a393_vergaberecht.pdf)

## Criteria

The development of criteria under the Blue Angel Ecolabel uses a formalised process with comment by UBA-experts, decision by a jury of stakeholders and an expert hearing (both including independent third parties). The period of time taken to establish criteria depends very much on the individual circumstances – ranging from three to twelve months. Blue Angel Ecolabel criteria are revised every three to four years, depending on the product group.

The criteria development by UBA for GPP is much faster as there is no formal stakeholder involvement. The criteria are revised on an ad-hoc basis when necessary following market development, legal changes or other significant updates.

UBA prioritise criteria for the Blue Angel Ecolabel or for GPP on the basis of life cycle considerations. Sources used for developing criteria include market research, evidence from other ecolabels and LCA studies. There are some common criteria across product groups within the Blue Angel scheme, e.g. for dangerous substances in materials. In general Blue Angel and GPP provide one level of criteria but contracting authorities can differentiate between core and comprehensive levels. Social criteria have not yet been incorporated, however the Blue Angel Ecolabel is considering their introduction for textiles and shoes.

Depending on the importance of the criteria and the availability of measuring methods, the Blue Angel Ecolabel and GPP will accept manufacturer declarations, independent test laboratory results or accredited test laboratory results as verification.

The criteria that have been developed by UBA aim to cover products within the top 20-30% of the market in terms of sustainability. Although this is a significant target, currently this has been realised only for wood and wood products as a product group. (Three other product groups under development or consideration; ICT, transport, electricity). The responsibility for the development of criteria lies with each contracting authority for its own procurements.

## Monitoring and Levels of Uptake

Due to its federal system, there is no nationwide GPP monitoring or reporting scheme in Germany. The best information of the level of uptake of GPP in Germany comes from the results of the 2009 European Commission Study, which established that 30% of all procurement done in Germany can be considered “green” when assessing the value of contracts, or 46% if the number of contracts is assessed.<sup>17</sup>

## Training

UBA has developed a series of training documents on the most important aspects of GPP (e.g. legal aspects, market research, use of product criteria from ecolabels, LCC-calculation) in coordination with the Federal Academy for Public Administration (BAkÖV). Their content will be incorporated in future procurement trainings provided by BAkÖV.

The Environment Ministry and the Federal Environment Agency are also currently funding a series of 20 training sessions for municipalities conducted by ICLEI and Öko-Institut. However, these activities are not relating to a national GPP-scheme or its implementation.

Guidance on GPP is also provided on a website co-financed by the Federal Ministry for the Environment, Nature, Conservation and Nuclear Safety.<sup>42</sup> This provides tender support and guidance on lifecycle costs for IT / office equipment, lighting, green electricity, building components and transport.

## Barriers






Different levels of ambition across national markets could act as a barrier, as could differences in the availability of “green” products. Similarly, different regulatory traditions, strong national ecolabels or sophisticated GPP-approaches could complicate the development of an EU scheme and criteria.

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<sup>42</sup> <http://www.buy-smart.info/german/beschaffung-und-klimaschutz>,





## Overall Assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>• Aim is expressed in the National Sustainable development Strategy.</li> <li>• Each procuring entity defines its aim on the basis of national eco laws.</li> <li>• The Alliance for Sustainable Procurement has a political mandate to develop challenging product criteria and promote green and sustainable purchasing in the public sector.</li> <li>• Mandatory target for all contracting authorities to use LCC in their procurement procedures, and to use criteria for wood.</li> <li>• UBA criteria aim to cover top 20-30% of products – highly ambitious.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>• All government initiatives include stakeholder consultation; however the criteria development for GPP has no formal stakeholder involvement.</li> <li>• There is a formalised process for criteria development for the Blue Angel Ecolabel.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>• All communication is web-based (<a href="http://www.blauer-engel.de">www.blauer-engel.de</a> or <a href="http://www.beschaffung-info.de">www.beschaffung-info.de</a>).</li> <li>• Periodical circular released to procurers.</li> <li>• A guide on the social aspects of procurement released.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>• No national monitoring has been undertaken.</li> <li>• Monitoring of the impact of the new Act Against Restraints on Competition is intended within the current legislative period.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>• Training provided related to non-national level schemes.</li> <li>• Political commitment for close cooperation and exchange of good practice between federal and regional governments.</li> <li>• Series of training documents provided.</li> <li>• 20 training sessions provided nationally.</li> </ul>

### Criteria

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>• Blue Angel Ecolabel criteria are developed within a time loop ranging from 3 months to 1 year.</li> <li>• GPP criteria are generally based on Blue Angel Ecolabel criteria once these have been developed. This is a rapid process as there is little further stakeholder consultation.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>• LCA data is always used (from the Blue Angel Ecolabel process) and other ecolabel studies together with market research.</li> <li>• UBA website lists references, but not within tender recommendations document, and refers procurers on to Blue Angel Ecolabel documents.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>• All government initiatives include stakeholder involvement.</li> <li>• There is an informal process, with informal stakeholder consultation, in the criteria development phase for GPP.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>• Variety of vehicles used to communicate existing criteria to new and existing contacts, e.g. website, newsletter, PR activities.</li> </ul>

Characteristics	Ranking	
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>The EU level assessment revealed that 30% of all German procurement can be considered “green” when counting the value of the contracts. By counting the number of the contracts, 46% can be considered “green”.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>Depending on the importance of the criteria and the availability of measuring methods, both systems (GPP and Blue Angel Ecolabel) use manufacturer`s declarations, independent and accredited test laboratories.</li> <li>Guidance documents give details of ecolabels, and their requirements, as well as discussing the tender recommendations and how these can be verified.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>GPP product criteria aim to cover the top 20-30% of products on the market.</li> <li>GPP Criteria have 1 level of criteria requirements.</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>Wide coverage</li> <li>Most criteria come from the Federal Environment Agency (UBA) based on the Blue Angel ecolabels or are directly developed for GPP.</li> <li>Social aspects may be considered for future criteria.</li> <li>Obligatory use of LCC at central level.</li> </ul>

## 4.7 The Netherlands' National SPP Scheme

Sustainable Public Procurement in the Netherlands<sup>43</sup> was developed in 2006, and runs for five years to 2011. In 2005, the Dutch parliament adopted a target of achieving 100% sustainable procurement by 2010 (using the core sustainability criteria) within central government, with municipal authorities aiming for 75% by 2010 and 100% in 2015. The provincial authorities and water boards have committed to at least 50% sustainable procurement by 2010 and 100% in 2015. SPP is voluntary, but based on a political commitment by parliament (for central government and its agencies) and the umbrella organisations for decentralised government. Individual government departments commit to statements of participation. If they fail to meet the set aims there is no penalty however it does result in a break of (political) promise.

### Motivation

SPP was initially part of a larger programme on sustainable production and consumption. It was successful and therefore received more attention. The aim was for the national government, together with regional and local authorities to stimulate the market for sustainable products by purchasing sustainable goods and services, using the public procurement spend of more than 50 billion Euros on goods, (building) projects and services to set a good example.

EU policies are very relevant for ongoing development of the scheme, but the initial scheme was developed before the EU took a stand on this subject.

The national SPP programme was formulated by the Ministry of Housing, Spatial Planning and the Environment (VROM) and is run by The Dutch Agentschap NL (NL Agency, formerly known as SenterNovem) who develop and maintain the green criteria. The Ministry itself holds SPP as one of its political priorities and is responsible for a coherent policy and for the social criteria. The Minister of VROM is responsible for the adoption of criteria. Implementation is done in close cooperation with the umbrella organisations for municipalities (VNG), provinces (IPO) and water boards (UvW) and the public procurement officers of each Ministry.

### Scheme Formation and Coverage

The target audience for the scheme is national government, regional and local authorities, as well as over 200 public authorities (municipalities, provinces, water boards and ministries) who have signed the Declaration of Participation in SPP. The target groups of universities, colleges<sup>44</sup> and middle-level educational establishments<sup>45</sup> also committed themselves to SPP objectives in December 2008 and November 2009. Primary and secondary schools may join in the near future. Discussions are ongoing with new target groups, including the police and the health sectors.

Potential product groups were prioritised by the University of Groningen who developed a methodology and indicators. The list was further prioritised by the VROM Minister who focused on those products with the largest impact on the environment and potential for innovation. This process was finalised mid 2009 and has resulted in a list of 52 product groups for which green criteria have been developed. In 2009 a new cycle of criteria development was initialised which continues in 2010. This concerns the current updating of 13 product groups on the basis of a new process for criteria development and about 6 more in the second half of 2010.

Each ministry is responsible for its own purchasing but increasingly purchasing is done via joint procurement. All criteria are reviewed during the process of criteria development by a specialist group of legal advisors on public procurement. However, it remains the responsibility of an individual public purchaser to carry out the public tendering process according to the legislation.

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<sup>43</sup> Sustainable Procurement at NL Agency (previously SenterNovem) [www.agentschapnl.nl/duurzaaminkopen](http://www.agentschapnl.nl/duurzaaminkopen) (Dutch), [www.agentschapnl.nl/sustainableprocurement](http://www.agentschapnl.nl/sustainableprocurement) (English)

<sup>44</sup> Hoger Beroeps Onderwijs (HBO, which indicates College or "University of Professional Education" level).

<sup>45</sup> Middelbaar beroepsopleiding (MBO, which indicates "middle-level applied education" and is oriented towards vocational training).

## Criteria

52 product groups currently specify environmental criteria, and will shortly include social aspects. Relevant criteria are, where available, derived from an LCA approach, using, if possible, elements of ecolabel systems, including national, EU and international labels like Energy Star. Where no such instruments are available, criteria are based on common sense, input from stakeholders and expert opinions.

National priorities are used to select the environmental criteria, with input from stakeholders, however there must also be sufficient market supply to fulfil the demand from all government bodies. Market supply is assessed through establishing indications on market spend and what proportion was from government. No additional market research was carried out per product group; availability and market supply was assessed by consulting experts and companies.

For each product group in turn the intention to develop new criteria or update existing criteria is communicated via the SPP website and emailed to previously registered stakeholders. A public meeting is held to discuss the process to be used and the composition of the workgroup. Stakeholders, including suppliers, purchasers and NGO's, can join the workgroup, which is responsible for updating the criteria and/or developing new criteria within the SPP assessment framework. This framework contains legal, policy, sustainability, usability and administrative assessment criteria. After one or more workgroup meetings a draft criteria document is produced which is posted on the website and emailed to stakeholders.

After a four-week consultation period, stakeholder comments are considered and concept criteria produced. The concept criteria and a report on the responses to all comments are then posted online and the concept criteria are sent to all responders. The intention is that the time taken from the start of the process to final criteria should not exceed six months. Compliance with the SPP assessment framework and process is confirmed, modifications made and the responsible Minister makes a final decision about the criteria document. The definitive criteria document is then published online.

There are a number of requirements that criteria must meet:

- They must be proportional so must be directly relevant and contain a reasonable degree of ambition beyond the legal minimum.
- They must be transparent.
- They must not discriminate along national lines or show preference to quality marks or membership bodies, i.e. it must leave room for creative or innovative solutions.
- Verification must be achievable.

The minimum requirements of the programme are to stimulate the larger middle part of the market to improve its products, services and works. Award criteria are meant to reward the frontrunners in the market, i.e. the top 25% of the market.

Initial development of criteria took on average ten months, but legal assessment often caused delays, as did contradictory comments during consultation. It is expected that these delays have been minimised by the new process for criteria development and the lessons learned so far. An estimation of man-hours for the NL agency is between 200 and 350 per product group, although the Ministry and consultant time is not included in this approximation. Criteria are updated according to the life cycle of the product group and the developments in the supply and in technologies used, although this tends to be every one to four years.

Social criteria have been developed by a working group of five Ministries (VROM, Social Affairs, Foreign Affairs, Economic Affairs and Agriculture) and are expected to be in use from the end of 2010. The social criteria will subscribe to social norms and encourage implementation in the supply chain. The norms are human rights and the four fundamental standards of the International Labour Organisation ILO (for example protection against child labour and discrimination). Additional ILO standards (reasonable working hours, safe workplace, living wage) and specific fair trade standards (guaranteed price and pre-finance) will apply to a restricted number of products.

Social criteria will be included as a contract performance clause, established as legally the 'safest way' to introduce these. The criteria will be process oriented, so all products will not have to fulfil the criteria from first instance, but suppliers will be encouraged to progressively implement the criteria within their

supply chain, monitor and make improvements. Verification of social criteria will involve three different methods:

- Suppliers who are a member of a social label or sector initiative which has been qualified as reliable can suffice by presenting their membership.
- Suppliers who are of the opinion that their supply chain does not have the risk of non compliance can make a self declaration (high trust).
- Other suppliers will need to report publicly on a yearly basis on the state of the art in their supply chain and progress made with respect to the social standards.

Criteria differ depending on the impact of the product group. Use of the criteria is voluntary and the minimum requirements often, but not always, refer to elements of an ecolabel, a percentage target (e.g. for organic catering) or a EURO norm (transport). Award criteria often have cumulative points. In certain product groups functional criteria are used, such as office building product groups and public lighting. While for other areas LCA-calculation-instruments are utilised to compare the solutions proposed, for example Rijkswaterstaat<sup>46</sup> uses LCA calculation instruments to compare infrastructural works such as bridges and roads for the impacts from the extraction of materials to demolition or re-use at end of life. All criteria contain a preparatory stage (points for consideration), specification stage (criteria), supplier qualifications, schedule of requirements, award criteria, and utilisation stage (points for consideration).

### Monitoring and Levels of Uptake

The Ministry of VROM monitors the progress of public sustainable procurement every two years through questionnaires and random visits to assess how SPP is embedded in the organisation's structure and policy. Procurers are assessed on the basis of the 100/75/50% target and a contract is considered to be green or sustainable if it fulfils at least the minimum requirements of the criteria. A main contract is selected for a product group and regarded as representative of all purchases within that product group in the period of survey. So, if the main contract in that period fulfils the criteria defined in the program, the total volume (in Euros) spent on that product group in the measured period is considered to be green. Several product groups are assessed in this way, to give an indication of the percentage of the total public purchasing budget that can be considered green.

The assessment in 2008 reported the volume of sustainable purchases as:

- Central government: - over 50%, and in a number of contracts 65%.
- Decentralised government departments - about 40%.

In 2009 a further survey was carried out considering the wider impact of SPP on the environment and market place, via an internet questionnaire, in-depth interviews and a workshop that mapped the effects of 300 criteria from 80 product groups. The main conclusions with regards to changes in the markets were:

- Interest in sustainable procurement from private companies has increased, especially if they supply to government.
- There have been some small changes on the supply side, especially in ICT and gas.
- Government buying, at 7% of GDP, is not enough to create substantial change, so it is important to get the private sector on board.
- In sectors where the government is the main client, such as road maintenance / building and river maintenance, effects are expected to be quick.
- The criteria lead to sustainable procurement but do not stimulate innovation.

The monitoring of public purchases during 2010 will include all product groups for which criteria have been developed and all target groups, including the education sector. Departments will be asked to disclose how many product groups contain SPP criteria. Evidence will not be required, but spot checks may be carried out. The results will give a complete picture of the extent to which the targets have been reached.

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<sup>46</sup> Rijkswaterstaat manages, on behalf of the Minister of transport, the roads and waterways.

## Training

Various methods are employed to disseminate information about SPP:

- Newsletters and information sent to lists of stakeholders per product group.
- A letter was sent to all municipalities and county councils to ask them to commit themselves to SPP objectives and inform them on the steps to be taken, monitoring, etc.
- Another letter was sent to all governors of all public central and local authorities to inform them of the SPP policies, the monitoring, the published criteria documents, the available instruments to support procurers, etc.
- The brochure “Green is the Message” with inspiring examples of SPP was sent at the beginning of 2010 to all public authorities.
- Information meetings for advisory companies / consultants.
- Presentations for particular organisations that are confronted with the criteria set by the government.

Workshops and meetings have been provided for public procurers and SPP has been integrated into the general public procurement education programme. A face-to-face and electronic network exists where officials can discuss SPP issues, submit questions and exchange experiences (PIANOO<sup>47</sup>). A Manual on SPP instructs public procurers on how to implement SPP criteria in the procurement process. Best practice is presented on the SPP website and can be shared on the electronic platform.

Furthermore a specific online learning tool has been developed: the SPP Implementation Coach,<sup>48</sup> which public authorities can use to measure their achievement in the field of SPP and receive advice on how to improve it. Advice covers creating clear agreements on sustainable procurement responsibilities, creating a sustainable procurement plan and procedures for non-compliance, analysing current contracts for sustainability and monitoring progress. The advice includes links to guides and case studies about other companies and organisations.

NL Agency also organised workshops for consultants on SPP to inform them on the ins and outs of the SPP program (a sort of train-the-trainers workshop).

No specific training is provided to suppliers but upon the request of sector organisations, presentations are given to suppliers. A telephone and email help line exists for SPP and is available to all. Furthermore, suppliers can contact a special organisation (MVO Nederland) that supports companies in implementing CSR in their organisation and process.

## Barriers

Public procurers must be able to rely on the legal assessment of the criteria so a legal framework with a common interpretation of the EU directive is needed. However national legislation and public procurement procedures may differ between EU countries. For example in the Netherlands value for money is not implemented in the national law whereas in the United Kingdom it is.

## Lessons Learnt

The Dutch experience has identified a number of key lessons learnt:

- Identifying the specific definitions of targets (e.g. the 50%/100% target) takes considerable time.
- A successful SPP scheme depends to a large extent on the professionalism of the procurers. Therefore making links with procurers' organisations (e.g. education, networks, etc) is necessary to incorporate SPP as part of the daily role of procurers. In The Netherlands PIANO plays an important role in this respect.
- For a successful implementation of SPP it is a necessity to have political support and embed the instrument in a fixed organisation structure.
- Public Procurement must follow EU Directives and is therefore quite constrained. The world of private procurement is more flexible and many of the limitations placed on public procurers are not well understood by the private sector.

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<sup>47</sup> PIANOo desk - <http://www.pianoo.nl>

<sup>48</sup> <https://implementatiecoachdi.senternovem.nl/Secure/Default.aspx>







- During the first years a lot of effort is required to ensure all concerned parties are involved and obtain their commitment to the subject. Initially businesses were largely closed out, later it was realised that coalition is better than opposition.
- There is considerable variation of the scope to achieve change across different product groups. Some, such as ICT and office furniture, have a very international market in which the Dutch public government is only a small player and thus cannot set high requirements. For others, like road services or sewage systems, the national regulations and local situation are important and the government is possibly the only client, which itself creates both opportunities and threats. It is helpful to keep these lessons in mind when starting an updating process.
- Informing and educating consultancies working in this field can be useful to ‘spread the word’.
- Early contact with industry to get consensus over the details of the scheme should avoid clashes (and subsequent changes) on topics such as level of detail, functional criteria and administrative burden.

## Overall Assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>• Clear, specific targets set for different target audiences – 2010 target of 100% sustainable procurement within central government and municipal authorities aiming for 75% by 2010 and 100% in 2015.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>• Consultations take place with stakeholders (procurers, suppliers and branch organisations) throughout the process.</li> <li>• No extensive market research was carried out before developing the scheme.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>• Various methods used to communicate with existing and new stakeholders including:                             <ul style="list-style-type: none"> <li>○ Newsletters and seminars</li> <li>○ Directed communications from ministers to procuring authorities regarding SPP policies, monitoring, the criteria documents and supporting instruments,</li> <li>○ Case studies sent to all public authorities</li> <li>○ Training material provided to student procuring courses</li> <li>○ Information shared with advisory companies and consultants.</li> </ul> </li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>• Monitoring takes place every 2 years on the basis of the 100/75/50% target, measuring the volume of the contracts in Euro’s which comply with the criteria as defined within the programme.</li> <li>• The House of Commons receives half yearly progress reports on SPP.</li> <li>• Recent study of effect of scheme on the environment and market.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>• Training provided to public procurers via local public procurement organisation.</li> <li>• Good support for procurers and some support for suppliers.</li> </ul>

## Criteria

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>The previous system took on average ten months to develop criteria, but legal assessment often caused a delay or new work had to be done. In the new process, that sort of delay is not anticipated.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>Based on nationally defined priorities and common sense, making use of existing LCA studies if available, expert opinions and stakeholder experiences.</li> <li>Ecolabels and LCA only used where already available.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Public meeting held to discuss process for criteria development and composition of the workgroup, including stakeholders.</li> <li>Workgroup meetings result in a draft criteria document, which is communicated to all stakeholders.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Various methods used to engage with a range of stakeholders including public meetings, website and emails. Very transparent process.</li> </ul>
<b>Level of Uptake</b>		<p>National 2008 figures:</p> <ul style="list-style-type: none"> <li>Central government: over 50% of the purchasing volume was sustainable and in number of contracts 65%.</li> <li>Decentralised governments: about 40% of the purchasing volume.</li> <li>According to the EU level assessment 27% of public procurement in the Netherlands can be considered “green” based on the value of contracts, or 50% when the number of contracts are assessed.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>Minimum requirements refer, where possible and available, to elements of an ecolabel, a % target or a European norm.</li> <li>Functional criteria are sometimes applied, using LCA-calculation-instruments and energy labels.</li> <li>All criteria include suggestions for means of proof and suggestions for verification of the means of proof.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>Criteria consist of mandatory minimum criteria and voluntary award criteria which intend to stimulate frontrunners and innovation.</li> <li>Top 25% of market targeted by award criteria.</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>A limited number of criteria per group through prioritisation.</li> <li>Social criteria have been agreed upon at government level but not rolled out to procurers yet – due to happen by the end of 2010.</li> </ul>

## 4.8 Norway's National SPP Scheme

In Norway the Government's Action Plan for Environmental and Socially Responsible Public Procurement was released in 2007, and runs to 2010. Norway has a long history of activity in this area, with the Norwegian Centre for Sustainable Production and Consumption (GRIP) publishing the first GPP manual in 1995. In 2003 the Guide to Green Government was published, followed by the Liveable Communities programme in 2006 in which public procurement is a priority and the report "Good tools for green procurement – a condition for success" was produced. The Environmental Policy for Government Procurement came into force in 2008.

Institutions must be able to document that they have taken environmental criteria and lifecycle costs into account in their choice of supplier/product in the priority product groups. A recommended set of criteria for prioritised product groups is available, but institutions can choose other criteria.

### Motivation

The driving motivation was a focus on consumption within sustainable development and environmental management in business, and the desire for the public sector to take a lead in these areas. The UN and OECD actions of 2002-03 have ensured these issues remain relevant.

The aim of the Norwegian scheme is to minimise the overall environmental impact of government purchases of products and services, make efficient use of government resources and contribute to a competitive business sector by encouraging a market which promotes innovation and the development of environmental technology and environmentally sound products. The target audience is the whole public sector.<sup>49</sup>

The Ministries of the Environment, of Government Administration and Reform and of Children, Equality and Social Inclusion developed the Action Plan. Implementation of the Plan, including criteria development, tools, training, international coordination is the responsibility of the Agency for Public Management and eGovernment. At a County level there are focal points for information and County GPP boards chaired by the County governors with representatives from public procurers (local authorities and local branches of national authorities and high schools, health) and business organisations.

The level of political and management support can vary depending on the organisation, especially when procurement priorities have to be weighed against other major objectives. At a national level there is increased emphasis on climate related factors

### Scheme Formation and Coverage

A 'procurement panel' was established by the Ministry of the Environment which included public procurers, representatives from environmental organisations, ecolabelling experts and suppliers. This group contributed significantly to the action plan, which was also subject to the normal democratic processes.

The principles of the Norwegian scheme are:

1. Products and services must be chosen on the basis of lifecycle costs, quality and environmental properties.
2. Priority must be given to products and services which are energy-efficient, have a low content of hazardous chemicals, low pollutant emissions and low resource consumption.
3. In the case of products for which eco-labelling criteria have been developed (Nordic Swan and EU Ecolabels), these criteria must be applied as far as possible.
4. In the case of services, priority must be given to suppliers with routines and expertise that ensure a low environmental impact, e.g. suppliers who can document this by using ISO 14001 or the national Eco-Lighthouse Scheme.

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<sup>49</sup> Environmental and Social Responsibility in Public Procurement (Sustainable Public Procurement), the Norwegian Action Plan 2007 – 2010, 22.06.2007, <http://www.regjeringen.no/en/dep/fad/Documents/Reports-and-plans/Plans/2007/Environmental-and-Social-Responsibility-.html?id=476600>

The priority groups are established through a balance of the environmental impact across the products life together with levels procured by the public market. Prioritisation of criteria is based on national priorities, and weighting is applied based on the requirements of each product group.

Public procurement is decentralised. However joint procurement is sometimes used, mainly at the local level. There is a growing tendency towards increased centralisation of procurement in large government bodies.

### Criteria

The following process is followed for the development of the criteria.

1. The role of public sector procurement is evaluated for a specific product group.
2. Environmental load is evaluated on a life cycle basis (literature search, especially eco-labelling systems) and a mitigation strategy is developed.
3. A reference group is established consisting of suppliers, procurers and Difi (Agency for Public Management and eGovernment) staff.
4. Draft proposals are developed and issued to the reference group, who work to a consensus.
5. An external hearing is held.
6. Feedback is taken into account and the criteria are published.

The organisation developing the criteria must provide a project log with all consultations and references as part of the project output. Development of criteria takes approximately 25-50 consultant days, plus internal time in Difi following up the project and the time of the participants in the reference group (unpaid).

Criteria are based on recommended qualification requirements, technical requirements, award criteria and contract clauses. Use of criteria is mandatory for national institutions, but selection of criteria is voluntary. There is no general policy on the level of ambition for the criteria. This depends on the market situation, level of requirement and the market availability of the product. Norway is considering moving to a three tier approach (basic, comprehensive, innovative) similar to that used in Sweden. It is thought that this would allow greater flexibility as various parts of the country experience different levels of demand and supply for products and different procurement departments have varying levels of ambition.

Efforts are made to make verification simple, for example through using labelling schemes where possible. Third party verification is not required. Environmental criteria cover a variety of topics, including climate impacts, chemicals and biodiversity (where applicable). Social criteria are under development, but not yet included in the recommended criteria. There are currently no common criteria.

New criteria are communicated through the website<sup>50</sup> and email newsletters, as well as through outreach GPP focal points and contact with the supplier networks (who seem to be interested in helping achieve good and consistent criteria in use).

None of the Norwegian criteria documents have been through a process of review, however it is anticipated that this would be similar to the stages listed for new criteria development. An external hearing would only be required for a review if a major change had been proposed.

### Monitoring and Levels of Uptake

Norway conducted an evaluation of its GPP process in early 2010. This exercise examined the uptake of GPP between June 2004 and October 2009 and aimed to assess whether the Nordic Swan Ecolabel and the EU Eco-label provide suitable green criteria for public procurement. Products were selected for inclusion within the study if one of the mentioned Eco-labels provided criteria for the product group. The background data for the assessment was taken from the Doffin database<sup>51</sup> where all public procurements information is stored. The results show that between 2004 and 2009 36% of all public purchases did not specify or meet environmental criteria.<sup>52</sup> A further 27% specified criteria from

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<sup>50</sup> [www.anskaffelser.no](http://www.anskaffelser.no)

<sup>51</sup> Doffin – Database for public procurement, [www.doffin.no](http://www.doffin.no)

<sup>52</sup> February 2010 Report at: <http://www.anskaffelser.no/filearchive/del-2-endelig-2010-01-07.pdf>

either the Nordic Ecolabel or the EU Ecolabel and 3% utilised information and requirements from www.miljoinnop.no. 2% looked to Difi for guidance and the remaining 32% used other environmental criteria not defined in the study. The study reported that it was evident that the Nordic Ecolabel and the EU Ecolabel were the most prominent sources for criteria but also that the majority of purchases specified and met some environmental criteria. It also showed that a greater proportion of national government tenders contain environmental criteria (up to 75% in autumn 2009, compared with just over 60% in local authority tenders).

**Training**

A national training programme for green public procurement was established in 2005 by GRIP with the intention of making it easier for purchasers to take environmental considerations into account. Capacity building is guided by the advisory Panel for Green Public Procurement which consists of relevant authorities, business organisations and public procurers.

So far the focus has included training courses for procurers, although suppliers can also participate. Information is available at a County level through the website and help desk, 19 major County-level public procurement networks which have 1 full time staff member offering support and training, as well as the County-level steering boards which include businesses and public procurers.

**Barriers**

Potential barriers identified are the different political priorities that all Member States have, the varying techniques that have already been established and the different levels of ambition that have been achieved. Also Member States have different background conditions (e.g. weather) and this influences the importance of the product group.




**Lessons Learnt**



The Norwegian experience has identified a number of key lessons learnt:

- Too little is known about how environmental criteria affect the environment, the choices made and the development priorities of suppliers (green innovation). There is a need to look at which environmental criteria are being applied, not just whether environmental criteria are being applied, to give the market consistent signals.
- The need to integrate environmental criteria into the standard tools and templates used by procurers so as to make them easier to use.
- Placing the national GPP unit in the PP organisation has been very successful and doing the same at the County-level looks to be successful so far.









**Overall Assessment**

**Scheme**

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>• Targeted at the whole public sector, including schools and healthcare at a local level, with Institutions required to document that they have taken environmental criteria and lifecycle costs into account.</li> <li>• Aim clearly outlined as minimising the impact of government procurement and encouraging innovation.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>• A procurement panel (public procurers and representatives from environmental organisations, ecolabelling and suppliers) contributed strongly to the action plan.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>• Public procurement networks are used, together with County level steering groups.</li> <li>• Product criteria available online.</li> <li>• Helpdesk available at County level.</li> </ul>

Characteristics	Ranking
<b>Monitoring</b>	 <ul style="list-style-type: none"> <li>2010 monitoring exercise identified the proportion of government tenders including environmental criteria, although the focus of the research was to identify eco-label criteria specified rather than national procurement criteria.</li> </ul>
<b>Training</b>	 <ul style="list-style-type: none"> <li>Courses, website and County-based support for procurers.</li> <li>Training courses targeted at procurers, but suppliers may attend these.</li> </ul>

### Criteria

Characteristics	Ranking
<b>Time to Develop Criteria</b>	 <ul style="list-style-type: none"> <li>About 25-50 consultant days plus internal time in Difi following up the project and participants in the reference group (unpaid).</li> </ul>
<b>Evidence Base</b>	 <ul style="list-style-type: none"> <li>Literature search, ecolabelling systems (in particular Nordic Swan), EU GPP criteria, LCA studies.</li> <li>If an LCA is available it will often be used as the basis for identifying hotspots.</li> </ul>
<b>Stakeholder Involvement</b>	 <ul style="list-style-type: none"> <li>Reference group and supplier networks consulted and public hearing used.</li> <li>Feedback is incorporated into criteria.</li> </ul>
<b>Communication</b>	 <ul style="list-style-type: none"> <li>Internet site and news (e-mail to public procurers) plus outreach through the county focal points.</li> <li>Contact with the supplier networks.</li> </ul>
<b>Level of Uptake</b>	 <ul style="list-style-type: none"> <li>65-70% of public tenders contained environmental criteria in 2009.</li> <li>Greater proportion of national government tenders than local authority tenders.</li> <li>Norway was not involved in the EU level assessment of use of GPP criteria in public procurement.</li> </ul>
<b>Compliance and Verification</b>	 <ul style="list-style-type: none"> <li>Do not require third party verification, but try to make it easy (for everyone) when this is available (e.g. labelling).</li> <li>Criteria are followed by details of the verification requirements, e.g. which ecolabel will confer the requirements.</li> </ul>
<b>Ambition</b>	 <ul style="list-style-type: none"> <li>One level of criteria and minimum requirements can be set.</li> <li>Level of ambition varies by product group depending on the market situation, level of requirement and the market availability of the product.</li> </ul>
<b>Scope of Criteria</b>	 <ul style="list-style-type: none"> <li>Environmental criteria cover a variety of topics, including climate impacts, chemicals and biodiversity (where applicable).</li> </ul>

## 4.9 Sweden's National GPP Scheme

The Swedish Action Plan for Green Public Procurement<sup>53</sup> promotes the inclusion of environmental requirements in the procurement process at government and municipality levels and is based on the national environmental objectives. It is valid for three years, 2007-2010.<sup>54</sup> GPP began in Sweden in 1998, and in 2001 an internet-based tool was released to support procurers in introducing environmental requirements. The aim is to develop 60 product groups criteria documents by 2010.

### Motivation

The key motivation behind developing a national GPP Scheme was the 2003 IPP Communication. Sweden had already established a GPP Committee between 1998 and 2001, created a GPP tool financed by the Government from 2003, and this was incorporated into the National Action Plan in 2007. Other important factors motivating the introduction of the national GPP include national and EU legislation, the efficient use of tax revenues and the benefits such as stimulation of new environmental technologies and developing the Swedish economy.

The content of the NAP was agreed following a hearing and consultation process including all sectors of society, both in the public and private domain. After consideration of comments from a large number of respondents, the NAP was presented to the Parliament. The intention is that the NAP will drive an increase in the inclusion of well-formulated environmental requirements into public procurement by government and municipality levels and into state framework agreements.

The scheme enjoys strong political support, and this is considered essential to its success. The EPA (Environmental Protection Agency) is responsible for developing the NAP and monitoring it. The Swedish Environmental Management Council (SEMCo) is responsible for implementing the major part of the NAP, the Competition Authority has written legal guidelines on the GPP scheme and the National Financial Management Authority have the responsibility of educating the 11 procuring authorities.

### Scheme Formation and Coverage

A key element of the scheme is to provide state authorities; national, regional and local, with guidance as well as increase and secure the skills of procurers in the area of GPP. The intention is also, to involve politicians at a local and regional level and to provide an easy-to-use tool for establishing environmental criteria.

The most relevant product groups are identified through a model which ranks product groups by their Standard Industrial Classification code (SNI code) according to their CO<sub>2</sub> footprints, i.e. environmental considerations. Market research carried out during the development phase included interviews with public sector, industry and NGOs as well as studies on the implementation of GPP in other countries and reference to the Nordic Swan ecolabel.

Both centralised (framework agreements) and decentralised procurement are used, as is joint procurement for common products and services.

### Criteria

SEMCo focuses on environmental aspects, specifically the 16 so-called national environmental quality targets, e.g. reduced climate impact, clean air and a non-toxic environment. The goods, services and contracts which have the most effect on the environment from a quantitative environmental perspective, i.e. taking into account their environmental effect and volume, are given priority. Aspects that are not linked to these environmental targets can be covered if they are clearly associated with the environmental performance of the goods, service or contract concerned. Other important aspects, such as quality, safety and ergonomics, are not covered in the criteria.

The full criteria setting process usually takes between six and twelve months and involves:

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<sup>53</sup> Sweden's National Action Plan: Environmental Public Procurement, 2006/07:54, submitted to the Riksdag on the 08 March 2007.

<sup>54</sup> Swedish Environmental Management Council (EMCo), Guidance for Sustainable Procurement site, [www.msrf.se](http://www.msrf.se)

1. **Pre-study** – The GPP Board prioritises products based on information from market analysis environmental review, LCA compilation and stakeholder analysis to identify the CO<sub>2</sub> factor of a product as well as procurement law considerations. This phase also aims to identify all relevant stakeholders in both the public and private sector to enable these individuals/ groups to be invited to participate in Stage 2.
2. **Open Stakeholder Meeting** - Attendees form a working group that develops the criteria document.
3. A **first draft** of the criteria is produced by SEMCo.
4. The **working group** then develops a second draft which is consulted upon.
5. **Consultation** responses are considered and, provided consensus is reached within the working group, a final draft is produced.
6. SEMCo's **Audit** committee, including representatives from the business sector, assess whether the criteria have been developed within the guidelines, and if so the criteria are released.
7. **Publishing** of the criteria takes place on SEMCo's homepage.

Updating of the criteria takes place to adapt to legislative and technological developments, and is carried out at least every three years. The process will include a survey on how the criteria have been used during the programme period.

The criteria use three different levels of requirements, allowing purchasers to select the appropriate level for their purposes. Basic level criteria are those that require a product that fulfils a basic level of environmental performance, advanced level criteria are products that are in the top 25% of the market and spearhead level criteria are products that are the front line of current environmental techniques, i.e. BAT (Best Available Technology).

Environmental requirements include mandatory supplier requirements (selection criteria), mandatory requirements for the product (technical specification), award criteria and contract performance clauses. Verification guidance is given for each requirement in the product group document, and is very detailed and thorough. Social criteria are not currently included. Criteria documents, background documents, and guidelines are produced and are available as word or PDF documents from the SEMCo website. The website was awarded first prize for 'availability of information' in an evaluation of 900 Swedish authority websites.

Promotion of the criteria and GPP generally takes a number of forms:

- SEMCo and the Swedish Association of Local Authorities and Regions have conducted a number of regional seminars ('road shows') throughout Sweden, directed towards policy-makers and decision-makers at the municipal and county level to inform them of the value and benefits of GPP.
- SEMCo arranges several annual open conferences on different themes connected to GPP. The largest one, "Green Procurement", usually has 400-500 participants representing procurers, purchasers and suppliers from across Sweden. The Crown Princess Victoria and various Ministers from the Swedish government have taken part in the conferences.
- SEMCo has been invited to several annual events arranged by the leading political parties – an ideal opportunity to promote Green Procurement at the highest political level.
- The Confederation of Swedish Enterprises announces new/revised criteria and distributes information about criteria to all its member organisations.

### **Monitoring and Levels of Uptake**

The Swedish EPA has monitored the extent to which environmental requirements are specified in public procurement in 2004, 2007 and 2009. The figures for 2009 (and 2007) showed:

- 82 (78) % of organisations say they have a policy or guidelines for incorporating environmental concerns in procurement procedures.
- 55 (47) % say that the organisation has targets for environmental concerns in procurement procedures.
- 57 (57) % say that they always or usually specify environmental requirements in procurement procedures.
- 52 (37) % say that they choose the most environmentally friendly products when placing call-off orders under framework contracts.
- 24 % say that they use the Swedish Environmental Management Council helpdesk.

- 32 (48) % say that they use total cost calculations/life-cycle costs.
- 57 (50) % state that they use the Swedish Environmental Management Council (SEMCo) procurement criteria.

In 2009 county councils were consistently more positive, whereas municipalities and government agencies gave more varied responses. Organisations with a policy or guidelines for procurement consistently gave more positive and affirmative answers. The size of purchases in volume terms also tended to be a key factor; those purchasing larger quantities consistently gave more positive answers. Additional case study assessments, interviews and a 2006 study show that 85% of procurements of relevant product groups include environmental requirements, but more than half of those include poorly formulated requirements. If broken down, this equates to County Councils achieving 94% GPP, Municipalities 84% GPP and state agencies 80% GPP.

In addition Government Agencies must report two GPP indicators within their EMS systems – the financial proportion of GPP compared to the total volume of PP and the number of GPP procurement instances compared to the total number of procurements.

### **Training**

SEMCo personnel deliver GPP training to around 3000 individuals annually. Online training courses for procurement officials have been created for individuals to complete in their own time.<sup>55</sup> These cover an introduction to GPP and procurement law, life cycle costing and how to set up effective criteria, as well as guidance on how to increase energy efficient procurement. In addition a helpdesk is available through telephone and email and a toolkit of training materials was in preparation at the time of writing this report. This will provide materials and guidance to allow internal training courses to be delivered within government departments.

SEMCo issues two awards annually: one to a supplier (Excellent Green Supplier) and one to a purchaser (Excellent Green Purchaser) that can demonstrate the most forward-looking and environmentally effective solutions. The awards aim to highlight good examples to inspire others. The winners receive a trophy and the right to use a prize symbol in their marketing. The scheme has been in operation since 2008.

### **Barriers**

A lack of knowledge about how to set environmental criteria has been identified as the greatest obstacle to sustainable procurement. There is a demand for available tools and best practice as a means of increasing the extent to which environmental concerns are reflected in public procurement.

A lack of personal resources at the procurer level is a general obstacle for GPP.

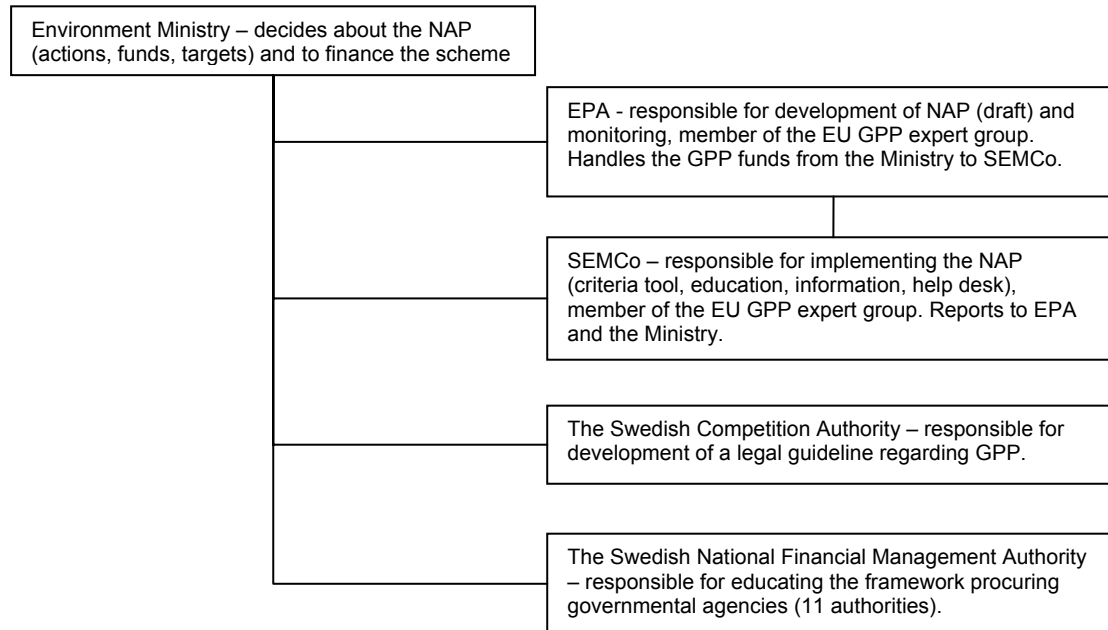
### **Lessons Learnt**

- When integrating social issues SMEs should be assisted to improve their social profile. Do not change suppliers if they cannot respond to demands immediately, but instead develop together with suppliers a programme for how social and ethical issues can be improved.
- Specific consumption targets need thorough cost and benefit analysis in order to persuade decision makers.

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<sup>55</sup> [http://www.msr.se/en/green\\_procurement/Education/](http://www.msr.se/en/green_procurement/Education/)

**Figure 4 Actors in the Swedish GPP Scheme**











**Overall Assessment**

**Scheme**

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>• A clear outline of the intended audience and the objective is given.</li> <li>• Aim is to increase use of environmental requirements in public procurements at government, municipality and county level.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>• Various government stakeholders consulted and action plan presented to Parliament.</li> <li>• Its content was agreed following a consultation process including all sectors of society, both in the public and private domain.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>• Online resources and helpdesk.</li> <li>• Conferences and road-shows used to communicate GPP to a wider audience.</li> <li>• Procurers, purchasers and suppliers all attend the large annual conference.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>• A range of monitoring methods used including a qualitative survey of procurements, case studies and interviews.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>• A helpdesk is provided for procurers and suppliers.</li> <li>• Extensive training sessions provided for procurers (3000/yr).</li> <li>• Procurers report that training sessions do not cover the topic in depth, however additional online resources are available to aid self-study.</li> </ul>

## Criteria

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>Criteria development takes 6-12 months depending on the complexity of the product.</li> <li>Updating takes place every 3 years. A shorter interval may apply if there is a change to legislation, additional technical findings or new scientific endeavours.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>Information taken from market analysis, environmental review, LCA compilation, stakeholder analysis and procurement law considerations.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Strong focus on identifying key stakeholders in public and private sector and gaining their involvement in the working group.</li> <li>Draft documents also opened up to consultation.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>SEMCo publish all related documents at <a href="http://www.msrf.se">www.msrf.se</a>, including criteria, motive and background documents, answering forms, guidelines, and reports.</li> <li>Other methods of communication include regional seminars, open conferences, dissemination at political party events and distribution of information through the Confederation of Swedish Enterprises.</li> </ul>
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>County Councils achieved 94% GPP, Municipalities 84% and state agencies 80% in the 2009 survey.</li> <li>Use of SEMCo's procurement criteria has increased from 42% in 2004 to 57% in 2009. County councils and municipalities utilise them more (89% and 75%, respectively) than the public authorities, where only 27% of procurement units make use of the criteria.</li> <li>EU level assessment demonstrates that the level of GPP use is 49% based on the value of contracts issued, or 61% based on the number of contracts released.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>Verification can be a third-party, e.g. environmental labelling or EPD. Other examples of verifications are second-party verifications or self-declarations from a quality or monitoring system.</li> <li>Details and guidance for verification requirements are given after criteria.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>3 levels of criteria: Basic, Advanced (products that fulfil the top 25% of the market) and Spearhead (products that are in the front line with current environmental technique, i.e. BAT: Best Available Technology).</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>Many environmental areas covered.</li> <li>Social aspects are not included.</li> </ul>

## 4.10 The United Kingdom's National SPP Scheme

The United Kingdom's (UK's) Sustainable Operations on the Government Estate (SOGE) was launched in 2006, followed by the Sustainable Procurement Action Plan (SPAP)<sup>56</sup> in 2007. Together these created both operational and procurement targets for all central government departments. These aims and targets run until 2010 when they will be replaced by the Sustainable Development in Government framework (SDiG) which contains targets for Government to further reduce its green house gas emissions, reduce waste, reduce water use, etc. Incorporated throughout is sustainable procurement, which holds an enhanced place within this framework.

There is a separate National Action Plan for Sustainable Procurement in the National Health Service and a national procurement strategy for local government.

### Motivation

The overall aims of work in this area are to reduce the impact of Government operations by defined amounts and embed sustainable procurement such that it is "business as usual". The target audience is Government Departments who must achieve Level 3 of a maturity matrix for sustainable procurement, known as the "Flexible Framework" by 2012, and Level 5 by 2015,<sup>57</sup> and other public bodies who are required to reach Level 1 by 2012 and Level 5 by 2015. The Framework has recently been updated and includes Government Buying Standards criteria (previously Quick Wins).<sup>58</sup> The intention of the Sustainable Procurement Action Plan was to make the UK among the European Union leaders in sustainable procurement by 2009, and ultimately to achieve a low carbon, more resource efficient public sector through procuring sustainably. This is driven by high level government support.

Defra (Department for the Environment, Food and Rural Affairs) leads the UK Government on sustainable development and is responsible for the targets and for developing the Government Buying Standards product criteria. Delivery and compliance is overseen by the Centre of Expertise in Sustainable Procurement in the Office of Government Commerce (OGC), which is part of the Treasury.

### Scheme Formation and Coverage

In 2003 the Quick Wins product specifications were developed for a wide range of products. These have been re-launched in 2010 as Government Buying Standards criteria<sup>59</sup> and are aimed at procurement officials in central government departments. The sustainable procurement policy is set up so each procuring department defines its own requirements and can choose solutions and providers to help achieve its sustainable operations targets. However, use of Government Buying Standards is mandatory at a minimum level for central government departments and their agencies.

Product groups were initially energy using products, but the range has expanded and now product groups are chosen for their environmental and financial impact, the scope for environmental improvement and also their ability to provide a political or example-setting function. Criteria are published on the website, and publicised at stakeholder events, through procurement professionals' networks and in newsletters.

Joint procurement is widely used in central government, to achieve value for money, reduce the negative environmental impact of goods and services purchased and to work with suppliers to improve sustainability performance.

### Criteria

Historically criteria were guided by the average performance of products and the cost benefit analysis in line with Value for Money (VFM). The updated criteria are aligned with EU GPP Criteria and that from other EU countries where appropriate. Minimum specifications are mandatory, while the best

<sup>56</sup> <http://www.defra.gov.uk/sustainable/government/documents/SustainableProcurementActionPlan.pdf>

<sup>57</sup> The Flexible Framework, Level1: Foundation, Level2: Embed, Level 3: Practice, Level 4: Enhance, Level 5: Lead. See <http://www.defra.gov.uk/sustainable/government/documents/full-document.pdf>

<sup>58</sup> Sustainable Procurement in Government: Guidance to the Flexible Framework, <http://www.defra.gov.uk/sustainable/government/advice/public/buying/documents/flexible-framework-guidance.pdf>

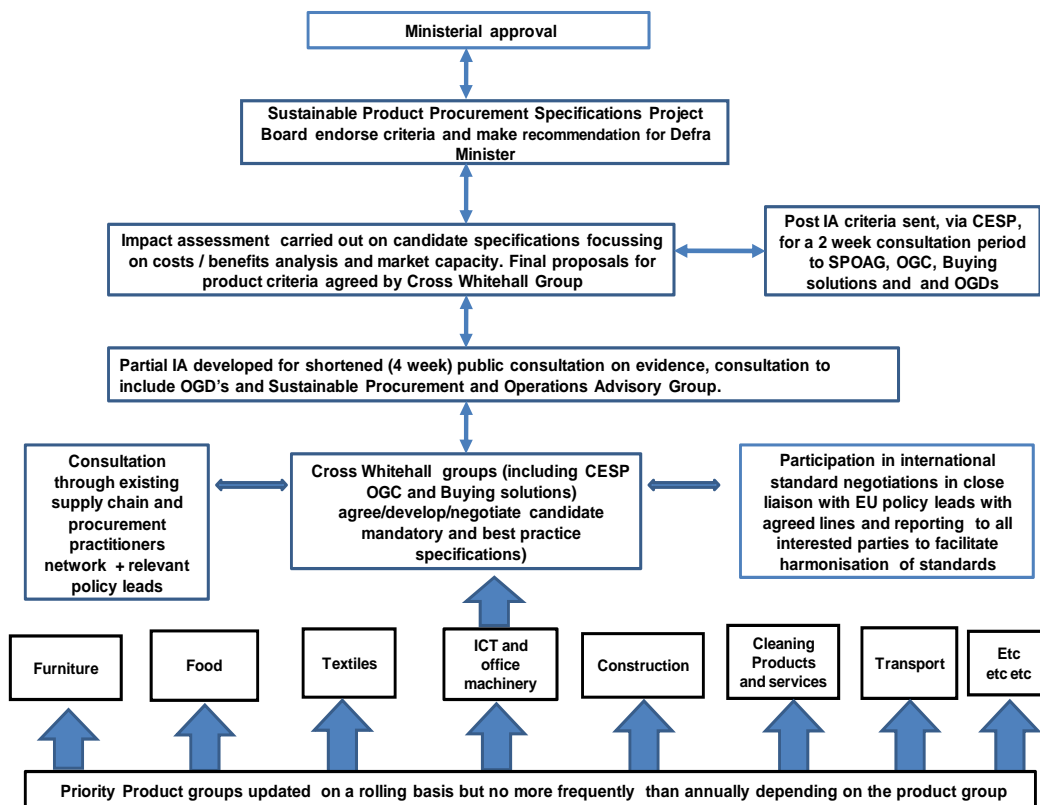
<sup>59</sup> <http://www.defra.gov.uk/sustainable/government/advice/public/buying/index.htm>

practice level (products in the top 10-15% of the market) is voluntary. The intention is that over time the mandatory minimum specifications will rise toward the best practice specifications. Social criteria are included for a few specific product groups that have an impact on developing countries – notably timber and products using timber (furniture, paper). These were chosen because there was ample evidence to indicate the social impact of deforestation. There are currently no common criteria, but this is being considered for areas such as packaging.

Use of sustainable procurement criteria, although not legally mandatory, is presented as mandatory. Although there are no sanctions that can be applied if targets are not achieved, there is an annual, independent progress report from the Sustainable Development Commission that judges Departments’ performance against their own stated objectives. The process depends on political support (which it continues to receive), but also receives media attention and this helps to drive performance improvements.

The time required to develop criteria is between six to twelve months, and the development of three to six products would be a full time occupation for this time. The following diagram outlines the criteria development and review process.

**Figure 5 Actors involved and procedure for the development of SPP criteria in the United Kingdom**



The criteria development and revision process takes into account market research, LCA where available, impact assessment including impact of the market as a whole and cost benefit analysis. Criteria prioritisation is based on the most significant impact of that product, as well as taking EU GPP criteria and other national scheme criteria into account. The review currently underway involves a four week public consultation period for each product group.

Verification guidance exists for some product groups (timber, construction, energy-using products), while the EU GPP Criteria is referenced for others. Criteria from environmental standards such as International Standards Organisation for ICT equipment (ECMA), Institute of Electrical and Electronics Engineers (IEEE) and various Ecolabels are used and so procurers could use these as legitimate means of verification.

Criteria revisions occur no more frequently than annually, based on the advice of suppliers. Revisions for product groups that evolve rapidly such as ICT and consumer electronics therefore occur annually, with others occurring on a 2-3 year cycle.

### **Monitoring and Levels of Uptake**

Implementation of the sustainable development targets is the responsibility of all Government Departments, as is compliance with procurement legislation. The targets are personal performance objective for the head of the department and these are annually assessed by the Cabinet Secretary. The annual sustainable development performance survey collates and publishes cross-government performance against procurement targets on a departmental and pan government basis.<sup>60</sup> Independent comments on these results are provided by the Government's Independent Watchdog. A league table showing departmental ratings against the SPAP is produced annually and recently gave the UK central Government overall 4/5, while the EU level assessment of the leading seven countries produced an overall value of 75% for contracts, or 59% on value of goods procured.<sup>17</sup> Performance against Government Buying Standards will be measured in future through independent audits of each government department's performance against the Flexible Framework.

The UK has also commissioned research to develop an additional methodology to measure the take-up of sustainable procurement, including indicators. This is expected to produce results by the end of 2010.

### **Training**

Training for central government Departments is organised internally and by the OGC's Centre of Expertise in Sustainable Procurement. The Centre has provided information sharing and ideas development (including delivery) through networking; the Raising Our Game conference in 2009; promoting best practice through the publication of departmental case studies; delivery of workshops and master classes as part of the 'Knowledge Hub' programme; lessons-learned sessions, including the review of Sustainable Development in Government 2009. The Centre is also planning to develop a sustainable procurement practitioners online community portal. In the interim period, guidance and training opportunities are promoted to procurement practitioners through the OGC Government Procurement Service.

Defra is working with contracted experts to provide training to local government. Pilot courses were carried at six local government regions and are now being rolled out to three further local government regions in 2009/2010.

In terms of support provided for suppliers, a Supply2Gov portal was developed, which gives companies easy access to lower-value opportunities offered by the public sector, typically aimed at smaller contracts and SME (small and medium sized enterprise) participation.

### **Barriers**

Factors influencing delivery include a lack of awareness and understanding, low confidence in the credibility and cost-effectiveness of the standards, and the need to embed the criteria within routine departmental procurement and performance management processes.

Some of the current EU GPP criteria are very detailed and prescriptive. The more detail they contain, the less likely it is that they can be harmonised in the UK's opinion. Brief and simple criteria should be developed which would then allow adaptation to the circumstances of various Member States.

### **Lessons Learnt**

It is important to gain "buy in", rather than dictate to the target audience. Similarly supplier engagement is key to gain insight into the practicalities and if carried out successfully, can result in pushing some areas further than envisaged at the start of the process.

New Government Buying Standards are being developed through a robust and transparent process to increase confidence in the standards. This involves a thorough process of criteria development that is






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<sup>60</sup> See Government Delivery, [http://www.ogc.gov.uk/sustainability\\_programme\\_progress.asp](http://www.ogc.gov.uk/sustainability_programme_progress.asp)




based on available evidence about impacts and full engagement with Member States, procurement authorities, industry and suppliers, as well as technical expertise. CESP is taking forward work to support departments in embedding the Government Buying Standards within departmental performance monitoring systems.






### Overall Assessment

#### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>The key motivation is to reduce the impact of Government operations and in terms of procurement to make the UK among the EU leaders in sustainable procurement.</li> <li>Target audience is central government departments and its implementation agencies. Other areas such as the NHS and local authorities have their own sustainable procurement plans.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Target and criteria development include stakeholder involvement and consultation.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Variety of communication routes, including website, stakeholder events, procurement professionals' networks, newsletters.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>Government environmental impacts in general (SOGE) are already monitored and use of the 'buying solutions' criteria is built into procurement requirements against which progress can be assessed annually.</li> <li>A methodology to measure the take-up of sustainable procurement specifically is under development.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>Training and guidance available from a variety of sources.</li> <li>The OGC Service Desk could direct calls and queries to CESP.</li> <li>Recent dissemination and training given to local government.</li> </ul>

#### Criteria

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>6-12 months for each product group for a new product. 3-6 months for a revision.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>Expert consultants are commissioned to form an evidence base from sources such as LCA data.</li> <li>Based on national priorities in relation to GHG emissions, energy efficiency, waste and water-usage.</li> <li>Impact assessment performed considering potential impacts on the market.</li> <li>Cost-benefit analysis performed to determine value for money.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>High level of stakeholder engagement at various levels, including supply chains and public procurers.</li> <li>Additional 4 week public consultation, open to all.</li> <li>Criteria revision takes into account advice from suppliers.</li> </ul>

Characteristics	Ranking	
<b>Communication</b>		<ul style="list-style-type: none"> <li>• Methods of communication include the website which contains the criteria documents, stakeholder events, procurement professionals' networks, newsletters and directed email alerts to central government procurers and industry stakeholders.</li> </ul>
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>• Government statistics show most Departments are participating at central levels. There is no regional or local information.</li> <li>• EU level assessment of the use of GPP criteria demonstrate that based on the value of contracts let the UK achieved 75% GPP, while based on the number of contracts released, this was 59%.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>• There is verification guidance in relation to some product groups (timber, construction, energy-using products), while the EU GPP Criteria is referenced for others.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>• Minimum and best practice levels of criteria.</li> <li>• Use of minimum criteria is mandatory. Voluntary best practice has criteria for products in the top 10-15% of the market.</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>• Product groups have been chosen for their environmental/ financial impact, scope for environmental improvement and political or example-setting function.</li> <li>• Some social criteria are included in relation to timber and timber utilising products.</li> </ul>

## 5 Comparing the GPP/SPP Schemes

Identification and understanding of the most developed sustainable and green public procurement schemes of the countries reviewed here is a necessary stage when attempting to learn from them and to develop the next steps for the EU GPP Scheme. Where practical the successful elements of national schemes should be taken forward in the EU GPP Scheme

Assessing the performance characteristics of the national schemes and criteria development processes allows the assessments to be presented alongside each other, giving a clear identification of where the strengths of each lie. All of the national GPP/SPP schemes being reviewed here are strong schemes that have enabled each country to make good progress in this area. There are many similarities between these schemes. This work does not judge 'good' and 'bad' schemes, but is working to identify the 'best of the best'.

As discussed previously there are many aspects to the GPP schemes, and not all of these can be ranked. Hence the detailed descriptions and summaries given in Chapter 4, are there to provide a comprehensive understanding of each scheme.

However in order to successfully compare the schemes and criteria development processes and identify those elements to take forward, key aspects have been selected where there was general consensus (from the responders and the Commission) that the area was important to the success of the programme.

The aspects ranked in the area of scheme development were the aim of the scheme, the level of stakeholder involvement, how information about the scheme was communicated, whether monitoring was performed and if so how was this undertaken as well as a consideration of any training and advice that was made available.

A greater number of aspects surrounding the criteria development process were able to be ranked. These were the time taken to develop criteria, the evidence base that had been used as well as the level of stakeholder involvement in the criteria development process. The level of communication of the criteria was considered, as well as the achieved level of uptake, the methods used for verification and finally the level of ambition was considered.

### Ranking of the Schemes

Considering the ranking achieved by each of the key characteristics within the Scheme for all ten countries reviewed, and then compiling the results together gives the overview shown in Table 4.

All ten countries reviewed had a stated aim for their scheme that focused on reducing the environmental impact of public procurement on the environment. All clearly identified who the target audience was and the achievements they wished to reach with the scheme, i.e. the targets. For Austria, Denmark, Finland, France, the Netherlands, Norway and Sweden the target audience is regional and local government as well as national government, while the UK's scheme and Belgium's are targeted at central/Federal government only. Norway makes it clear that health service spending and education spending are included within the scheme, while Denmark highlights that the scheme also targets professional procurers in private organisations. The UK highlights that the NHS (health service) and local authorities have separate procurement plans.

The level of stakeholder involvement is strong in most of the ten countries reviewed, with nine out of ten achieving an Excellent ranking, and only Germany performing at a lower level due to the heavy reliance on the Blue Angel Ecolabel rather than strong development of a separate National Scheme. Excellent levels of stakeholder involvement were judged to be those involving a wide range of stakeholders in the development of their schemes and following a public consultation process.



















































In terms of overall communication of the scheme and the intentions seven out of the ten countries achieved an Excellent ranking; Austria, Belgium, Denmark, the Netherlands, Norway, Sweden and the

United Kingdom. This indicates a wide variety of methods are used to communicate developments and raise awareness of the scheme to new audiences, including web based information, newsletters, conferences and training events. France was ranked as Good as it relies on the national procurement website as the key communication method, and identifying key SPP messages within this takes time. In addition the Etat Exemplaire was communicated privately within Government. Meanwhile Germany and Finland both ranked as Average. In the case of Germany this was again due to the heavy reliance on the Blue Angel Ecolabel, while for Finland this is due to the use of a subscription website for information dissemination. The remaining countries reviewed use a variety of communication methods, in part influenced by their target audience.

Monitoring the overall all success and uptake of GPP/SPP in the ten countries reviewed is an area that is developing rapidly at the moment. This is perhaps a reflection that many of the national GPP/SPP schemes have reached a sufficient level of maturity that the focus is shifting from introduction, to a review of successes so far and a search for areas that would benefit from improvement. Sweden and the Netherlands are leading the way, both already have monitoring systems in place and the results are fed back into the scheme. Meanwhile France has established a monitoring system for large contracts and Norway carried out an assessment in 2010 of the use of ecolabel criteria. Austria, Belgium and the United Kingdom are actively developing monitoring systems for imminent use. The remaining three countries reviewed (Denmark, Finland and Germany) currently rely on other sources of information to gauge the uptake levels, such as EU level assessments.

Austria, Belgium, Denmark, the Netherlands, Norway and Sweden were all ranked as Excellent for the training provided. In these cases there was a wide range of support offered including face-to-face training, online courses, and a dedicated help line available to both procurers and suppliers. In Denmark it was highlighted that the private sector had a role within the procurement networks, while in Belgium suppliers were able to attend the bi-monthly presentations, and in Sweden the annual conferences are open to suppliers as well as procurers.

**Table 4 Scheme rankings for the countries reviewed**

	Austria	Belgium	Denmark	Finland	France	Germany	Netherlands	Norway	Sweden	United Kingdom
<b>Aim</b>										
<b>Stakeholder Involvement</b>										
<b>Communication</b>										
<b>Monitoring</b>										
<b>Training</b>										

	Excellent
	Good
	Medium

## Ranking of the Criteria

The rankings achieved for the Criteria development process for all ten countries reviewed are summarised in Table 5. More categories are in evidence here, reflecting the greater ease with which these aspects can be ranked.

All countries reviewed here aim to achieve criteria development in less than a year, and eight out of ten achieve criteria development in approximately 6 months. Criteria development in Austria, Belgium and France takes approximately one year currently and this was ranked as Good, while other countries where development required under six months received an Excellent ranking. However this is a reflection only of time required and not the value of the final system.

In terms of the evidence base all ten countries reviewed cite the use of LCA data when and where available:

- Austria uses LCA and LCC where available
- Belgium has the provision of LCC analysis in the NAP and performs market analysis to establish availability
- Denmark uses a life cycle approach, LCA experts and market analysis
- Finland uses LCA data when available, as well as market analysis and feedback from previous similar criteria
- France uses LCA data from ADEME
- Germany always uses LCA data presumably originating from the Blue Angel Ecolabel development process
- the Netherlands uses LCA where available but also places value on national priorities and 'common sense'
- Norway uses LCA where available to identify hot spots as well as literature searches
- Sweden uses LCA information as well as market analysis and environmental review
- the UK's system makes use of LCA data, cost-benefit analysis and market analysis.

None of the ten countries reviewed here undertakes their own primary LCA research or creation themselves; very little primary research is undertaken, although a number of countries do generate their own market analysis in anticipation of the introduction of a product group, these include Belgium, Denmark, Finland, Sweden and the United Kingdom which correspondingly have received the ranking of Excellent. In addition to LCA information, or in its place if it is unavailable ecolabels are used as the evidence base, with only France and the United Kingdom not mentioning that these were specifically referred to.

In terms of the evidence used to create GPP criteria, using LCA data where it is available together with current ecolabels is best practice, as recorded here.

Stakeholder involvement was identified as fundamental to success and all ten countries reviewed here make considerable efforts to involve all interested parties, from the procurement side, the supplier side, as well as NGOs and trade associations. Austria, Belgium, Denmark, the Netherlands, Norway, Sweden and the UK were all ranked as Excellent as stakeholder involvement was reported as being more formalised in these countries, with greater accountability of stakeholder contributions. In Sweden, the Netherlands and Norway working groups are formed in the public domain, in Austria extensive workshops were held, while in the UK and Belgium wide consultations were held. In Finland the process is very similar, but a wide public consultation process does not appear to be undertaken, while in Germany the process is less formal, as the Blue Angel Ecolabel is relied upon and this involves a formal consultation process. In France the product groups that have GEM guides produced for them had good level of stakeholder consultation, while the Etat Exemple product groups had considerably less stakeholder consultation. An overview of this area demonstrates the shift of focus away from procurers in isolation and a greater consideration of the supplier network as well.

Communication of criteria is performed in all ten countries reviewed here through a website targeted towards public procurers. In addition to this all ten countries use further methods of communication, with some of the widespread ones being newsletters and targeted emails to professional networks created for the purpose. Some countries such as Belgium use these extended methods to promote GPP in general rather than the criteria specifically, while Denmark has a very large focus on

dissemination through existing networks. The Netherlands and Sweden go further with both hosting open public meetings and conferences. Finland was ranked low due to the criteria being available through a subscription website only. Most information is focused on informing the procurers and where this assists suppliers and trade associations this is a benefit. Information targeted directly at supplier networks was not identified. In general communication of criteria is performed to a higher degree than communication relating to the Scheme. This is likely a reflection of the higher value placed on criteria dissemination over dissemination of scheme specific information.

National schemes that reported uptake levels of greater than 50% were ranked as Excellent (using information from national monitoring where this is available or relying on the EU level assessment where this was not<sup>17</sup>). This includes Austria, Denmark, the Netherlands, Norway, Sweden and the United Kingdom. Uptake as monitored by most national schemes is an assessment of the proportion of procurement that contains environmental criteria as a whole, rather than procurement agreements that specifically contain the nationally created criteria.

Verification focuses on the ease of verification identification and is a reflection of the level of guidance provided to the procurer and the range of verification systems accepted. Where there was a focus on making verification easy, with clear suggestions given as to how this might be achieved or where a procurer might identify the information, such criteria were ranked as Excellent. Of the ten countries reviewed here Austria, Denmark, Germany, the Netherlands, Norway and Sweden all achieved this ranking as all provide guidance with the criteria directing procurers to examples of compliance verification. The United Kingdom provides this for some criteria while Belgium provides this for basic criteria. Finland does provide guidance with the criteria, but due to the limited access to the criteria the ease of understanding compliance and verification was felt to be hindered. All of the countries reviewed here refer procurers to ecolabels where these gave the necessary compliance. When this is not appropriate procurers are referred to alternative means of proof, such as independent testing, in house testing, supplier declarations, etc.

Ambition of the criteria seeks to identify how easily a procurer can incorporate ambitious criteria, so is a reflection of the level of criteria requirements as well as whether mandatory core elements are included, with additional voluntary elements that can be added. A number of countries offer more than one level of criteria, be that basic and extended (Austria, UK); basic, medium and extended level (Belgium, Sweden) or basic and award criteria (Netherlands). Meanwhile Denmark, Finland, France, Germany and Norway have a single level of criteria.

Use of GPP/SPP is politically mandatory in Austria, Belgium, Denmark, the Netherlands, Norway, Sweden and the United Kingdom. In each of these countries there is a requirement for environmental considerations to be taken into account, rather than the requirement that a procurer must use specific national criteria. However, both Austria and the United Kingdom specify that a minimum level must be achieved. Use of GPP is also politically mandatory at the national level in Germany for wood and wood products, and the use of LCC is mandatory.

Meanwhile in Finland GPP/SPP is voluntary, and in France use of GPP/SPP is not mandatory but there are strong incentives in place for its contribution towards achieving targets.

All countries that were reviewed and presented use of the criteria as mandatory also acknowledged use was not policed.

The exploration of the scope of criteria revealed that all ten of the countries reviewed here consider a range of environmental impacts that might result from the product group. In addition a growing number of these countries are considering expanding the area to include aspects such as social criteria, the Netherlands has already developed criteria, and intend to use these in 2010, while Austria and Norway are developing their own criteria. Other countries may incorporate social criteria if it is contained within the relevant ecolabel (Belgium, Denmark) or in the future (Germany). France includes national social aspects in general, while the UK has introduced social criteria for timber.

In terms of the environmental criteria, Austria only includes those aspects that are easy to verify, while Belgium put such aspects into the higher (advanced) level of criteria. Denmark, the Netherlands and the United Kingdom cite limiting the number of criteria for a product group to cover the environmental aspects considered to be key.

Table 5 Criteria rankings for the countries reviewed

	Austria	Belgium	Denmark	Finland	France	Germany	Netherlands	Norway	Sweden	United Kingdom
Time to Develop Criteria										
Evidence Base										
Stakeholder Involvement										
Communication										
Level of Uptake										
Compliance/ Verification										
Ambition										
Scope of criteria										

	Excellent
	Good
	Medium

It is apparent from this review that each of the ten national GPP/SPP schemes reviewed here are well developed and strong, helping to deliver progress in this area. What is also apparent is that there are differences within the schemes, relatively small though they are, in terms of the approach taken to the process and the level of importance given to different aspects. It is evident that each has its strengths and its success to share.

Appendix 1 shows the combined summaries and assessment for scheme and criteria for each country. This allows greater comparison of the schemes and criteria development.

## 6 The EU GPP Scheme

The European Commission first set out options for integrating environmental considerations into public procurement procedures in its Interpretative Communication of July 2001,<sup>61</sup> detailing how environmental and social concerns may be taken into account at each separate stage of the contract award procedure. In 2002 the 6th EAP<sup>62</sup> of the European Community 2002–2012 identified public procurement as an area with considerable potential for “greening” the market through public purchasers using environmental performance as one of their purchase criteria.

The Communication on Integrated Product Policy was adopted in June 2003<sup>63</sup> and, for public consumers, underlines the importance of GPP and the need to extend GPP in the EU. It called on Member States to develop National Action Plans for greening their public procurement, asked the European Commission to prepare a practical handbook for use by public authorities (Handbook on Environmental Public Procurement) and a Product Group Database. New public procurement directives adopted on 31 March 2004<sup>64</sup> consolidated the legal framework of GPP.

The European Commission’s Communication ‘Public Procurement for a Better Environment’<sup>65</sup> was published as part of the Sustainable Consumption and Production and Sustainable Industrial Policy Action Plan (SCP/SIP AP) package in July 2008.<sup>66</sup> The objective was to provide guidance on reducing the environmental impact of public sector consumption and to use GPP to stimulate innovation in environmental technologies, products and services. Its specific objectives were to support a process for setting common GPP criteria; to provide more information on the life-cycle costing of products; to give legal and operational guidance; and to provide political support in the form of a target linked to indicators and future monitoring. The Communication explained in detail why GPP should be used throughout the EU. It recognised the benefits of implementing policies to support the uptake of GPP and set out criteria for ten priority product groups and services.

The EU 2020 Strategy (March 2010) specifically calls for greater uptake of GPP, and GPP is now specifically mentioned in many other EU policy documents.

### Motivation

The key motivation driving the EU scheme is to provide guidance on how to reduce the environmental impact caused by public sector consumption and to use GPP to stimulate innovation in environmental technologies, products and services.

The EU recognises that a more sustainable use of natural resources and raw materials would benefit the environment as well as the overall economy, creating opportunities for emerging ‘green’ economies. Such a shift could also boost the competitiveness of European industry by stimulating innovation in eco-technologies and promoting eco-industries. Public procurement can shape production and consumption trends and a significant demand from public authorities for “greener” goods will encourage markets for environmentally friendly products and services.

In the Communication Public Procurement for a better environment the European Commission proposed that by the year 2010 50% of all tendering procedures should be green in all Member States, where ‘green’ means compliant with endorsed common core GPP criteria. To facilitate this, the GPP guidance toolkit was developed.

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<sup>61</sup> European Commission interpretative communication of 4 July 2001 on the Community law applicable to public procurement and the possibilities for integrating environmental considerations into public procurement (COM(2002) 274 final).

<sup>62</sup> Decision No. 1600/2002/EC of the European Parliament and of the Council of 22 July 2002 laying down the Sixth Community Environmental Action Programme, OJ L 242, 10.9.2002, pp. 1–15.

<sup>63</sup> [http://eur-lex.europa.eu/LexUriServ/site/en/com/2003/com2003\\_0302en01.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/com/2003/com2003_0302en01.pdf)

<sup>64</sup> Directives 2004/17/EC of the European Parliament and of the Council of 31 March 2004 coordinating the procurement procedures of entities operating in the water, energy, transport and postal services sectors OJ L 134, 30.4.2004, and Directive 2004/18/EC 18 of the European Parliament and of the Council of 31 March 2004 on the coordination of procedures for the award of public works contracts, public supply contracts and public service contracts OJ L 134, 30.4.2004.

<sup>65</sup> Public procurement for a better environment, Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, 16.7.2008, COM(2008) 400 final.

<sup>66</sup> [http://ec.europa.eu/environment/eussd/pdf/com\\_2008\\_397.pdf](http://ec.europa.eu/environment/eussd/pdf/com_2008_397.pdf)

**Criteria**

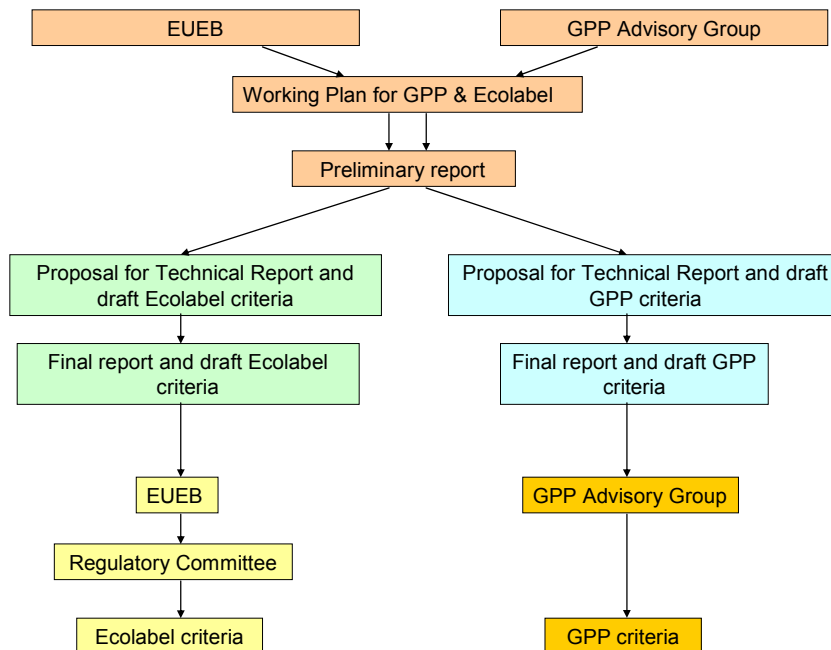
The GPP criteria are based on data from the evidence base of existing ecolabel criteria and information from industrial, civil and Member State stakeholders. This evidence base uses available scientific information and data, adopts a life-cycle approach and engages stakeholders who discuss issues and develop consensus. The GPP process provides stakeholders (Member States' GPP experts, NGOs, SMEs, researchers, industry and business representatives) with the opportunity to comment on the background studies and draft GPP criteria at several stages of the process. Two external and internal consultations for GPP criteria development were held during the last round of development.

In April 2010 a new procedure for GPP criteria development was proposed in order to make the criteria development process more transparent and participatory, and to enhance synergies among different product-related policy instruments such as GPP, Ecodesign, EU Ecolabel and Energy labelling. This new approach anticipates developing one single technical evidence base from which the criteria for different policy instruments can be derived.

The core criteria are designed to allow easy application of GPP, focussing on the key areas of environmental performance of a product and aimed at keeping administrative costs for companies to a minimum. The "comprehensive" GPP criteria take into account more aspects or higher levels of environmental performance, for use by authorities that want to go further in supporting environmental and innovation goals.

The new procedure for developing GPP criteria at a European level is shown in Figure 6 and described below.<sup>67</sup>

**Figure 6 Procedure for the development and revision of GPP criteria**



The informal GPP Advisory Group (AG) acts as a consultative body to the Commission developing GPP criteria. It is composed of one representative from each Member State together with five

<sup>67</sup> These revisions were in part based on the findings and recommendations produced in the Phase 1 Draft Report for the Assessment and Comparison of National Green and Sustainable Public Procurement Criteria and Underlying Schemes, released to the Commission in April 2010.

representatives from other stakeholders (i.e. civil society, industry, SMEs, public procurement and local authority).

A work plan for both Ecolabel and GPP criteria has been drawn up for 2010 and 2011 to prioritise the product and service groups, with consultation of the EUEB (the European Union Ecolabelling Board) and the GPP AG. Once prioritisation is established, work will commence on addressing a particular product group. A Preliminary Report for a product group will usually contain:

- Quantitative indication of the potential environmental benefits related to the product group.
- Reasoning for the choice and scope of the product group.
- Analysis of other environmental labels' criteria.
- Current laws and ongoing legislative initiatives related to the product group sector.
- Analysis of the possibilities of substitution of hazardous substances by safer substances.
- Intra-community market data for the sector, including volumes and turnover.
- Current and future potential for market readability and viability.
- Extent and overall relevance of the environmental impacts associated with the product group, based on new or existing life cycle assessment studies.
- References of data and information collected and used for issuing the report.

Each preliminary report will be available on the EC's dedicated websites (GPP, EU Ecolabel, IPTS/JRC) during the development of the criteria. This will be followed by a Technical Report (Background Report), which will support the proposal for draft GPP criteria and will include:

- Availability of different environmental alternatives on the market, and key technological challenges and current trends for industry.
- An estimation of the size of the public procurement market for the product group, evaluation of the costs involved and identification of methods to calculate the life cycle costs.
- Issues relating to verifying compliance with environmental demands.
- The scientific explanations of each requirement and criterion.
- A quantitative indication of the overall environmental performance that the criteria are expected to achieve in their totality, when compared to that of the average products on the market.
- An estimation of the expected environmental/economic/social impacts of the criteria as a whole.

Draft GPP criteria (Product Sheet) shall be established, and published together with the Technical Report.

The overall intention of the GPP criteria is that they will:

- Be easy to use, with simple and complete requirements. The criteria will take into account the different stages of the tendering procedure.
- Be broken down to "core" and to "comprehensive" criteria.
- Have the verification method clearly identified.
- Be fully compliant with public procurement legislation, in particular with Directives 2004/17/EC and 2001/18/EC.

The criteria will also:

- Take into consideration the net environmental balance between the environmental benefits and burdens, including health and safety aspects; where appropriate, social and ethical aspects will be considered, e.g. by making reference to related international conventions and agreements such as relevant ILO standards and codes of conduct.
- Be based on the most significant environmental impacts of the product, be expressed as far as reasonably possible via technical key environmental performance indicators of the product, and be easily verifiable.
- Be based on sound data and information, representative as far as possible of the entire EU market.
- Be based on life cycle data and quantitative environmental impacts, where applicable in compliance with the European Reference Life Cycle Data Systems (ELCD).
- Take into consideration the views of all interested parties involved in the consultation process.
- Guarantee harmonisation with existing legislation applicable to the product group when considering definitions, test methods and technical and administrative documentation.
- Take into account relevant EU policies and work done on other related product groups.

The Technical Report and Draft Criteria will be made available for public consultation on the EC's dedicated websites for a period of two months.<sup>68</sup> Two open working group meetings will be held to which all interested parties are invited. Any subsequent proposals for draft criteria will be made available at least one month before subsequent meetings, with the reasoning behind any changes being fully explained.

From this the Final Report and Draft GPP Criteria are produced and submitted to the GPP AG for comments. Any observations received on the Final Report are taken into consideration, as appropriate. Inter-service consultation is performed alongside the GPP development process. The GPP criteria and Final Report will be subsequently published as a European Commission staff working document.

Where a technical adaptation of the criteria or a non-substantial revision of the criteria is necessary, a shortened revision procedure can be applied through directly consulting the GPP AG with revised GPP criteria.

An alternative is that GPP criteria development could be led by another competent body and in such a case they would need to follow a very similar procedure to that outlined above.

### Monitoring and Level of Uptake

The Commission has conducted a number of studies over the last ten years to ascertain the levels of GPP across Europe. These studies include:

- Survey the State of Play of Green Public Procurement in the European Union, 2003.<sup>69</sup>
- Green Public Procurement in Europe, TAKE-5, 2006.<sup>70</sup>
- Study on the collection of statistical information on GPP, 2008.<sup>17</sup>

The last of these studies produced the following outputs:

- A methodology for measuring quantitative levels of GPP (value and number of "green" contracts as compared to value and number of non "green" contracts).
- A methodology for measuring the CO<sub>2</sub> and financial impact of GPP.
- Results on the level of GPP in the seven best performing Member States based on an implementation of the developed methodologies in these Member States.

The EU Commission will undertake a further monitoring exercise in 2011, which will encompass all Member States.

### Communication and Training

The EU has a toolkit for use by public purchasers and GPP trainers.<sup>71</sup> The GPP toolkit consists of three independent modules, each designed to overcome a specific problem identified as a barrier to the uptake of GPP within a public organisation:

- A strategic module which seeks to increase political support for GPP amongst decision makers within an organisation or a country.
- A legal module which seeks to clarify legal issues and describes how to introduce environmental criteria at different procurement stages.
- An operational module aimed at purchasing officers responsible for the preparation of tender documents. This includes concrete examples of environmental criteria for a number of product and service groups, for use in public tendering procedures.

In 2010 DG ENV reorganized the GPP website, such that it now contains comprehensive information on international, European and national GPP policies, guidelines and legislation. A new Helpdesk for GPP was launched in January 2010, with its main aim to promote and disseminate information about GPP and to provide timely and accurate answers to stakeholders' enquiries. Stakeholders can send their questions by email to [gpp@biois.com](mailto:gpp@biois.com). In addition the monthly GPP News-Alert is produced with

<sup>68</sup> [http://ec.europa.eu/civil\\_society/consultation\\_standards/index\\_en.htm](http://ec.europa.eu/civil_society/consultation_standards/index_en.htm)

<sup>69</sup> Study contract to survey the state of play of green public procurement in the European Union, Final Report, July 2003, <http://ec.europa.eu/environment/gpp/pdf/iceisstudy.pdf>

<sup>70</sup> Bouwer M, Jonk M, Berman T, Bersani R, Lusser H, Nappa V, Nissinen A, Parikka K, Szuppinger P and Viganò C, 2006. Green Public Procurement in Europe 2006 – Conclusions and recommendations. Virage Milieu & Management bv, Korte Spaarne 31, 2011 AJ Haarlem, the Netherlands. [http://ec.europa.eu/environment/gpp/pdf/take\\_5.pdf](http://ec.europa.eu/environment/gpp/pdf/take_5.pdf)

<sup>71</sup> EU GPP Training website: [http://ec.europa.eu/environment/gpp/index\\_en.htm](http://ec.europa.eu/environment/gpp/index_en.htm).

collected GPP examples; a new list of frequently asked questions is available and is updated regularly.

The European Commission has published a handbook *Buying Green! – A Handbook on Environmental Public Procurement* which explains how environmental considerations can be integrated into public procurement procedures and clarifies the legal position of integrating environmental considerations into a tender's subject matter, technical specifications, selection and award criteria and contract performance clauses.

The EU has completed an 18 month programme where the ITC-ILO carried out a series of GPP National Conferences in 19 Member States, between October 2009 and July 2010.<sup>72</sup> The aim was to bring together and promote dialogue between procurers, suppliers, trade organisations, policy makers, academics, NGOs and experts within GPP. In addition a training programme provided extensive training across two sessions for 40 participants from 19 Member States.

### **Barriers**

The following obstacles that limit the uptake of green and sustainable public procurement have been identified:

- Perception of financial burden: Higher initial investments and tight budgets are often the first hurdle. There is also insufficient information on the life cycle costs of products and the relative costs of environmentally friendly products and services. Preparation of the Cost/Benefit Analysis of green products and services needs to be promoted.
- A lack of knowledge about the environment and how to use environmental criteria: There is a low awareness of the benefits of environmentally friendly products and services, and some uncertainty remains about the legal options to include environmental criteria within tender documents.
- Lack of management support: Public officials often demonstrate low awareness of the importance of GPP. Without a dedicated strategic focus, estimates of future procurement needs and an organisational policy that strongly promotes GPP, in terms of time and money, the integration of environmental aspects will remain inadequate.
- Lack of practical tools and information: Communicating, disseminating and coordinating the exchange of best practice are extremely important if a country is to increase its GPP quotient.
- Lack of training: Public administrations in general and the relevant purchasing officers in particular often lack the technical and legal expertise to apply green/sustainable procurement standards. Cooperation across departments and the consultation of external experts is therefore a crucial success factor.

### **Lessons Learnt**

The EU GPP team have identified a number of lessons that have been learnt during work in this area.






- A greater number of established environmental criteria for specific products, services and works are needed.
- The time taken to develop criteria is lengthy, and should be reduced.
- The lack of insufficient independent LCA data is a significant hindrance.

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<sup>72</sup> <http://gpp.itcilo.org/index.php?id=163>





## Overall assessment

### Scheme

Characteristics	Ranking	
<b>Aim</b>		<ul style="list-style-type: none"> <li>The aim clearly states the contribution towards the protection of the environment, stimulation of innovation in environmental technologies, products and services.</li> <li>The target audience is public procurers in all MS at all levels (national, regional, local).</li> <li>Target at EU level: 50% of all tendering procedures should be 'green' by 2010 in MS.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>The GPP process involves external and internal stakeholders in agreeing the work plan and with the opportunity to comment on background studies and draft criteria at several stages.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Variety of communication methods used to raise awareness of the scheme, including newsletters / publications, events, presentations on GPP, website, meetings and generally available helpdesk.</li> </ul>
<b>Monitoring</b>		<ul style="list-style-type: none"> <li>Annual updating of National Action Plans (NAPs).</li> <li>Monitoring of implementation of GPP in all Member States in 2011.</li> <li>The study "Collection of statistical information on GPP in the EU" developed and implemented a methodology for measuring GPP in Europe with results on GPP in 7 Member States.</li> </ul>
<b>Training</b>		<ul style="list-style-type: none"> <li>Distance and face-to-face training provided for 40 national GPP policy and procurement experts in 19 Member States in 2009-2010.</li> <li>National conferences in 19 MS attended by more than 2,000 delegates (2009-10).</li> </ul>

### Criteria

Characteristics	Ranking	
<b>Time to Develop Criteria</b>		<ul style="list-style-type: none"> <li>Full criteria development process takes one to two years.</li> </ul>
<b>Evidence Base</b>		<ul style="list-style-type: none"> <li>Criteria are based on existing ecolabel criteria, LCAs, standards and legislation and information from industry, civil society and MS, hence the evidence base uses available scientific information and data, adopts a life-cycle approach and engages stakeholders.</li> <li>Market information is included in the background document.</li> </ul>
<b>Stakeholder Involvement</b>		<ul style="list-style-type: none"> <li>Criteria are developed and decisions taken via cooperation with MS and relevant stakeholders, including NGO, SMEs and business representatives.</li> <li>Meetings of national GPP experts working group held regularly.</li> <li>New approach to criteria development has at least two public working group meetings and uses the informal GPP AG.</li> </ul>
<b>Communication</b>		<ul style="list-style-type: none"> <li>Criteria available through website, GPP toolkit, available in all EU languages.</li> <li>New criteria communicated through information networks, procurement platforms, newsletters and events.</li> </ul>

		<ul style="list-style-type: none"> <li>• Buying Green! Handbook available in all languages.</li> </ul>
<b>Level of Uptake</b>		<ul style="list-style-type: none"> <li>• EU proposes 50% level of GPP uptake in MS by 2010.</li> <li>• The 2009 study demonstrated that 7 EU MS (UK, Denmark, Finland, the Netherlands, Austria, Denmark and Sweden) had 45% total value and 55% total number of contracts as green in 2006/07 where 'green' means compliant with endorsed common core GPP criteria.</li> <li>• The European Commission also uses GPP in some of own its tendering procedures.</li> </ul>
<b>Compliance and Verification</b>		<ul style="list-style-type: none"> <li>• Verification and compliance of GPP criteria are achieved through standards (e.g. ISO), EMAS, third party verification, products holding a relevant Type 1 Ecolabel and producer signed declaration. Guidance is given against each criterion</li> <li>• Any other equivalent means of proof has to be accepted.</li> </ul>
<b>Ambition</b>		<ul style="list-style-type: none"> <li>• GPP criteria for 18 product/service groups.</li> <li>• Core and comprehensive criteria are available.</li> <li>• GPP criteria are voluntary, with a target at EU level: of 50% of all tendering procedures should be 'green' by 2010</li> <li>• New approach aiming for harmonisation of different instruments (GPP, EU Ecolabel, EcoDesign, Energy Label).</li> </ul>
<b>Scope of Criteria</b>		<ul style="list-style-type: none"> <li>• Focus on key environmental impacts, for example reduction of CO2 emissions and other pollutants, energy efficiency, use of RES, waste and water management, hazardous substances, sustainable use of natural resources and renewable raw materials etc.</li> <li>• No social criteria.</li> </ul>

## 7 Recommendations for a Harmonised EU GPP Scheme

Following on from the above analysis and assessment stage, it is possible to use this information to develop recommendations to update the EU GPP framework with general conditions for the setting of future criteria. The award of “Excellent” has been used to guide the recommendations outlined below, however we have worked to incorporate all the elements that have been identified as important throughout this process.

In general, no outstanding differences have been observed between the ten national approaches, or with the EU GPP scheme. The above review reveals that the national schemes are very similar to each other, all developed with the intention of reducing the impact of public procurement, all incorporating strong elements of stakeholder consultation, utilising up to date evidence base and incorporating continual update as leading practice and knowledge advances.

Therefore it has not been necessary to develop a new framework for the EU GPP scheme, but rather a number of recommendations for update are proposed. Some of these aspects already form part of the scheme, such as utilising a strong scientific evidence base and stakeholder consultation, but it is worth reiterating such elements as they should be strengthened where possible. Other recommendations introduce other important areas such as the introduction of considering social aspects of all product groups where possible and the recognition that GPP criteria should not be developed for product groups that are undergoing significant policy review and update elsewhere in the EC.

As well as the above review, we have also relied on our experience gained from developing the second set of ten product groups for the EU GPP Criteria, and the knowledge from many years working within ecolabelling in Europe to be sure that each of the recommendations are practical and applicable within the GPP context.

This assessment has enabled the proposed recommendations detailed below, to be formed to update the EU framework for setting criteria. The recommended framework comprises two parts; the Scheme and the Criteria. It puts forward for each part, characteristics that have demonstrably worked well in national schemes and ought to be considered for inclusion in an updated EU scheme.

### Recommended Framework Conditions

#### Scheme

<b>Framework Requirement 1</b>
<b>The Stated overall aim for the Scheme should be clear and directly linked to EU policy</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• Clear description of the aim of GPP in the EU.</li> <li>• It is clearly set out how GPP links to other related policies and legislation such as EcoDesign and EcoLabelling, and a description of how these are to be integrated, to ensure that all aspects and implications are covered.</li> <li>• GPP policy should be linked with environmental, social and trade policies where possible.</li> <li>• The aim needs to be reviewed and updated in light of any policy changes. We recommend this review is undertaken on an annual basis.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• At present there are a number of European Commission policies, Energy Labelling, EcoDesign, EcoLabelling, that have the potential to overlap. This can make the area</li> </ul>

confusing for procurers and other stakeholders. Working to keep the stated aim of the EU GPP Scheme as clear as possible and communicating how it integrates with other related policies should help to address this area.

- In order to maintain the relevance of the EU GPP Scheme its aim should be reviewed on a regular basis to ensure that the implications of policy in other areas are fully realised and captured.

The existence of a clearly identified aim with a fully identified target audience assists in the development of widespread understanding of the Scheme, and will likely promote uptake through this increased appreciation of the aims. Currently the integration of EU policy is not always clear, and this allows the audience to delay, while waiting for clarity to be achieved.

Most of the ten countries reviewed here had clear aims that identified who the target audience was, what the aim was and the achievements they wished to reach with the scheme. All focused on reducing the environmental load of public procurement. Many specify that the target audience includes regional and local government as well as national government. Norway and the Netherlands make it clear that health service spending and education spending are included within their schemes, while Denmark specifically works to involve private procurers. The setting of well defined targets ensures that the audience appreciate where they are aiming for.

<b>Framework Requirement 2</b>
<b>An EU GPP Advisory Group should be established, with final responsibility for the development of the EU GPP Scheme and establishment of criteria.</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• Such an Advisory Group should be established including members from DG Environment who should maintain the lead, members from DG Enterprise and other key Departments in the Commission.</li> <li>• The Advisory Group should also contain members from key NGOs, trade associations, ecolabel organisations, Member States and representative procurers.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• The establishment of such a group would facilitate the success of the EU GPP Scheme through working to ensure the aim of the EU GPP Scheme was fully realised at EU and Member State levels. The group would contain key representatives able to highlight potential conflicts and work to resolve them as part of a continual process in a timely manner, rather than on an adhoc basis.</li> <li>• The Group would also be responsible for providing the final decision when conflicting interests occur, for example during the criteria development process, and for ensuring that the overall requirements are in line with the aim of the Scheme.</li> </ul>

The introduction of a formalised internal consultation within the EU and involving relevant commission departments during significant periods of change or policy update affecting the EU green procurement scheme would minimise overlap and difficulties later on, and hence the development of such a system is recommended. This would be equivalent to the consultation period many countries have recently undergone while developing their NAP.

Many of the countries reviewed stated that early and open consultation with stakeholders was key, and such an Advisory Group would ensure this was standard and open practice.

<b>Framework Requirement 3</b>
<b>Prioritisation and selection of products/services/works should be evidence based and a transparent process.</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• Prioritisation must be based on evidence about the state of the technology, the current markets and market availability, environmental and social impacts and the amount of public sector spend (in no particular order) for a specific product group.</li> <li>• The prioritisation process must be a transparent process, conducted in the public arena.</li> <li>• There must be scope, technically, financially and politically for the application of GPP specifications to deliver real improvement. The potential benefit must be balanced against the ease of implementation.</li> <li>• Prioritisation must take into account the views and related work occurring at all relevant internal stakeholders (other DGs and National Government Departments) during the prioritisation process, as well as key industry stakeholders.</li> <li>• Criteria should not be developed for products/services/works where significant legislation developments or policy updates are occurring or planned for the near future.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• The justification for the inclusion of products, works or services within a GPP scheme can be a contentious issue. Working to make the process of prioritisation a more transparent process, with the evidence in the public domain, including information about the potential scope to achieve change as well as public consultation on this process would demonstrate the clear rationale for intervention. This will set the agenda for progress more clearly and facilitate cooperation as the process is underway.</li> <li>• The scope available for improvements should be clearly justified, and must take into account the balance necessary between demanding requirements and verification. It would be inadvisable to try and maximise environmental benefit if doing so simply makes implementation problematic.</li> <li>• Although a product may have significant potential to deliver improvements, if policy developments are occurring elsewhere at the European level that would impact on it, then development of GPP should be delayed. Greater clarity and value would be achieved by the GPP criteria if they are able to be developed whilst taking into account the latest legislation or policy decisions.</li> </ul>

Achieving a transparent prioritisation process would involve considerable stakeholder involvement and communication, but would generate the benefit of buy in for product groups from a wide range of stakeholders including trade associations, key suppliers and other EU Departments within the Commission at the outset. Such efforts at the beginning of the process will deliver benefits at the criteria development stage and consultation phases, as support would already have been achieved.

Working to recognise whether the potential benefit of a product group could be realised, that balance is achieved between this and the ease of implementation of the criteria associated with it is a practical approach. For example, the development of criteria for construction products within GPP2 coincided with the development of CEN TC350 and 351, and resulted in many delays and discussions.

These challenges should be explored through stakeholder involvement during the product group identification stage, and a method to resolve issues such as development of policy at other DGs identified at this early point. Stakeholders would be able to highlight market or technical reasons for not including a product group in GPP, or delaying its introduction for a set period of time.

Examples of wide ranging consultation at the outset include the development of the Austrian scheme which involved 11 workshops with 250 stakeholders from a range of organisations including ministries, regional and local government, business and technical experts. The programme was then publicly consulted on, with the majority of further responses from businesses. Similarly the Norwegian scheme used a procurement panel consisting of public procurers and representatives from environmental organisations, ecolabelling and suppliers to develop its action plan while the UK has used a

permanent business dominated Task Force to lead in this area which provided continued input. Sweden also has excellent stakeholder involvement, utilising stake holder engagement at the prioritisation stage as well as open stakeholder meetings and working groups during product group criteria development.

Prioritisation of product groups is achieved in Austria, Denmark and Finland to name a few, through consideration of the level of public spend in the area and the environmental impact of the product.

<b>Framework Requirement 4</b>
<b>Early dialogue with external stakeholders is essential.</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• This must be an integral part of the process and should include stakeholders from the business arena including suppliers of the product group in question and procurers of the product group. In addition interested government parties should be consulted.</li> <li>• Stakeholder involvement should be part of the prioritisation process, the criteria development and the criteria revision.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• Greater stakeholder consultation early on helps to share knowledge and through this has the potential to reduce conflict and delay at later stages.</li> </ul>

<b>Framework Requirement 5</b>
<b>Information must be made available at the outset concerning the overall development timetable and specifically the external consultation process</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• This timetable information should encompass the following: <ul style="list-style-type: none"> <li>○ When the external consultation will occur.</li> <li>○ Publicity for the consultation including identification of contact points.</li> <li>○ Who will be consulted, the method of consultation and how interested parties should both express their interest at becoming involved and how to submit their comments.</li> <li>○ The roles of the external consultees and how the information and contributions provided will be used. It should be made clear which aspects are fixed, and which are being consulted upon.</li> <li>○ The number of revisions that will occur and approximately when.</li> </ul> </li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• Establishing a clear timetable from the outset that identifies the stages of the process that will be undertaken and the timeframe in which this will occur will ensure participants and stakeholder feel informed and part of the process.</li> <li>• Such arrangements should also serve to encourage timely responses, for example from stakeholders, as they will understand their role in advance and the timetable expected of them. This will in turn help the development process as feedback will be gathered together and can be incorporated in clear stages of update.</li> </ul>

Ensuring buy-in from all stakeholders, including crucially the business sector and key suppliers, was highlighted by most countries as a key element that needed to be an integral part of the process.

A number of countries have detailed process and instruction information available from the outset and this serves to involve stakeholders from the outset and manage their expectations of what can be achieved. The Dutch scheme is a good example of this process. It publishes an announcement that there will be a public meeting held to discuss criteria development for a specific product and invites stakeholders to attend this meeting. At the meeting a workgroup is formed, which the stakeholders can

join, and a timetable is set for the development of the criteria by the workgroup. The output is then published online and emailed to stakeholders for a further set period of consultation. Updates are made and the criteria finalised.

Other countries that use a similar two stage public consultation approach include Denmark and Finland. We recommend exploration of this formalised approach to stakeholder engagement.

<b>Framework Requirement 6</b>
<b>A continuous training programme and supporting information should be a key element of the GPP Scheme</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• A programme of GPP training events and workshops should be a continual theme, with intensive 'train the trainer' events encouraged.</li> <li>• Such training will need to evolve over time to respond to the changing knowledge and needs of the stakeholders involved.</li> <li>• Such support and information should take a wide range of methods to ensure as full coverage as possible.</li> <li>• This should include ongoing support, which may comprise of an up to date web site, newsletters, email based advice and telephone based advice which should be made available to both procurers and suppliers.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• While many of the countries reviewed here run their own training programmes and distribute high levels of information, such Member States are the front runners. There are other Member States where knowledge is less advanced and a considerable contribution can be made by the European Scheme.</li> <li>• Many of the communication methods recommended are already available through the EU GPP Scheme's current communication methods. A large focus should remain on public information and dissemination as more and more organisations and procurers become aware of the opportunities this presents.</li> </ul>

Continuing to support procurers throughout guarantees that knowledge continues to build and more informed decisions will be made. The EU GPP scheme has recently introduced a helpline to provide guidance on GPP criteria and policy in general, and has a programme of training events across Europe that completed in mid-2010. Its website contains considerable information, and notification of events and the latest developments in the area at a European level.

Such support and dissemination of information should be maintained. Many countries individually maintain good systems of communication for procurers such as the UK who maintain a website, run stakeholder events, and have established procurement professionals' networks and newsletters, while in Denmark the main focus of the NAP is information dissemination and networking.

A number of countries have telephone and email based help lines that are available for procurers and suppliers. The support of suppliers is an important recent development as it introduces a more united approach to improving the innovation involved and quality of goods and services procured.

## Criteria

<b>Framework Requirement 7</b>
<b>The criteria must be developed from lifecycle based thinking</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• Use recent, scientific, independent Life Cycle Analysis (LCA) evidence where this is available.</li> <li>• Make use of Life Cycle Cost (LCC) and Cost Benefit Analysis (CBA) where it exists.</li> <li>• Supplement this information using market reports, other studies and ecolabel information.</li> <li>• All information used must be recent, with respect to the rate of evolution of the product group.</li> <li>• Where the evidence base is not up to date, consider the extent to which gaps could be filled in consultation with stakeholders or as an alternative commission the relevant research.</li> <li>• E<sub>R</sub>P studies should be configured such that they form an evidence base that is shared with GPP.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• This area is very important when establishing the credentials and robustness of the requirements with suppliers. It is therefore important to use up to date independent information that can be relied upon.</li> <li>• Unfortunately such information is not always readily available, and the continued reliance on limited information can undermine the setting of GPP criteria.</li> <li>• The Commission should consider the possibility of commissioning such research to strengthen their case and provide information directly relevant to the European situation. In addition knowledge sharing and transparency of the development of national ecolabels should be encouraged where applicable to strengthen the robustness of the evidence base used to develop GPP criteria.</li> </ul>

<b>Framework Requirement 8</b>
<b>The evidence used for criteria development must be transparent</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• The evidence used for criteria development must be clearly detailed and freely available in the public domain.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• As discussed above the evidence base is a very important area for establishing the credentials and robustness of the requirements, and allowing the information to be debated openly by all parties, rather than debating potentially conflicting information sources.</li> </ul>

All participating countries cite the use of LCA studies where these are already available, but none commission this primary research. LCC is listed by at least three participating countries as being part of their criteria development, and Belgium, Denmark, Finland, Sweden and the United Kingdom perform market research before the introduction of criteria.

In addition to LCA data, which may not always be available, the other significant evidence base for the development of criteria is the use of ecolabels, and the background information that accompanies them, again used by all countries. While this is wide spread, it brings its own challenges as the background information used to develop ecolabel criteria is not always fully disclosed, and this can provide business stakeholders with the belief that the process is not an open and transparent one.

One recommendation is the commissioning of the relevant research where it is lacking from the public domain or is dated for product groups. Another recommendation is that GPP/SPP criteria should be devised at the same time as EU ecolabel criteria. A single study could devise a shared evidence base

servicing both policy instruments rather than the current approach of separate activities. A stakeholder group would assist the work via meetings and electronic communications that handle both aspects simultaneously. The approach ought to provide efficiencies and transparency whilst more clearly forging the link between the EU ecolabel and GPP/SPP.

In addition as the products and services included within the EU GPP scheme expand it is likely that fewer will have a relevant ecolabel evidence base that can be referred to and therefore more primary research may be required.

<b>Framework Requirement 9</b>
<b>The scope of the requirements should be sustainable public procurement, containing relevant environmental criteria, and where possible and relevant, appropriate social criteria</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• The criteria should include mandatory core elements that cover the key impacts and address concerns that can be easily and accurately verified.</li> <li>• Additional elements should address further concerns, or those key concerns that are challenging to verify.</li> <li>• All criteria must be legally acceptable according to EU Directives and policies on public procurement.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• As well as the criteria, clear description of the definitions of the different types of criteria (technical specifications contract clauses, performance criteria, selection criteria, award criteria, mandatory and voluntary, etc) should be made available.</li> </ul>

Expanding the emphasis to encompass all levels of government public procurement, and expanding the remit to incorporate social aspects where they are appropriate would bring the EU in line with developments at the country level (see Table 6 below). Austria, Germany and Norway, are all currently considering the introduction of social considerations, while Belgium, Denmark and the UK have introduced them for a couple of product groups and the Netherlands leads the way having developed a common set of social criteria and a verification standard to be introduced as a contract performance clause. Finland and Sweden do not specify social criteria, although Sweden has conducted a number of studies looking at the benefits of including social aspects in public procurement.

**Table 6 Review of Social Criteria Inclusion**

<b>Country</b>	<b>Degree to which social criteria used</b>
<b>Austria</b>	No social criteria yet. Will be developed in 2010/11
<b>Belgium</b>	Included for some products, based on social norms and presence in ecolabels
<b>Denmark</b>	Includes social issues where these are included within associated eco-labels
<b>Finland</b>	No social criteria
<b>France</b>	Included for some relevant product groups (e.g. equal opportunities, proportion of disabled workers)
<b>Germany</b>	Social criteria may be included in the near future.
<b>Netherlands</b>	Social criteria have been developed and are to be included as contract performance clauses from end of 2010. Criteria is based on social norms and common criteria is specified
<b>Norway</b>	Under development
<b>Sweden</b>	No social criteria, but do have guidance documents for social and ethical procurement
<b>United Kingdom</b>	Social criteria specified for timber product group, as this product group has development/use impacts on developing countries

<b>Framework Requirement 10</b>
<b>The criteria must be easy to use, both for procurement professionals and for suppliers</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• The requirements should be expressed simply and completely. Appropriate background information should be provided explaining why the requirements are as they are.</li> <li>• Verification should be as simple as possible but sufficiently robust such that false claims are deterred: <ul style="list-style-type: none"> <li>○ The verification method is clearly identified against each criteria.</li> <li>○ Verification should encompass the use of existing elements such as EU standards, ecolabels, energy labels, etc where possible.</li> </ul> </li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• As procurement professionals become more knowledgeable and confident with sustainable procurement the focus will shift to making information available to the suppliers and to identifying how improved client-customer relationships can be developed.</li> <li>• Suppliers need to feel confident with the requirements and the verification methods. It is therefore important that any guidance to procurers is also available to suppliers with relevant updates.</li> <li>• Suppliers need to be aware of the GPP criteria requirements in order to ensure the market can provide products that need the necessary specifications and develop new products to advance the specifications further</li> </ul>

This is a key aspect to the success of a particular set of requirements. Ensuring criteria are as easy to use as possible, will positively impact their level of uptake. In addition consideration must be given at this stage to the potential of harmonisation of sustainable public procurement across Europe and how the Scheme at the EU Commission level can best contribute to this.

Finland particularly detailed that ‘suggestions’ (rather than simply the requirements) of how to achieve verification with the tender requirements are given alongside the technical requirements. Although it is essential that procurement law is adhered to, there are steps that can be taken to make the criteria as accessible as possible such as those described from Finland.

Criteria requirements should not be too detailed or over complicated. Inclusion of considerations beyond sustainable procurement can result in complications, for example some criteria documents include health considerations, safety information or ergonomic considerations. All of these will be considered elsewhere in the procurement process, and so although important, their inclusion within sustainable public procurement information is duplication.

A further method of simplification would be the introduction of common criteria for issues that occur regularly across a number of product groups, such as packaging. This is an area of significant interest at the moment within the EU ecolabel as well as some of the sustainable procurement schemes.

**Table 7 Criteria levels and titles**

Country	Basic level	Intermediate level	Top level
Austria	Basic		Ambitious
	Technical specifications, Award criteria, Contract clauses.		
Belgium	Minimum technical specifications		Extended ambition -Optional award criteria
	Technical specifications, Award criteria, Selection and Performance criteria, Special performance clauses.		
Denmark	One level		
	Voluntary guidelines, Procurement agreements, Environmental declarations.		

Country	Basic level	Intermediate level	Top level
Finland	Core		Comprehensive
	Technical specifications, Award criteria.		
France	One level		
	Contract conditions		
Germany	One level		
	Tender recommendations		
Netherlands	Mandatory requirements		Award criteria
	Minimum requirements		
Norway	Basic	Comprehensive	Innovative
	Technical requirements, Award criteria, Contract clauses.		
Sweden	Basic	Advanced	Spearhead
	Selection criteria, Technical specifications, Award criteria, Contract performance clauses.		
United Kingdom	Mandatory		Best practise
	Minimum specifications		
European Commission	Core		Comprehensive
	Technical specifications, Selection criteria, Award criteria, Contract performance clauses		

As demonstrated in Table 7 the majority of countries use two levels of criteria, essentially core and comprehensive. Of those countries that used three levels, there is discussion of reducing this to two levels for simplicity. As discussed for point 1, expanding the remit of the scope of requirements to incorporate social aspects where they are appropriate would bring the EU in line with developments at the country level. Austria, Belgium, Germany, Norway, are all currently considering such an introduction to their schemes, while Belgium, Denmark, the UK and especially the Netherlands have already done so. We recognise that further work is required to develop guidelines for the inclusion of social criteria within the EU GPP scheme.

DG Employment have previously considered the introduction of social criteria in the report Study on the incorporation of Social Considerations in Public Procurement in the EU: Proposed Elements for taking account of the Social Considerations in Public Procurement.<sup>73</sup> This work provides guidance on the use of social criteria.

However several countries, when discussing barriers commented that simplification of EU level criteria would increase the chances of successful harmonisation (Belgium, Austria and the UK). There was concern that this would affect the level of ambition expressed by other countries such as Norway.

Ease of verification should also have an influence on how the criteria is utilised. Where criteria concern key environmental and social aspects and are easy to verify these should be included in the core/mandatory element of the specifications. However where the criteria are more difficult to verify, even if they cover key environmental and social aspects, these criteria could initially be placed in the advanced section. Several countries already take this approach including Belgium and Austria.

As a number of countries would be disappointed with this level of ambition we recommend introducing a time limit that criteria for key environmental and social aspects remain at the advanced level. A time limit of, say five years, could be set, and during this period a method for improving the ease of verification could be developed involving both suppliers and procurers, allowing the area to move forward without disadvantaging the market.

<sup>73</sup> [http://ec.europa.eu/environment/gpp/versus\\_en.htm](http://ec.europa.eu/environment/gpp/versus_en.htm)

<b>Framework Requirement 11</b>
<b>The criteria development process should have clear defined roles for stakeholders and participants</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• Once draft criteria have been established through reviewing the available data a consultation process should be undertaken.</li> <li>• It is recommended that this have two clear stages:             <ol style="list-style-type: none"> <li>1. One round of internal consultation with relevant departments of the European Commission, which is followed by revision of the documents if necessary.</li> <li>2. One round of external public consultation should be undertaken and again comments and information taken into account.</li> </ol> </li> <li>• Both stages of consultation should be facilitated by the EU GPP Advisory Group and where agreement cannot easily be achieved remotely, parties should then come together and reach agreement at a open meeting under the guidance of the EU GPP Advisory Group.</li> <li>• The status of the criteria development process should be made publically available.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• Internal consultation with other Commission Departments is a key step that should be taken to minimise conflicts or clashes that may arise through various Departments having mandates that may appear to be at odds with each other. The identification of any internal issues at this early stage will ensure they can be resolved and revisions made before external consultation is held.</li> <li>• This will ensure the criteria drafted for the external stakeholder engagement will already take into account the positions of the various DGs and should assist the progression of the criteria through Inter Service Consultation and adoption.</li> <li>• The external consultation is aimed at gaining industry and NGO views in order to refine the draft criteria.</li> <li>• It is recommended that the EU GPP Advisory Group take a guiding role in this stage of development. The group could be instrumental in resolving issues and achieving guiding decisions. This would ensure rapid progress is made during both of the consultation phases.</li> </ul>

This point is a formalisation of those made in point 3 as they apply to the criteria development process. It is worth considering the use of a working group for the development process, formed from a facilitated stakeholder meeting. However such an arrangement will be considerably more challenging for the EU than for an individual member state.

Once draft criteria have been developed it is essential that open and accessible consultation occurs, including with other EU Commission departments as well as with the business sector and key suppliers to ensure stakeholder buy-in.

<b>Framework Requirement 12</b>
<b>A clear outline of the stages of the criteria development process should be given, with timetables established for each stage of the process. The whole process should take no longer than 1 year</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• These timescales should be publicised in advance to allow national governments and trade bodies to set aside sufficient time and resource to consult their own stakeholders and respond within the allocated time.</li> <li>• The timetables must be enforced.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• If timetables are not enforced, and are allowed to slip during some stages, the whole</li> </ul>

- process will extend in time and potentially take longer than the recommended year.
- Creating a more formal and regular approach to consultation (in terms of roles and timetables) will mean stakeholders are more aware of the timetables and the opportunities for their input.
  - This will ensure the timely development of criteria.

The development of new criteria takes less than two years in all ten countries reviewed here, and less than one year in four of the countries. In all cases the lengthiest period is taken by the public consultation exercises. This is a recognised challenge, for example, the Dutch were not alone when they responded that:

“Contradicting comments from suppliers during consultation increases the length of time required.”

The setting and advertising of clear timescales at the outset and enforcing these deadlines, combined with the earlier process of stakeholder engagement as recommended in points two and three above, should go some way towards mitigating the delays and requests of stakeholders, delays should be minimised and the process of developing criteria would run more smoothly.

In addition, developing only a few product groups at any one time would reduce the potential impact of one product group on another.

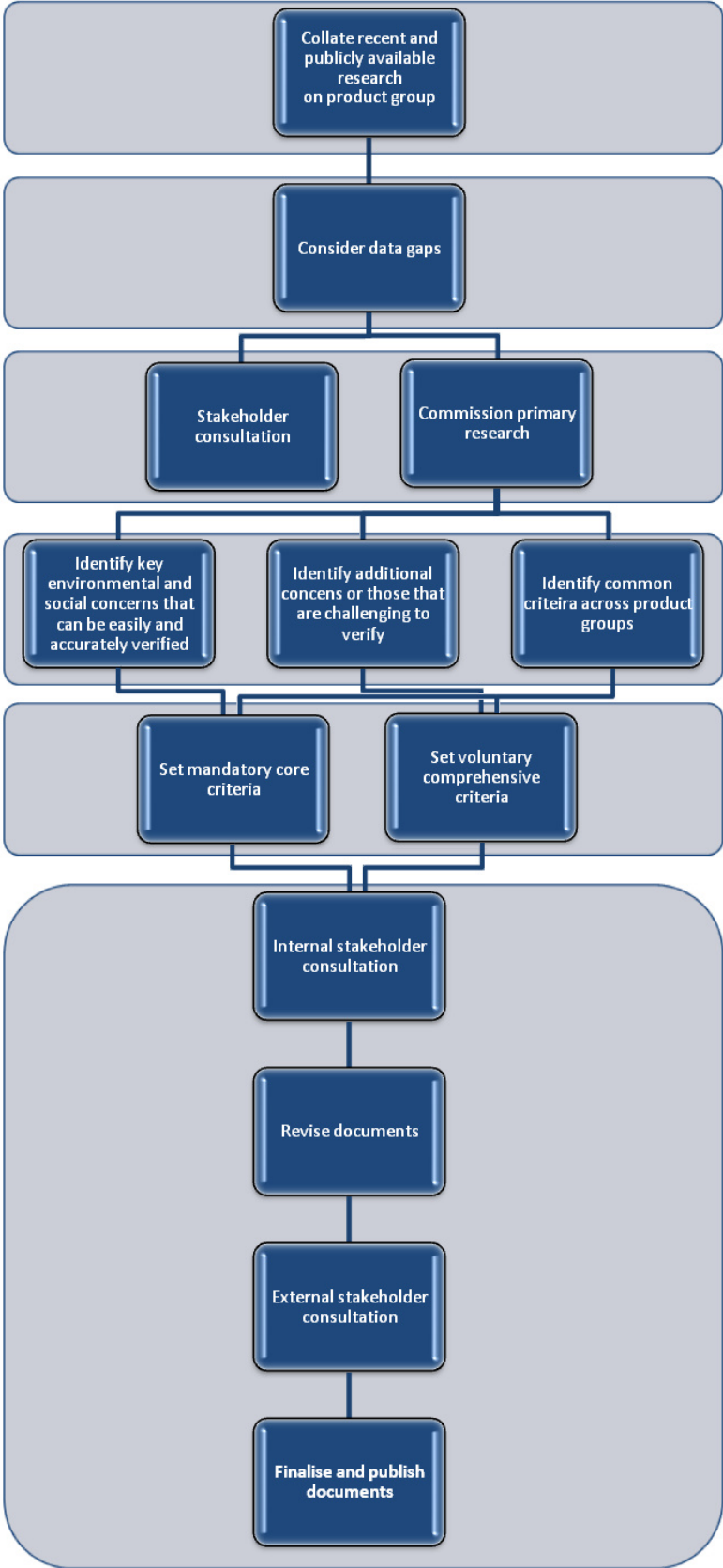
<b>Framework Requirement 13</b>
<b>Criteria revision should be performed on a regular, pre-agreed, timeframe. Revisions should occur at least every three years and at most annually</b>
<b>Recommendations</b>
<ul style="list-style-type: none"> <li>• Screening should occur annually to identify if:             <ul style="list-style-type: none"> <li>○ revisions to any ecolabels or other information sources used to inform criteria setting have occurred</li> <li>○ noteworthy technological advancement has occurred</li> <li>○ changes in relevant legislation have taken place, etc.</li> </ul> </li> <li>⇒ Significant changes in any one of these categories should prompt a revision that focuses on the areas that have altered.</li> </ul>
<b>Rationale</b>
<ul style="list-style-type: none"> <li>• Ensuring a strict revision timetable is adhered to will give confidence to procurers and suppliers that the documents are relevant and up to date, and this should have a positive impact on uptake levels.</li> </ul>

Most countries have plans to perform updates to the criteria requirements on a semi-regular basis, such as Austria who plans to do the every two to three years, or Sweden who does carry this out every three years. Where countries had linked their criteria requirements to source information such as ecolabels or standards, revisions of the GPP/SPP criteria were often prompted by revisions to the source information, as occurs in Finland and Denmark. A more formalised system was reported in Belgium where all product groups are screened annually, and where updates have been made to the source information, updates are made to the national GPP/SPP scheme.

While revision when the European market undergoes significant technological advancement, or major policy changes occur should also occur, the UK makes the important point that suppliers there have recommended that updates occur no more frequently than annually, as repeated updates can result in difficult conditions for the suppliers and have a negative impact on markets.

If the above recommendations are followed for the criteria development process then the sequence of work and events will follow the course described below.

Figure 7 Schematic of the criteria development process recommended for the EU GPP



## 7.1 Future Implications for the Recommendations

The recommendations given here have been developed from our assessment of the ten leading green public procurement countries in Europe and our own experience of developing GPP criteria.

If they are followed then a robust system to take the EU GPP scheme forward will be developed.

However it must be noted that achieving this robust GPP system will bring its own challenges and may create its own barriers. The system recommended is thorough and consequently very time consuming. It requires considerable liaison with a wide range of stakeholders both during the development stages and the revision stages. Such a system facilitates excellent guidance and criteria for a small number of products. In our opinion such a system will be challenging to apply to hundreds of product groups.

As part of its role the Advisory Group needs to consider the wider strategic direction of GPP in the European Commission over the next few years and establish:

- Vision – how many product groups should the scheme cover?
- Commitment – how much is the EC prepared to pay?
- Streamlining – is GPP too complicated for the vision?

We recommend that the Framework conditions described here are fit for purpose for a period of 3 years.

## 8 Conclusions – Phase 1

Green and sustainable procurement is a concept and practice that is advanced in Europe, in comparison to many other areas of the world. A number of countries have been working for decades to advance this area in Europe.

The aim of this work has been to provide an analysis of the ten leading national GPP/SPP schemes across Europe, and their criteria development processes. The countries reviewed were Austria, Belgium, Denmark, France, Finland, Germany, the Netherlands, Norway, Sweden and the United Kingdom.

Consideration of these national sustainable procurement schemes has revealed that there are a great number of similarities and parallels between the national schemes. All those explored here share the overriding objectives of minimising the impact of public procurement on the environment, minimising the contribution to climate change and disseminating best practice for procurement among government procurers.

Many of the countries reviewed cite the release of the 2003 IPP Communication as a driving force behind initial development or further developments of their schemes, as well as the continuing focus on this area from the Commission. Political support is in general high across all the countries reviewed and is identified as a crucial element for success, but must be balanced against competing priorities, especially in areas such as health spending where environmental concerns may not be the priority.

This work has identified the elements from the national schemes that can be used to inform and update the Commission's existing GPP framework and process. While consideration was given to the development of a new framework, ultimately it has been identified that a new framework is unnecessary as the EU GPP Scheme is largely in line with good practice across the leading ten countries reviewed here.

Although a number of countries have, or are beginning to, incorporate the EU GPP Criteria into their national schemes, and some are no longer developing their own criteria, most countries reported some concern over the harmonisation of GPP across Europe, and whether it would reflect the progress that their own national schemes had made.

Using the information gathered through this review process, and identifying the key successful elements from the schemes, a set of recommendations was made to update the Framework used for EU GPP. These outlined a set of general conditions that will guide the setting of future common GPP criteria, with the benefits and rationale behind them clearly linked back to the evidence provided by the country level review.

In summary there is ever closer cooperation between nations as they develop their GPP/SPP schemes, although full cooperation and full agreement has not yet been reached. The overall schemes are very similar both in their aims, and in their operations – each nation is learning from the others as they progress.

## 9 Phase 2: Identification and Understanding of the Product Groups Covered in Ten Countries

The products, services and works covered by the Green or Sustainable Public Procurement Schemes in ten countries: nine Member States, together with Norway, were reviewed.

Within the ten countries reviewed, each has a GPP/SPP scheme that encompasses a different range of products, services and works, and each provides varying levels of detail and criteria suggestions. The following review and production of a catalogue of coverage allows a full understanding of the scope of each Member State's product groups, services and works to be established.

The review was carried out through utilising the information gathered through the Questionnaire phase of the work, and a detailed exploration of any references included within this for national websites giving information on GPP/SPP.

### Product Groups

Each of the ten countries reviewed present the guidance and information for a particular product group in a different way. Within this review the definition of a 'product group' has been taken in accordance with the EU GPP use of the term, taken as a relatively broad definition that often encompasses a number of products with the group. This is the level at which the EU GPP scheme creates and provides information, but this is not necessarily the case with each of the countries here.

To demonstrate the differences in the product groups covered and the detail provided we have represented in tabular form the arrangement of information within a particular country's online procurement portal. The level at which detailed information and criteria are provided highlighted in **bold** text.

### 9.1 Austria

Austria adopted a GPP policy in 1998 using environmental experts to develop ecological criteria. In 2007 these were updated through consultation with stakeholders into specific voluntary criteria for five product groups. The National Action Plan (NAP), was adopted in July 2010, further introduces the ten products identified in the EU GPP scheme and six additional ones are currently under development.

The 2007 targets varied for each product group, for example the target for vehicles was 20%, while the target for cleaning agents was 95%. The new NAP introduces the increased target of 95% for all product groups within its scheme.

#### Scope of Products and Services Covered

The products and services covered within the Austrian Scheme were identified through an assessment of:

- Annual amount of money spent by public procurers.
- Environmental impact of the product group.
- Whether the public sector is one of the main customers.

The first five product groups were office paper, detergents, cars, IT appliances and electricity. As such their scope is described by the identification method above, rather than the product groups covering specific areas of environmental impact.

The six product groups identified for the next phase are stationery, household appliances, construction materials, green events and civil engineering. In addition the ten product groups initially produced

through the EU GPP Criteria are currently being integrated with the Austrian Scheme, as part of the NAP Process. In total, Austria currently has 16 product groups in its scheme.

Austria also has the 'Check It' Catalogue, which provides information for procurers.

### Scope of the Criteria Requirements

The information made available is categorised for each of the 16 product groups detailed below. The Austrian criteria requirements generally come in two levels of ambition: Basic Criteria and Advanced Criteria. For all product groups information and criteria guidance is provided at the basic level, with most product groups providing further information and criteria guidance at the advanced, although some product groups further divide the product group at the advanced level, such as with paper and construction. The basic level is considered to be the minimum standard and is compulsory, while the advanced level is to guide those who want to go further.

The criteria documents express the requirements as technical specifications, award criteria and contract clauses. The criteria requirements focus on the most important environmental impacts of the product group, whilst ensuring the procurement law is adhered to and the requirements are easily verified.

### 9.1.1 Product Groups and Products Covered

The level of the criteria (basic or advanced) has been included here as the products covered aren't necessarily the same for both of these stages.

**Table 8 Product Groups and Products Included within the Austrian GPP Scheme**

	Product Group	Products
1	Cleaning Agents and Services*	Basic: <b>Cleaning Products</b> <b>Cleaning Services</b>  Advanced: <b>Cleaning Detergent,</b> <b>Budget Cleaning, Special cleaning agent,</b> <b>Hand dishwasher detergents,</b> <b>Dishwasher detergent</b>
2	Food and Catering*	Basic: <b>Food</b> <b>Catering Services</b>  Advanced Levels: <b>Food</b> <b>Catering Services</b>
3, 4	Graphic Paper* and Sanitary Paper†	Basic: <b>Graphical and Copier Paper</b> <b>Tissue Paper</b>  Advanced: <b>Office Paper: 100% Recycled (pilot phase)</b> <b>Office Paper: Virgin fibres (pilot phase)</b> <b>Tissue Paper</b> <b>Graphic Paper</b> <b>Products made from recycled paper</b> <b>Printed Matter</b>
5	Office Supplies	Basic: <b>Office Supplies</b>  Advanced: <b>Office Supplies</b>
6	ICT Appliances*	Basic: <b>IT Devices</b>  Advanced: <b>IT devices: Desktop PCs, Notebooks,</b> <b>Laser Printer, Inkjet.</b>
7	Household Appliances	Basic: <b>Household Appliances</b>  Advanced: <b>Household Appliances</b>

8	Furniture*	Basic: <b>Furniture</b> Advanced: <b>Furniture</b> <b>Wood Furniture</b>
9	Textiles*	Basic: <b>Textiles</b> Advanced: <b>Textiles</b>
10	Horticultural Products*	Basic: <b>Horticultural products</b> Advanced: <b>Horticultural products</b> <b>Motorized garden tools</b> <b>Lubricants</b>
11	Electricity*	Basic: <b>Electricity</b> Advanced: <b>Electricity</b> <b>Green Power</b>
12, 13	Construction* and Building Interiors <sup>†</sup>	Basic: <b>General building construction</b> <b>Interior</b> Advanced: <b>General building construction</b> <b>Interior</b> <b>Mineral insulation materials</b> <b>Paints and glazes</b> <b>Wall Paint</b>
14	Civil Engineering	Basic: <b>Civil Engineering</b> Advanced: <b>Civil Engineering</b>
15	Vehicles*	Basic: <b>Vehicles</b> Advanced: <b>Vehicles</b> <b>Lubricants</b>
16	Events	Basic: <b>Events</b> Advanced: <b>Events</b>

\* Product Groups undergoing integration with the EU GPP Criteria.

<sup>†</sup> These product groups have been combined within one tab on the website.

The level at which detailed information and criteria are provided within the Austrian scheme is highlighted in **bold** text.

**Table 9 Product Groups Currently Included within the Austrian ‘Check It’ Catalogue**

	<b>Product Group</b>
1	Paper and Paper Products
2	Electrical Appliances
3	Interior Furnishings
4	Cleaning
5	Structural Engineering
6	Technical Building Systems

## 9.2 Belgium

Belgium's initial SPP scheme began in 2002, with revision undertaken in 2008, together with the production of the NAP. In 2009 criteria for 70 products, under 18 product groups, was published for consultation and the intention is that the scheme be finalised and active in 2010.

Preparation of criteria documents for approximately 80 further products are underway and it is possible that the final range of products covered will number 250, as this was the level identified through the prioritisation process.

### **Scope of Products and Services Covered**

The selection of product groups was made on a practical basis. All products included in ecolabel schemes, prioritised according to whether they had been included in the previous Belgian scheme, together with those product groups that were part of the EU GPP Scheme, were combined with additional product groups where a need for public services had been identified. The initial 70 that were developed were selected as those of the highest priority, and the scheme currently has criteria available for the 90 products detailed below, with more being developed currently.

Again, the scope of the products covered within the Belgian scheme is described by the prioritisation method above, rather than the product groups covering specific areas of environmental impact.

Note: criteria for product groups in grey have not yet been finalised and released.

### **Scope of the Criteria Requirements**

The Belgian scheme currently specifies three levels of requirements: basic criteria, advanced criteria and extended criteria, although only basic and extended may be used in the future. The extended criteria mostly take the form of further optional award criteria. The distinction between basic and extended criteria is made on the grounds of ease of verification: if the requirement is easily verified then the criteria are basic requirements, if they are difficult to verify the requirement becomes part of the extended criteria.

The criteria contained within both basic and extended criteria are taken from ecolabels that cover the product group. The scheme provides general guidance on social aspects within public procurement, and specific clauses relating to social concerns are included in particular product groups, for example: cleaning products (clause covering animal welfare), cleaning service (clause covering training, health, safety etc), computers and portables (clause on ethical trade), food, beverages and catering service (clause on fair trade), soap, shampoo and body lotion (clause on animal welfare) and textiles (clause on ethical trade).

Information is presented within product groups, which once accessed contain a breakdown of the group into the products and in some cases this may be further broken down into detailed products each of which will have its own recommended criteria document. The criteria documents define the subject matter, provide a number of technical specifications, as well as a number of environmental (award) criteria.

### 9.2.1 Product Groups and Products Covered

A number of the product groups and detailed product groups are duplicated across category areas.

**Table 10 Product Groups and Products Included within the Belgian SPP Scheme**

	Product Group	Products	Detailed Products
1	Audio, Video and Telecommunications	Mobile phones Monitors and flat screens	
2	Cleaning Products and Services	All purpose cleaners	
		Car-wash	
		Cleaning cloths and rags	
		Cleaning service	
		Cleaning towels	
		Dishwasher products - private use	
		Dishwasher products - professional use	
		Dishwashing detergents (manual dishwashing)	
		Pipe cleaners	
		Sanitary cleaners	
		Washing products (private)	
		Washing products (professional)	
Window cleaners			
3	Computers and office machines	Ink cartridges for printers (toners)	
		Monitors and flat screens	
		Personal computers	
		Portables	
4	Construction and decoration	Floors and floor work	Hard floor coverings (granite, marble, brick etc.)
		Consultancy firms, contractors and fitters	Architecture and engineering firms
5	Food, beverages and other products	Catering service	
		Coffee and tea filters	
		Food and beverages	
		Printers, copiers, faxes, scanners	
		Construction works	
		Consultancy firms	

6	Furniture	Interior furniture	
		Office (swivel) chairs	
		Outdoor furniture	
		Play ground equipment	
7	Garden, park and accessories	Flowers, plants and trees	Ornamental plants and trees
		Garden and park services	Garden maintenance
		Irrigation systems	
		Machines and accessories (park)	Garden machines Lubricating oil for chainsaws
8	Products and materials	Playground equipment	
		Soil improvers	
9	Household appliances	Combination of washer and dryer (household)	
		Dishwashers - household	
		Dryers (household)	
		Electric ovens	
		Refrigerators and freezers (household)	
		Washers - household	
10	Office materials	Calculators	
		Envelopes	
		Erasers	
		Glues	
		Ink cartridges for printers (toners)	
		Labels	
		Paper glue	
		Writing materials (pens, pencils, markers, etc.)	
11	Paints and varnishes	Indoor paints - no wall paints	
		Indoor paints - wall paints	
		Indoor varnishes and wood stains	
		Outdoor paints - no wall paints	
		Outdoor paints - wall paints	
		Outdoor varnishes and wood stains	
12	Paper and cardboard products	Cardboard products	
		Envelopes	
		Labels	
		Notebooks and blocks	
		Paper products for personal hygiene	
		Publication paper	

		(newspapers, magazines, etc.)	
		Writing, printing and copying paper	
13	Personal hygiene and healthcare	Hot air hand dryers	
		Paper products for personal hygiene	
		Soap, shampoo, body lotion	
14	Public service and maintenance	Public transport	
		Public transport vehicles (buses, etc.)	
		Waste collection (service)	
		Waste collection lorries	
15	Services	Car sharing	
		Car-wash	
		Catering service	
		Cleaning service	
		Cleaning towels	
		Printing service	
		Textile cleaning	
		Waste collection	
16	Textiles and ready-to-wear	Clothing and accessories	
		Footwear	
		Leather products	
		Mattresses	
17	Transport	Car sharing	
		Private vehicles	
		Public transport	
		Waste collection lorries	
18	Waste collection	Waste collection	
		Waste collection lorries	

The level at which detailed information and criteria are provided within the Belgian scheme is highlighted in **bold** text.

Table 11 Product Groups and Products to be included within the Belgian SPP Scheme in the future

Product Group	Products	Detailed Products
Accommodation and Gastronomy	Camping grounds	
	Conference and accommodation facilities	
	Gastronomy	
	Tourist accommodation	
Audio, Video and Telecommunications	Audio - household	
	Beamer	
	DVD - Products	

	Headphones		
	Receiver (satellite, Internet IP)		
	Software		
	Television		
	Television - digital/analogue converter		
Cleaning Products and Services	Boat cleaning products		
	Car cleaning agents		
	Carwash products for professional use		
	Cleaning agents for the food industry		
	Textile cleaning		
	Toilet liquids for mobile toilets		
	Washing services		
Computers and office machines	Keyboard		
	Network services		
Construction and decoration	Consultancy firms, contractors and fitters	Air tightness/vapour barrier on interior of the building	
		Architecture and engineering firms	
		Construction works	
		Consultancy firms	
		Exterior carpentry	
		Ground works	
		Installation of green roofs	
		Insulation (EU GPP Criteria)	
		Insulation (based on VIBE)	
		Interior carpentry	
		Loam construction	
		Paint and decoration works	
		Roof carpentry	
		Roofer	
		Slab casters	
		Water treatment	
		Wooden façade covering	
		Floors and floor work	Carpets
			Fixed floor covering
			Floor adhesion - flexible technologies
			Floor adhesion - glue
			Floor protection (film or wax)
			Linoleum
			Wooden floor
		Machines and accessories (construction)	Cement mixers
			Construction machines
			Cranes and excavators

		Lubricants (excluding chainsaw lubricants)	
		Tools	
Construction and decoration, cont.	Materials for specific use	Adhesive agents (silicone or acrylate)	
		Bitumen coating	
		Bitumen glue/cold glue	
		Cover foil	
		Decoration profiles (all materials)	
		Insulation - fossil raw materials	
		Insulation - mineral raw materials	
		Insulation - natural raw materials	
		Insulation - sealant	
		Mortar, adhesives, plastering	
		Pipes	
		Plastic pipes	
		Plugs, outlets, switches, fuses	
		Roof tiles/slates	
		Walls/bricks	
		Windows and exterior doors	
		Wood panels for interiors (low emission)	
		Wooden profiles	
		Materials for various use	Concrete products
			Durable wood (origin)
	Mineral building products		
	Products made out of recycled plastic		
	Products made out of waste glass		
	Products made out of waste paper		
	Products made out of waste rubber		
	Wood protection substances		
	Wood protection techniques		
	Moving service		Moving
	Sanitary	Boiler	
		Closed toilet systems	
		Water saving taps	
		Water tank for toilet	
	Total construction concept	Finished dwelling (limited scope)	
		Renovation	
		Structural work	

		Timber framing
		Wooden skeleton construction
Energy generation, storage and systems	Batteries and small energy systems	Batteries
		Chargeable battery systems
	Electricity	External supply blocks
		Solar energy devices
		Energy contractors
Finance and Insurance	Plugs, outlets, switches, fuses	
	Green funds	
Food, beverages and other products	Insurance	
	Other (food and beverages)	Beverage dispensers
		Cleaning agents for the food industry
Furniture	Supermarkets and greengrocers	Fat-free paper (sandwiches, baking paper, etc.)
	Furniture makers	
Garden, park and accessories	Flowers, plants and trees	Flower arrangements and wreaths
		Flowers and plants under glass
		Plant protection products
		Plants and trees
		Garden and park services
	Machines and accessories (park)	Small equipment
		Lubricants (excluding chainsaw lubricants)
	Products and materials	Artificial grass
		Compost tank
		Cover foil
		Fence/palisade
		Flower boxes
		Pest control (outdoors)
		Products made out of recyclable plastics
		Products made out of waste rubber
Safety rubber tiles for toys		
Water butts		
Waterproof wooden products		
Weed killers		
Winter grit (private)		
Winter grit (professional)		
Heating and cooling	Air conditioner - buildings	
	Air conditioner - households	
	Air treatment	
	Boiler	

	Central heating boiler installation (fuel oil)					
	Circulation pumps					
	Combined heat and power					
	Dehumidifiers					
	Electricity - heat pumps					
	Fans					
	Gas - burner					
	Gas - burner and boiler combination					
	Gas - heat pumps					
	Gas - heaters and heating elements					
	Gas - heating equipment					
	Heat pumps					
	Light commercial heating and cooling (high voltage)					
	Oil - burner and boiler combination					
	Oil - Oil burner					
	Programmable thermostats					
	Solar - photovoltaic					
	Solar - thermal - collectors					
	Wall heating					
	Wood - Open hearth					
	Wood - pellets					
	Wood/Biomass - boilers					
	Wood/biomass - stove					
Household appliances	Boiler					
	Casseroles					
	Coffee makers					
	Hair dryer					
	Ice machines - food					
	Refrigerators and freezers - commercial					
	Solar energy devices					
	Steamers - commercial					
	Storage devices for warm food					
	Vacuum cleaner					
	Water coolers					
	Lighting	Chandeliers and fixtures				
		Decorative lighting cables				
Electronic ballasts						
Lamps						
Lamps on solar energy						
LED lighting						
Safety lighting						
Signals						
Office materials	Office and school articles (perforator, scissors, adhesive, tape, etc.)					
Paints and varnishes	Colorants for paints					
	Paint and decoration works					
Paper and cardboard products	Compostable paper bags					
	Fat-free paper (sandwiches, baking paper, etc.)					
Personal hygiene and healthcare	Cosmetics					
	Disposable dialysis products (hospitals)					
	Disposable products for personal hygiene					
	Toothbrush					
Public service and maintenance	Public works and maintenance	Absorption material for liquids				
		Cleaning of public spaces (excl. green areas)				
		Drainage/soil cleaning				
		Extinguishing agents				
		Management and maintenance of bridges, sluices and street furniture				
		Parking				
		Post				
		Rail and tram works				
		Sewers				
		Take off and landing runways				
		Urban design and advice				
		Viaduct, aquaduct, ecoduct, bridges				
	Water connections / waterworks					
	Water treatment					
	Roads and maintenance	Concrete sets				
		Public lighting				
		Road network				
		Signals				
		Underground cables and pipes				
Winter grit (professional)						
Recycling and reuse	Compostable paper bags					
	Plastic bags					
	Products made out of recyclable plastics					
	Products made out of waste glass					
	Products made out of waste paper					

	Products made out of waste rubber	
	Reusable beverage packaging	
	Reusable transport packaging	
Services	Business travel	
	Interior plants and flower delivery	
	Moving	
	Paint and decoration works	
	Photo development	
	Security	
Sundries	Candles	
	Kitty litter	
	Pest control (interior)	
	Shopping basket	
	Toys	
Textiles and ready-to-wear	Carpets	
	Fibres, yarns, interior	
	Textile cleaning	
Transport	Car tyres	
	Fuel	
	Goods road transport	
	Heavy-duty motor vehicles	
	Maintenance	
	Moving	
	Transport for persons with disability	
	Vessels	
Various industrial products and services	All sectors	Absorption material for liquids
		Compressors
		Dishwashing for professional use
		Extinguishing agents
		Hydraulic liquids
		Industrial cleaning products
		Light commercial heating and cooling (high voltage)
		Lubricants (excluding chainsaw lubricants)
	Specific sectors	Washings for professional cleaning
		Carwash products for professional use
		Cleaning agents for the food industry
		Drainage/soil cleaning
		Flower arrangements and wreaths

		Solder
Waste collection	Compost containers	
	Glass containers	
	Refuse bags	
	Waste bin	

## 9.3 Denmark

Environmental considerations have been taken into account within public procurement in Denmark since 1991, and Green Procurement Guidelines (Miljøvejledninger) have been developed since 1997. The focus of the NAP is not to create further guides for product groups, but to further GPP within Denmark through the dissemination of information and networking.

### Scope of Products and Services Covered

Identification of the product groups to be covered within the scheme was achieved through prioritisation based on the level of public spend where public procurement formed a relatively large proportion of sales, together with the potential to achieve large environmental improvement.

Collectively the Danish scheme provides background information and guidance for procurement for 47 products, split between 12 product groups areas.

### Scope of the Criteria Requirements

Within the Danish scheme there is one level of requirements for each product group, and guidelines are developed for both small scale purchases and large scale purchases.

The focus environmental benefits, hence environmental guidelines, but social criteria are included where they are present in the ecolabels on which the criteria are based. The recommendations are all derived from LCA analysis, combined with international priorities.

The criteria requirements are all voluntary and used to guide procurers. It is up to the procurer how the guidelines are incorporated into the tender documents. The guidelines provide technical specifications together with procurement agreements, and environmental declarations which can be used towards verification. The potential of functional criteria is recognised, although few requirements are incorporated into the guidelines at present.

Information including the background document and procurement guidance is made available at the products level, accessed through identifying the product group first and then the product itself.

### 9.3.1 Product Groups and Products Covered

Table 12 Product Groups and Products included within the Danish GPP Scheme

	Product Group	Products
1	Transport	Tyres
		Cars
		Transport services
2	Lighting	Lighting fixtures and lamps
		Light
3	Construction materials	District heating pipes
		Painting services
		Paints
		Cables and wires
		Road markings
4	Domestic appliances	Cookers
		Refrigerators and freezers
5	IT and office equipment	Photocopiers
		PCs
		Printers
		Monitors
		Faxes
6	Furniture	Other office equipment
		Filing cabinets
		Tables
		Chairs

		<b>Shelves</b>
7	Paper and office supplies	<b>Stationary</b>
		<b>Envelopes</b>
		<b>Writing, printing and copy paper</b>
8	Personal hygiene	<b>Diapers</b>
		<b>Hand soaps and shampoos</b>
		<b>Kitchen and toilet paper</b>
9	Care and disability equipment	<b>Electric wheelchairs and mobile lifts</b>
		<b>Manual wheelchairs and walkers</b>
		<b>Beds and mattresses</b>
		<b>Toilets</b>
10	Printed paper	<b>Copying services</b>
		<b>Printed sheet-offset printing</b>
11	Clothing and textiles	<b>Work overalls</b>
		<b>Work wear</b>
		<b>Work wear with protecting properties</b>
		<b>Curtains</b>
		<b>Work gloves</b>
		<b>Bed linen</b>
12	Cleaning	<b>Floor cleaning</b>
		<b>Cleaning services</b>
		<b>Custom cleaners</b>
		<b>Laundry detergents</b>
		<b>Cleaners</b>
		<b>Laundry service</b>

The level at which detailed information and criteria are provided within the Danish scheme is highlighted in **bold** text.

## 9.4 Finland

The 2009 Government sustainable procurement resolution directed at national and local government requires central government to incorporate environmental considerations into the procurement process by 2015 and municipal and state local government to apply this to 50% of procurement by 2015.

Such targets are compulsory at central government level and recommended for municipalities and state government.

### Scope of Products and Services Covered

When developing its GPP scheme, the priority was to reduce the environmental impact of public procurement. Identification of the product groups is done through consideration of a number of aspects, including:

- Volume procured by the public process.
- Environmental impact of the product groups.
- Potential to reduce environmental impact.

In addition available life-cycle data and criteria for ecolabels are fed into the identification process. The Finnish scheme currently covers 11 different product groups, which contain within them 23 different products.

### Scope of the Criteria Requirements

In terms of identifying the scope of the criteria for a specific product group the range of factors considered include energy use, energy efficiency, climate impact, chemicals, resource use, and sustainable forestry.

Different product groups prioritise different aspects of the above list. Finland does not take social criteria into consideration.

The criteria themselves consist of two levels of requirements: core and comprehensive, which are composed of technical specifications and award criteria. All criteria are voluntary.

### 9.4.1 Product Groups and Products Covered

**Table 13 Product Groups and Products Included within the Finnish GPP Scheme**

	<b>Product Group</b>	<b>Products</b>
1	Toiletries	<b>Soap and Shampoo</b>
2	Furniture	<b>Mattresses</b>
3	IT Equipment	<b>Computers</b>
		<b>Photocopiers</b>
4	Services	<b>Hotel Services</b>
5	Paper products	<b>Toilet papers</b>
		<b>Paper towels</b>
		<b>Handkerchiefs</b>
		<b>Napkins</b>
6	Cleaning products	<b>Tissues</b>
		<b>Food industry cleaners</b>
		<b>Dishwasher detergents</b>
		<b>Hand dishwashing detergents</b>
		<b>Laundry detergents</b>
7	Construction equipment	<b>Industrial cleaning agents</b>
		<b>General purpose cleaners</b>
8	Electrical equipment	<b>Windows</b>
		<b>Light bulbs</b>
9	Hospital Supplies	<b>Lighting</b>
		<b>Domestic appliances</b>
		Refrigerators
		Freezers
		Fridges
		Washing Machines
		Tumble Dryers and dryer cabinets
Dishwashers		
10	Office and Stationary	<b>Cookers and ovens</b>
		<b>Wound Dressings</b>
10	Office and Stationary	<b>Stationary (office and copier paper) and Office Envelopes</b>
		<b>Cartridges</b>

The level at which detailed information and criteria are provided within the Finnish scheme is highlighted in **bold** text.

## 9.5 France

The guidance on the French procurement site is directed towards procurement concerns in general, with a number of specific sets of information (GEM Guides) for environmental or sustainable procurement highlighted.

In addition to the specific product groups identified below, more general guidance on socially responsible procurement by public bodies and buying environmentally friendly products is offered.

The Etat Exemplaire letter circulated in 2008 contains guidance and targets for 20 product groups, some of which overlap with the more detailed GEM guides.

### Scope of Products and Services Covered

Overall, six different product groups are covered specifically under GEM sustainable procurement, as detailed below. The scope of the areas contained within the Etat Exemplaire is a reflection of those products and concerns that are key for public entities, although not all of them could be described as a 'product groups'. All areas have been listed below for information, but it should be borne in mind that only some of these can be compared with parallel product groups in other national schemes: the 6 GEM guides, and a further 14 product groups within the Etat Exemplaire, giving a total of 20 individual product groups covered.

### Scope of the Criteria Requirements

The criteria requirements within the French scheme depend on the product group, and form part of the overall extensive procurement guidance offered to the procurement professional.

## 9.5.1 Product Groups Covered

**Table 14 Product Groups that have GEM guides focusing on sustainability available**

	Product Group
1	<b>Cleaning products, equipment and services</b>
2	<b>Clothing</b>
3	<b>Construction and refurbishment of public buildings</b>
4	<b>Paper and printer paper</b>
5	<b>Wood as a construction material</b>
6	<b>Air conditioning retrofit</b>

The level at which detailed information and criteria are provided within the French scheme is highlighted in **bold** text.

**Table 15 Product Groups contained within the Etat Exemplaire communication**

	Product Group
1	IT
2	Printing Solutions
3	Paper
4	Office supplies
5	Food
6	Clothing
7	Furniture
8	Wood products
9	Cleaning of offices
10	Waste management
11	Green Spaces and non-built areas
12	Vehicles
13	Eco-driving
14	Travel

15	<b>Energy and water use</b>
16	<b>Lighting</b>
17	<b>Evaluation of energy consumption and GHG emissions</b>
18	<b>Training</b>
19	<b>Socially responsible purchasing</b>
20	<b>Social responsibility of the state</b>

The level at which detailed information and criteria are provided within the French scheme is highlighted in **bold** text.

## 9.6 Germany

Germany does not have a single, country wide scheme as the country operates as a Federal system. However, the Alliance for Sustainable Procurement (Purchasing Alliance), established in 2009, has a political mandate to develop product criteria and to promote the exchange of experience between federal, state and local authorities in the field of environmental / sustainable procurement.

### Scope of Products and Services Covered

Four product groups have been considered as a first step, identified through the volume required. These product groups are ICT, transport, eco-electricity and wood products from sustainable forests. Currently only the criterion for wood has been finalised and released. The evaluation of the results for four product groups is currently underway. Once this stage is complete, consideration will be given as to whether to expand the range of product groups and also to whether social criteria should be included in the work of the procurement alliance.

The Federal Environment Agency provides green public procurement guidance on a number of product groups, which are detailed below. As can be seen the information provided varies between that provided for a specific product such as wallpaper, and that provided for a product group such as paper products.

In addition the Environment Agency is developing GPP-guidelines for IT products in collaboration with the national manufacturer's association BITKOM and one of the federal procurement agencies of the Mayor (Beschaffungsamt des Bundesministerium des Inneren – BeschA). GPP criteria have already been created for desktop personal computers and notebooks, while those for servers and monitors are currently in development.<sup>136</sup>

Overall 19 products are covered, split across 9 product groups.

### Scope of the Criteria Requirements

Currently mandatory National GPP criteria have been established for wood products only. These require wood and wood products procured for the federal government to fulfil the criteria of FSC or PEFC (paper is not included).

The guidelines developed by the Federal Environment Agency cover a range of product groups within the areas of cleaning and hygiene, office equipment, office supplies, building interiors and gardening and landscaping. Ultimately procurers are directed towards ecolabel requirements for verification. The criteria for ICT products are a series of basic award criteria.

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<sup>136</sup> <http://www.itk-beschaffung.de/en/download-area.html>

### 9.6.1 Product Groups and Products Covered

**Table 16 Product Groups and Products Included within the German GPP Scheme**

	Product Group	Products
1	Wood	<b>Wood and wood products</b>

The level at which detailed information and criteria are provided within the German scheme is highlighted in **bold** text.

**Table 17 Product Groups and Products with guidance provided by the Federal Environment Agency together with BITKOM and Beschaffungsamt des Bundesministerium des Inneren – BeschA**

	Product Group	Products
2	ICT products	<b>Desktop PCs</b>
		<b>Notebooks</b>

The level at which detailed information and criteria are provided within the German scheme is highlighted in **bold** text.

**Table 18 Product Groups and Products with guidance provided by the Federal Environment Agency**

	Product Category	Product Group	Products
3	Cleaning and Hygiene	<b>Sanitary paper</b>	Toilet paper Paper towels Tissues Paper napkins Cleaning wipes / Household rolls Specialised paper products such as couch rolls for the medical sector
4		<b>Hand drying</b>	Hot-air hand dryers Towel dispensers using white cellulose-based paper towels (chlorine bleached and chlorine free bleached) Towel dispensers using paper towels made from waste paper Towel dispensers using cotton towel rolls
5		<b>Graffiti removal</b>	Removal of emulsion paints and oil paints from plaster, brick and concrete exteriors Removal of graffiti Dirt removal or refurbishing of concrete, cement and metal substrates, exterior cleaning
6	Office	Office equipment	<b>Multifunction devices</b>
7			<b>Laser printers</b>
	<b>Digital projectors</b>		
	<b>Ink jet printers</b>		
	<b>Computers</b>		
	<b>Thin clients</b>		
	<b>Portable computers</b>		
8	Building interiors	Office supplies	<b>Paper products</b>
9		<b>Mattresses</b>	
		Floor coverings	<b>Resilient floor coverings</b>
			<b>Wood floor coverings</b>
	<b>Hard floor coverings</b>		
<b>Textile floor coverings</b>			
	<b>Wall paper</b>		
9	Gardening and Landscaping	Public Parks	<b>Irrigation</b>

The level at which detailed information and criteria are provided within the German scheme is highlighted in **bold** text.

## 9.7 Netherlands

The Sustainable Public Procurement Scheme was developed in 2006, to run for five years to 2011. The target is to achieve 100% sustainable procurement by 2010 (using the core sustainability criteria) within central government, with Municipal authorities having a target of 75% by 2010 and 100% in 2015.

The criteria are not adopted for a specific period of time and are updated at intervals depending on the life cycle of the product group and the developments in the supply and in technologies used. At present 13 sets of product information are being updated and ten more will follow in 2010.

### **Scope of Products and Services Covered**

Criteria for 45 product groups were adopted in 2009. The product groups were identified as those commonly publicly procured centrally, as well as regionally and locally. These groups were prioritised to a short list of 80 by the University of Groningen, and further prioritised to 45 by the Minister of VROM through identifying those product groups with the largest impact on the environment combined with the potential for innovation.

Currently the Dutch SPP Scheme covers 52 product groups, the majority of which are relatively wide ranging product groups, encompassing few hundred specific products.

### **Scope of the criteria requirements**

The criteria for sustainable procurement address both social and environmental aspects. Within the product group the criteria were developed to address nationally defined priorities as well as incorporating an amount of common sense. Where available LCA studies were used, and the advice of experts was incorporated, together with TCO (Total Costs of Ownership) information. The Dutch criteria set minimum requirements and then additional award criteria that can be applied in the tender.

Social criteria focus on existing social practices in the sector that work to implement social standards in the international supply chain through encouraging suppliers to become members of social labels or social initiatives. The social criteria were adopted in 2009 and the intention is to introduce application in 2010.

## 9.7.1 Product Groups and Products Covered

Table 19 Product Groups and Products Included within the Dutch SPP Scheme

	Product Group	Products
1	<b>Audiovisual equipment</b>	Televisions Video recording and/or display equipment Projectors
2	<b>Beverage vending machines</b>	Beverage vending machines Products supplied Maintenance
3	<b>Cables &amp; Pipelines</b>	Construction work for pipelines, communication lines and power lines Installation of pipe systems Pipeline relaying works Pipeline design services
4	<b>Catering</b>	Cafeteria and catering services Management of cafeterias
5	<b>Catering equipment</b>	Refrigeration and freezing equipment Cooking equipment Dishwashers
6	<b>Cleaning services</b>	Cleaning services for offices, schools and office equipment
7	<b>Construction works</b>	Design and consultation of new works, and reconstruction Design, consultancy and implementation of management and maintenance
8	<b>Demolition of buildings</b>	Building demolition , wrecking and earthmoving work Excavating work Covered of partly covered excavations
9	<b>Earthworks, Preparation of building sites &amp; Remediation/Soil Decontamination</b>	Building site preparation Earthworks Design and consultancy Excavation Remediation and soil decontamination Ground investigation services
10	<b>Electricity</b>	Electricity
11	<b>External meeting and accommodation facilities</b>	Hotel services Accommodation and office services
12	<b>Green spaces</b>	Design, installation and maintenance of green

		spaces including landscape architecture services, horticultural services, planting and maintenance, maintenance of sports fields.
13	<b>Hardware</b>	Computer equipment and supplies Data processing machines (hardware)
14	<b>Heavy-duty motor vehicles</b>	Motor vehicles for the transport of 10 or more persons Heavy-duty motor vehicles Buses and coaches Coaches Motor vehicles for the transport of goods Pick-ups Panel vans
15	<b>Hydraulic engineering constructions</b>	Construction, improvement and maintenance of dams, water systems and waterways
16	<b>International business travel</b>	Travel agency services
17	<b>Management &amp; Maintenance of office buildings</b>	New building, Renovation, Demolition, Rental and Purchase
18	<b>Mobile Equipment</b>	Earth moving equipment
19	<b>Mobile equipment contracting</b>	Rental of mobile machinery not intended for the road
20	<b>Moving Services</b>	Internal moves: External moves Storage and archiving
21	<b>Network Infrastructure, Telephone services and Equipment</b>	Networks/Infrastructure Servers, hubs, switches and routers, broadband equipment and all related services Telephone Equipment Telephone Services
22	<b>Office buildings to be newly built</b>	Construction work Architectural, construction, civil engineering and inspection services Engineering and building consultancy services Construction of buildings

23	<b>Office furniture</b> School furniture is excluded, as is second hand furniture	Tables, cupboards, desks and bookshelves, Cupboards and bookcases, Office furniture Archive shelving, Filing cabinets, Display units, Computer furniture, Computer tables, Sorting tables, Sorting frames, Shelves, Worktops, Chairs (office chairs, canteen chairs, meeting room chairs), Settees
24	<b>Office soft furnishing</b>	Upholstering, Floor covering, Interior blinds, Floor and wall covering work
25	<b>Office supplies</b>	Box files, letter trays, storage boxes and similar articles
26	<b>Outdoor furniture</b>	Placement of outdoor furniture Public toilets, Playground equipment, Benches and tables, Rubbish bins, Signage, Fences/gates and posts
27	<b>Paper</b>	Publications Leaflets Brochures Photocopier paper and xerographic paper
28	<b>Postal services</b>	Mail transport by road, rail air and water Post office counter services Mailbox rental Mailing-list compilation and mailing services
29	<b>Preservation works</b>	Bridge renewal construction work Painting and protective-coating work of structures Street-lighting maintenance services Traffic-signal maintenance services
30	<b>Printing services</b>	Printed matter and related products and services
31	<b>Public lighting</b>	Street lighting equipment, masts, lamps Installation of street lighting Maintenance of street lighting Neon advertising lamps
32	<b>Public space cleaning surfaces</b>	Litter, weed and pest control Graffiti removal Pavement sweeping
33	<b>Public transport</b>	Underground passenger railway Public road transport Public rail transport
34	<b>Pumping stations</b>	Design and consultation on new works Reconstruction Engineering and construction works Mechanical installations Building installation work Electric pumps Demolition work

35	<b>Renovation of office buildings</b>	Design services Roofers and other specialised building activities Repair and maintenance Laying of floors and applying floor and wall coverings and wallpaper Electrical installation Installation of partition walls Installation of lowered ceilings
36	<b>Rental &amp; Purchase of office buildings</b>	Building rental or sale services
37	<b>Reproduction equipment</b>	Photocopiers and Thermal Copying Machines Parts and accessories of photocopying apparatus
38	<b>Roads</b>	From main road network through to road in residential or accommodation area Cycle paths Footpaths
39	<b>School transport</b>	Special-purpose road passenger-transport services
40	<b>Security services</b>	Investigation and Security Services Alarm-monitoring services Guard services Surveillance services Patrol services Reception services Building and facilities management services
41	<b>Service cars</b>	Passenger cars Off-road vehicles Specialist vehicles Minibuses
42	<b>Sewerage systems</b>	Sewerage construction Management of sewerage Sewer cleaning services Sewerage inspection services
43	<b>Special purpose passenger transport</b>	Special-purpose road passenger transport services.
44	<b>Toner cartridges</b>	Photocopier components and accessories Toner cartridges
45	<b>Traffic control systems</b>	Construction of new works and reconstruction Traffic light, Crossing traffic control equipment, shipping signals Management and maintenance Demolition
46	<b>Transport services</b>	Transport services (excluding waste transport) Road transport services Courier services
47	<b>Vehicle maintenance</b>	Cleaning services

	<b>services</b>	
48	<b>Vessels</b>	Ships and boats Ferries Tugboats Dredgers Seaworthy floating docks Diving support vessels Production vessels Research vessels Pollution control vessels Fire extinguishing vessels Rescue vessels Floating constructions Surveillance boats Customs patrol boats Police patrol boats
49	<b>Water purification &amp; sludge treatment plants</b>	Construction of new works and reconstruction for sewage, sludge, dredging and pumping, purification works Sedimentation installation, Sewage digesters, Screening installations Sewage, Sludge and Purification plant equipment Implementation of management and maintenance Operation of a plants Demolition activities Purchase of chemicals, salt, polymers
50	<b>Winter maintenance</b>	Winter maintenance equipment and services Purchase of salt
51	<b>Work-wear</b>	Occupational clothing, special work-wear, outerwear and accessories.
52	<b>Work-wear cleaning services</b>	Washing and dry cleaning services Laundry collection services

The level at which detailed information and criteria are provided within the Dutch scheme is highlighted in **bold** text.

## 9.8 Norway

Norway has a long history of activity in this area, having published its first manual to assist procurers in 1995.

The main aims of the Norwegian scheme are to:

- Minimise the overall environmental impact of government purchases of products and services.
- Make efficient use of government resources.
- Contribute to a competitive business sector by encouraging a market which promotes innovation and the development of environmental technology and environmentally sound products.

### Scope of Products and Services Covered

There are 7 product groups covered within the Norwegian Green Public Procurement Scheme. The product groups were identified through an assessment of establishing the environmental load in terms of life cycle analysis, together with consideration of the public market. As well as clearly identifiable product group information, guidance is also provided on the:

- Calculation of water consumption
- Criteria for classification of individual hazardous properties of chemicals
- Planning and project management of construction.

Norway identified a number of priority areas within the NAP, with the objective being to produce criteria documents for these. A number of these have already been produced, see below. In general the focus for all of the groups is the use of chemicals, as well as energy use, resource use and waste where these are appropriate.

### Scope of the Criteria Requirements

The general principles of the Norwegian scheme are:

1. Products and services must be chosen on the basis of lifecycle costs, quality and environmental properties.
2. Priority must be given to products and services which are energy-efficient, have a low content of hazardous chemicals, low pollutant emissions and low resource consumption.
3. In the case of products for which eco-labelling criteria have been developed (Nordic Swan Ecolabel and the EU Ecolabel (which uses the flower logo)), these criteria must be applied as far as possible.
4. In the case of services, priority must be given to suppliers with routines and expertise that ensure a low environmental impact, e.g. suppliers who can document this by using ISO 14001 or the national Eco-Lighthouse Scheme.

If an LCA study is available it will be used to guide identification of hotspots that can then be addressed with specific criteria. Social criteria are under development, but not yet included in the recommended criteria.

The ambition level is to ensure that minimum requirements can be set. There is a general caveat that the use of criteria must be seen in the context of the procurement, i.e. the size of contract and market situation with regards to availability that differs from region to region. As well as minimum requirements (basic level) there is a comprehensive criteria level as well as an innovation level which contains the very highest aspirations.

Use of criteria is mandatory for national institutions, but the choice of criteria is voluntary. There are four kinds of criteria: a) qualification requirements (supplier), b) technical requirements, c) award criteria (product) and d) contract clauses.

## 9.8.1 Product Groups and Products Covered

**Table 20 Product Groups Included within the Norwegian SPP Scheme**

	Product Groups
1	<b>Cleaning Services</b>
2	<b>Clothing and textiles</b>
3	<b>Execution and construction of buildings</b>
4	<b>Hotel Services</b>
5	<b>ICT Equipment</b>
6	<b>Laundry services</b>
7	<b>Office Furniture</b>

The level at which detailed information and criteria are provided within the Norwegian scheme is highlighted in **bold** text.

**Table 21 Areas highlighted in the Norwegian NAP**

	Areas
1	<b>Property management and building, including energy use and tropical timber</b>
2	<b>Transport and vehicles, including business travel</b>
	<b>ICT equipment</b>
3	<b>Food</b>
4	<b>Textiles, including washing and cleaning</b>
5	<b>Health and hygiene consumer materials</b>
6	<b>Printed matter and paper</b>
7	<b>Office furniture and supplies, cleaning, hotel</b>

## 9.9 Sweden

The Swedish Environmental Management Council, SEMCo, develops criteria for Green Public Procurement, GPP, along with other forms of information to help purchasers to include and extend the use of effective environmental criteria in their procurement processes.

The national objective is to get authorities at government, municipality and county levels to issue environmental requirements in the public procurement process.

### Scope of Products and Services Covered

SEMCo concentrates its work on developing criteria on environmental aspects, the basis being the 16 national environmental quality targets, such as reduced climate impact, clean air and a non-toxic environment etc. The aim is to achieve the selection of goods, services and contracts which have the minimum possible effect on the environment from a quantitative environmental perspective, i.e. taking into account their environmental effect and volume.

Identification of product groups for which the procurement criteria are developed is based on the points below:

- Assessment of the relative magnitude of the product-related environmental impact.
- Estimate of the volume of sales in the public sector.
- Collection of purchasing preferences from public procurers.

In addition identification is explored through evaluation of the CO<sub>2</sub> footprint of each product group.

Within the Swedish GPP scheme, ten product groups are covered, which encompass 32 sets of product information, although duplications exist, such as Furniture being present in both the Office product group and the Furnishing and textiles product group.

### Scope of the Criteria Requirements

The criteria requirements focus on the environmental impacts of the product groups, and the requirements are classified as follows:

- Mandatory supplier requirements (selection criteria).
- Mandatory requirements for the product (technical specification).
- Award criteria.
- Contract performance clauses.

The Swedish criteria contain three levels of environmental criteria, enabling purchasers to select the appropriate level for their purposes.

1. Basic criteria; comprises products that fulfil a basic level of environmental performance.
2. Advanced criteria; comprises products that fulfil the top 25% of the market.
3. Spearhead criteria; comprises products that are in the front line with current environmental technique, i.e. BAT (Best Available Technique).

## 9.9.1 Product Groups and Products Covered

Table 22 Product Groups and Products Included within the Swedish GPP Scheme

	Product Group	Product
1	Vehicles and transport	Travel services
		Tyres
		Vehicles
		Passenger transport
		Goods transportation
2	IT and telecom	Telecommunication products
		IT products
		Audio Visual products
3	Cleaning and laundry services	Cleaning services
		Chemical-technical products
		Laundry and textile service
4	Street and property	White goods
		Building Contracts
		Professional kitchens
		Outdoor lighting
5	Office	AV products
		Lighting products
		Furniture
		Paper products
6	Food	Fish and shellfish
		Coffee, tea and cocoa
7	Furnishing and textiles	Lighting products
		Furniture
		Textiles and leather
		White goods
8	Energy	Electricity
9	Nursing and care	Dialysis
		Pharmaceuticals
		EKG, diathermy and defibrillator

		<b>equipment</b>
		<b>Enthral nutrition</b>
		<b>Aesthetic and intensive care</b>
		<b>Dressings</b>
		<b>Examination gloves</b>
		<b>Incontinence and urology</b>
		<b>Medical-technical equipment, general criteria</b>
10	Services	<b>Vending, incl. coffee vending machines</b>

The level at which detailed information and criteria are provided within the Swedish scheme is highlighted in **bold** text.

## 9.10 United Kingdom

In March 2005, of the UK Sustainable Development Strategy (SDS) was published, which initiated the formal identification of actions that could be taken by central government to reduce its impacts. The Sustainable Procurement Action Plan was launched in 2007 and places a requirement on all government departments to adopt sustainable procurement.

### Scope of Products and Services Covered

Quick Wins began in 2003 and was the original criteria development process. A brief set of sustainable procurement specifications focusing on the key environmental aspects for a particular product group were established for a range of commonly-purchased products, such as IT equipment, white goods, paper etc. The products covered were initially identified through a review of their energy consumption, which over time broadened into a consideration of the environmental and financial impact. Products may also be selected for the UK scheme if there is considerable scope for improving their environmental performance or alternatively, to set an example to purchasers of what they could be procuring.

Quick Wins is currently being transformed into 'Government Buying Solutions' with a review of a wide number of the product groups and update of the criteria specifications. Overall 58 products are covered, split across 10 product groups.

Note: criteria for product groups in grey have not yet been finalised and released.

### Scope of the criteria requirements

National priorities, in terms of greenhouse gas emissions, energy efficiency, waste management and water usage, etc all impact on the criteria selected. In relation to each product group, emphasis is placed on reducing the most significant environmental impacts. This is based on technical advice about the environmental, economic and social costs and benefits. The standards have also been designed to ensure that products which fulfil the criteria provide better value for money over the whole life of the product than products that do not.

The product group specifications are comprised of a set of mandatory minimum standards at the market average level and voluntary, more stretching, best practice specifications to allow procurers to purchase "best in class" products in certain areas. The long term intention is that best practice specifications become the minimum as standards improve.

The updated specifications will likely include award criteria and technical specifications to achieve Quick Win standards. The award criteria will be optional, meaning a product does not need to meet them in order to achieve the Quick Win standard.

Social criteria are included within timber products (inc. furniture and paper) where ample evidence was identified to indicate the social impact of deforestation.

### 9.10.1 Product Groups and Products Covered

Table 23 Product Groups and Products Included within the UK SPP Scheme

	Product Group	Products
1	Cleaning Products	<b>Laundry detergents</b> <b>Dishwasher detergents</b>
2	Paper & Envelopes	<b>All Paper</b> <b>Copying and Graphic Paper</b> <b>General Use Envelopes</b> <b>Mailing System Use Envelopes</b> <b>Paper for printed publications</b> <b>Tissue Paper</b>
3	Office Machinery	<b>Computer Monitors</b> <b>Desktop Computers</b> <b>External Power Supplies</b> <b>Inkjet Multi Function Devices</b> <b>Laptop Computers</b> <b>Laser Printers</b> <b>Laser Multi Function Devices</b> <b>Scanners</b> <b>Workstations</b>
4	Construction	<b>Air Conditioning Units</b> <b>Cellar Cooling Equipment</b> <b>Central Heating Systems</b> <b>CHP</b> <b>Commercial Service Cabinets</b> <b>Condensing Units</b> <b>Efficient Showers</b> <b>Energy Control Gear for Lighting</b> <b>Gas Boilers</b> <b>Glazing</b> <b>Large Boiler Equipment</b> <b>Light Bulbs</b> <b>Lighting Systems</b> <b>Low Flush Toilets</b> <b>Motors and Drives</b>

		<b>New Build and Major Refurbishment</b> <b>Paints &amp; Varnishes</b> <b>Rainwater Harvesting Equipment</b> <b>Sprays and Automatic Taps</b> <b>Urinal Controls</b> <b>Vehicle Wash Water Reclaim Units</b> <b>Water Efficient Industrial Cleaning Equipment</b> <b>Wood Products</b>
5	Transport	<b>Bus</b> <b>Bus Services</b> <b>Car</b> <b>Van</b> <b>Waste Collection Services</b> <b>Waste Collection Trucks</b>
	Food	<b>Food</b>
6	Furniture	<b>Timber</b>
7	Electrical Goods	<b>Covers for Refrigerated Units</b> <b>Dishwashers</b> <b>Electric Ovens</b> <b>Fridges &amp; Freezers</b> <b>Set Top Boxes</b> <b>Televisions</b> <b>Tumble Dryers</b> <b>Video Players (Including DVD players)</b> <b>Video Recorders (Including DVD Recorders)</b> <b>Washer Dryers</b> <b>Washing Machines</b>
8	Textiles	<b>Cotton fibres</b> <b>Wool fibres</b> <b>Synthetic polyamide and polyester</b>
9	Gardening Services	<b>Soil Products</b> <b>Hydraulic Fluids &amp; Chainsaw Lubricants</b>

The level at which detailed information and criteria are provided within the UK scheme is highlighted in **bold** text.

## 9.11 EU GPP Scheme

A first set of common GPP criteria that cover product and service groups in ten sectors was established in 2008 in the framework of the Training Toolkit on GPP. A second set of GPP criteria for 8 new product groups was made available in July 2010.

GPP criteria are voluntary, with a target of 50% of all tendering procedures to be 'green' by 2010 in Member States. Green is taken to mean complying with the common GPP criteria.

### Scope of Products and Services Covered

The priority sectors for implementing GPP were selected through a multi-criteria analysis including: scope for environmental improvement; public expenditure; potential impact on suppliers; potential for setting an example to private or corporate consumers; political sensitivity; existence of relevant and easy-to-use criteria; market availability and economic efficiency.

For GPP product groups two documents are created: the Background Technical Report and the Product Sheet. The Technical Report defines a scope of a product group, presents market information, existing technologies and costs related to the products, explains in detail the environmental impacts of the different life cycle stages of the product, describes relevant EU legislation, policies and existing ecolabels and standards for each particular product or service. The Product Sheet contains the definition of scope of the product group, a brief description of the key environmental impacts and the bulk of the sheet is criteria recommendations.

### Scope of the Criteria Requirements

GPP seeks to cover all public procurement procedures, above and below the thresholds defined by the European public procurement Directives. In all cases, subject matter, environmental specifications, selection and award criteria and contract clauses need to be formulated in full compliance with EU public procurement legislation and other relevant EU legislation. The basic concept of GPP relies on having clear, verifiable and ambitious environmental criteria for products and services.

The EU GPP approach is to propose two types of criteria for each sector covered:

- The core criteria are those suitable for use by any contracting authority across the Member States and address the key environmental impacts. They are designed to be used with minimum additional verification effort or cost increases.
- The comprehensive criteria are for those who wish to purchase the best environmental products available on the market. These may require additional verification effort or a slight increase in cost compared to other products with the same functionality. GPP is a voluntary instrument.

### 9.11.1 Product Groups and Products Covered

Table 24 Product Groups and Products Included within the EU GPP Scheme

	Product Group	Product
1	<b>Copying and graphic paper</b>	Copying and graphic paper for normal office use Paper for professional purposes
2	<b>Cleaning products and services</b>	All purpose cleaners Sanitary cleaners Window cleaners Detergents for dishwashers Hand dishwashing detergents Laundry detergents for domestic washing machines
3	<b>Office IT equipment</b>	Computers: PCs and notebooks Monitors Imaging equipment: copiers, printers, scanners, faxes, and MFDs
4	<b>Construction</b>	Construction works (new buildings and renovations), including the supply of related services such as

		cooling, heating and ventilation services and the provision of electricity. It addresses the design, construction, use and disposal phase of buildings. Other (transport and noise control)
5	<b>Transport</b>	Passenger cars Public transport vehicles and services Waste collection trucks and services
6	<b>Furniture</b>	Indoor furniture: indoor furniture for business purposes (offices and schools) as well as for domestic purposes. It includes all free-standing or built-in furniture units, which are used for storing, hanging, lying, sitting, working and eating. Outdoor furniture: e.g. benches, tables and chairs
7	<b>Electricity</b>	Electricity
8	<b>Food and Catering services</b>	Food (fruit and vegetables, aquaculture, marine, meat and dairy products, drinks and beverages) Catering services
9	<b>Textiles</b>	Textile clothing and accessories: (such as handkerchiefs, scarves, bags, shopping bags, rucksacks, belts etc.); Interior textiles: textile products for interior use consisting of at least 90 % by weight of textile fibres. Wall and floor coverings are excluded; Fibres, yarn and fabric: intended for use in textile clothing and accessories or interior textiles.
10	<b>Gardening products and services</b>	Gardening products: Soil improvers, Ornamental plants, Irrigation systems, Garden machinery, Lubricant oils  Gardening services
11	<b>Windows, Glazed Doors and Skylights</b>	Windows External glazed doors Skylights used in the building envelope
12	<b>Thermal insulation</b>	Cavity wall insulation Solid wall insulation Loft insulation Floor insulation Roof insulation
13	<b>Hard floor-coverings</b>	Natural Products Processed Products (Hardened Products) Processed Products (Fired Products)
14	<b>Wall Panels</b>	Gypsum plasterboard Wood –based boards
15	<b>Combine Heat and Power (CHP)</b>	Cogeneration units
16	<b>Road construction and traffic signs</b>	Road construction Traffic signs
17	<b>Street lighting and traffic signals</b>	Street lighting Traffic signals
18	<b>Mobile phones</b>	Mobile phone Mobile phone charger Peripherals (spare batteries and headsets)

The level at which detailed information and criteria are provided within the EU GPP scheme is highlighted in **bold** text.

## 9.12 Overview

Overall there are considerable similarities between the product groups of the ten national schemes reviewed here and the EU GPP scheme. All ten countries and the EU identify the product groups to focus their attention on thorough consideration of the environmental impact such products have. Identifying and assessing the specific environmental impacts is achieved through varying methods: some countries require LCA data, while others rely on expert opinion to identify the key areas. A number of countries, such as Denmark, the Netherlands and the United Kingdom, state that they focus on only a few key aspects for each product group. An alternative is Sweden who has taken this a stage further and created a formalised assessment of the CO<sub>2</sub> impact of the product group.

Most of the ten countries also take into account the levels of public spend on a particular product group, and whether altering the way public spend occurs has the potential to transform the market for that particular product group and product.

All ten countries reviewed focus on reducing the environmental impact of the product through the criteria developed, and some are beginning to address social impacts of procurement of specific product groups.

### Product Groups Identified

A complete list of all product groups covered by each national scheme has been identified. Compiling this complete list demonstrates that the product groups that form the national GPP/SPP schemes have considerable similarities and overlaps. Most national schemes focus on very similar product groups and there is much commonality over which products are considered within these groups.

It should again be noted that within this review a 'product group' has been taken as in line with the arrangement of information in the EU GPP scheme, i.e. generally a relatively large overarching product group that contains within it a number of different products that require similar considerations to be addressed.

A number of countries reviewed here broke down the information provided to a more detailed level than the EU GPP scheme, i.e. at the product level rather than at the product group, including Belgium, Denmark and the United Kingdom. In some cases providing information at a more detailed level may be a more natural arrangement of information for procurers. Within the product group of transport for example, there is both the procurement of individual tyres, cars, buses (Sweden, Denmark) and waste collection lorries (Belgium), as well as the procurement of transport services (Belgium and Sweden). Procurement of goods and services may require different considerations and different guidance. Hence combining both goods and services within a single product group and within a single document may not be the most helpful and expedient way of providing information to the procuring professional.

**Table 25 Summary of the number of product groups within each national scheme reviewed**

Country	No of Product Groups
Austria	16
Belgium	18
Denmark	12
Finland	10
France	6 specific GEM guides 17 within Etat Exempleire (there is product group overlap between the two, so totalling 20 product groups)
Germany	1 mandatory 1 ICT 7 guidance
Netherlands	52

Country	No of Product Groups
Norway	14 (7 as product groups, with a further 7 specified in the NAP)
Sweden	10
United Kingdom	9
EU GPP	18

Approaching the product groups and products covered from the opposite direction, it is possible to match the product groups covered at a national level with those of the EU GPP scheme, and map the correlation this way. This has been carried out below in Table 26.

**Table 26 Review of product groups and products of the ten countries reviewed, against the EU GPP product groups.**

EU GPP	Austria	Belgium	Denmark	Finland	France	Germany	Nether-lands	Norway	Sweden	United Kingdom
Copying and Graphic Paper	X	X	X	X	X	X	X	X	X	X
Cleaning Products and Services	X	X	X	X	X		X	X	X	X
Office IT Equipment	X	X	X	X	X	X	X	X	X	X
Construction	X	X	X		X		X	X	X	X
Transport	X	X	X		X		X	X	X	X
Furniture	X	X	X	X	X		X	X	X	X
Electricity	X						X		X	
Food and Catering Services	X	X			X		X	X	X	
Textiles	X	X	X		X		X	X	X	X
Gardening Products and Services	X	X			X	X	X			X
Windows		X		X						X
Thermal Insulation	X									
Hard Floor-coverings		X				X				
Wall Panels										
Combined Heat and Power (CHP)										X
Road Construction and Traffic Signals							X			
Street Lighting and Traffic Signals							X			
Mobile Phones		X								

With this approach it is clear to see that there is far more commonality amongst the national schemes concerning their coverage of the first ten product groups adopted by EU GPP scheme, as opposed to the more recent eight, where there is very little coverage at a national level.

However, when the product groups and products covered at a national level are investigated further, the picture becomes much more complicated. The above comparisons vastly underestimate the complicated and interwoven nature of the product groups across the national schemes. For example, although all of the countries reviewed here may nominally cover a particular product group, the specific product group name will vary, the scope of that product group will vary, the number of sub-products it is divided into will vary as will the nomenclature used at each of these stages. All these aspects make it extremely difficult to be clear which aspects are common and which vary between countries.

Within the product group of Transport the EU GPP scheme has criteria for passenger cars, public transport vehicles and services as well as waste collection trucks and services. At the national level, eight of the ten countries address transport:

- Austria has a vehicles product group that covers cars, vans, buses, waste collection vehicles as well as separate information for lubricants.
- The Belgian scheme covers car sharing, private vehicles, public transport and waste collection lorries.
- The Danish GPP scheme includes tyres, cars and transport services.
- France has three product groups covering vehicles, eco-driving and travel. However these do not have GEM guides focusing on sustainability.
- The Dutch SPP has five product groups that cover transport: transport services, public transport, school transport, special purpose passenger transport, roads and traffic control systems. Within these product groups, products include courier services, underground passenger rail and public road and rail transport.
- Norway has one product group: transport and vehicles, including business travel.
- The Swedish GPP scheme has one product group: vehicles and transport. This encompasses travel services, fuel, tyres, vehicles, passenger and goods transport.
- The UK SPP has one product group covering transport. Specific products include cars, bus and bus services, van and waste collection services.

Meanwhile within the product group of Gardening products and services the EU GPP scheme encompasses procurement activities for the maintenance of green public areas: the gardening products, machinery and services for the maintenance of public green areas. At a national level though, there are a number of different approaches, for example:

- The Austrian GPP has one product group covering horticultural products. Within this they have two categories: basic and advanced products. The latter includes motorised garden tools and lubricants.
- Belgium covers this area with one product group. Within this, sub-products include flowers, plants and trees as well as irrigation systems and garden maintenance.
- In France, the Etat Exemplaire contains one product group: green spaces and non built areas. There is no GEM guidance on sustainability.
- The German Federal Environment Agency guidance has one product group within garden and landscaping, for irrigation.
- The Netherlands one product group for green spaces. This is broken down into sub-products including design, installation and maintenance and maintenance of sports fields.
- The UK SPP contains one product group called gardening services. This contains sub-product groups such as soil products, hydraulic fluids and chainsaw lubricants.

None of these identified differences in definition and distinction are insurmountable, and indeed a number of the countries reviewed here are moving towards the central ground, influenced in part at least by the EU GPP scheme, such as Austria Belgium, Denmark and the UK.

## 10 Comparison of National Criteria Formats with the EU GPP Format

There are a variety of different approaches used by the ten countries under review here, in terms of presenting the information to guide GPP decisions and procurement processes. Some, such as Finland, have a single document, others have a background document exploring the area as well as a criteria document, such as Denmark, and others combine the two into a detailed document such as Germany.

The EU GPP approach is to have a detailed background document discussing the product group, the environmental concerns associated with the products and innovations in the area, together with a criteria specific document that details the criteria requirements and provides guidance on verification.

The approach to the individual criteria varies between the countries reviewed here as well, with some having multiple levels of criteria such as Sweden, and Belgium, while others such as France, Germany and Denmark have a single level. Table 27 below contains a full summary of the each country's approach.

**Table 27 Documents provided by each national scheme and the types of criteria requirements**

Country	Documents Provided	Types of Criteria suggested or specified	Ambition level
Austria	Environmental Criteria documents, basic and advanced	Technical specifications, Award criteria, Contract clauses	Basic Criteria Advanced Criteria
Belgium	Environmental and Social Criteria documents, basic, (advanced) and extended	Technical specifications, Award criteria, Selection and Performance criteria	Basic Criteria, Advanced Criteria, Extended Criteria
Denmark	Background Document and Environmental Guide	Voluntary guidelines, Procurement agreements, Environmental declarations	One level of guidance, (taken from ecolabels so "should be reasonably high")
Finland	Brief description of Environmental Considerations and Environmental criteria	Technical specifications, Award criteria	Core criteria and Comprehensive criteria
France	GEM Guides (containing considerable background information and guidance on criteria setting). Etat Exemplaire (contains brief background information and suggested targets).	Contract conditions	One level of guidance
Germany	A single document containing background information and tender recommendations	Guidance and basic award criteria	One level of guidance
Netherlands	A single document briefly containing background information and criteria	Minimum requirements, Award criteria (points)	Mandatory criteria and Award criteria
Norway	Criteria document	Selection criteria, (Supplier Qualification requirements), Technical requirements, Award criteria (product) and Contract clauses.	Basic criteria, Comprehensive criteria and Innovative criteria
Sweden	Criteria document	Selection criteria (Supplier requirements), Technical specifications (Product requirements), Award criteria, Contract performance clauses	Basic criteria, Advanced criteria and Spearhead criteria
United Kingdom	Brief background information and Criteria Document	Mandatory criteria and Best practice criteria	Mandatory criteria and Best practice criteria
EU GPP	Background Report and Product Sheets	Subject matter, Technical specification, Award criteria, Selection criteria, Contract performance clauses	Core and Comprehensive criteria

From the review of the ten national schemes and the criteria available, leading practice can be identified. Criteria should be clearly grouped, either by the stage in the procurement process like Sweden, with selection criteria, technical specification criteria and award criteria, contract clause and this is the method the EU GPP scheme has adopted. Alternatively criteria can be grouped by impact areas, for example by material impacts, emissions impacts etc, which are how many ecolabels are arranged. The guidance provided with the criteria should state clearly the mechanisms for verification. Using eco-labels is the most favoured approach within the ten countries here and has the advantage, from the point of view of procurement staff, of putting the onus on manufacturers. The product sheets from the Netherlands offer very clear advice to procurers of how to verify compliance, while the information provided by Belgium gives excellent guidance of ecolabels and awards that may be relevant and can be used to guide verification.

The current EU GPP criteria appear to strike a good balance between the approaches used by different member States. It provides two levels of criteria, core and comprehensive, allowing flexibility for those who wish to set more demanding requirements.

The EU GPP criteria are based around technical specifications, selection criteria, award criteria and contract performance clauses. The ten countries reviewed here also use some of these phrases; however it is not always clear whether they are used within the same context as those in the EU GPP criteria. It is important that the definitions of the different types of criteria are clearly outlined and communicated. This is particularly relevant as the criteria are intended to be used by a growing number of procurers, including those beyond the public sector, and potentially will be used by suppliers to demonstrate compliance.

For each product group within the EU GPP approach there may be a number of different products captured within it under a general heading. For example Office IT Equipment contains criteria for computers, monitors, laptops, photocopiers, printers, etc. This arrangement of information means that it is not necessarily clear as to the specific products contained within a product sheet, without reading through the whole document. It may be that some procurers do not use EU GPP criteria because they are unaware the product they are specifically looking to purchase is included within a broadly described product group.

To overcome this, the format of the criteria could easily be amended to include a product sheet for each specific type of IT product. This would result in more product sheets; however each would be clearly focused and make it easier for the procurer to identify if criteria exist for a particular product. The products could still be grouped under the overall headings e.g. Office IT Equipment, but would include a sub list under each highlighting the specific products covered. The Danish website provides a good example of how this can work well, allowing quick and easy access to the specific information required.

## 11 Identification of Common Product Groups

Identification of ten commonly occurring product groups within the ten countries reviewed here was achieved through considering the full lists of product categories and sub-categories identified for each member state above. Where specifications were currently under development (marked as grey in the previous Chapter) such product groups were excluded from this analysis as they are at varying stages of development and are subject to change. This identification phase took place by considering the headings and definitions given for product groups and products by each of the countries under review here, and drawing together similar categories.

The identification of ten common GPP Product Groups was achieved through consideration of the groups for which the most individual guides are available at a national level. The results are shown in Table 28 which gives the list of product groups or product as well as detailed information of how the information is identified within each country and the headings that must be accessed to identify the specific information for that product group or product.

The product groups selected demonstrate a broad cross-section of product types including hardware (vehicles and computers), consumables (laundry detergents and tyres), as well as product groups that are defined in significantly different ways between the ten countries being reviewed, such as textiles.

**Table 28 Top Ten Product Groups occurring across the Ten GPP Schemes being reviewed**

Total Occurrences	Product Group	Member State	Product Group and/or Product
10	Computers and Monitors	Austria	IT Equipment (core) → PCs (advanced)
		Belgium	Computers and Office Machines, → Personal Computers → Monitors and flat screens
		Denmark	IT and Office Equipment → PCs → Monitors
		Finland	IT Equipment → Computers
		France	Etat Exemplaire → IT
		Germany	Office Equipment → Computers → Monitors
		Netherlands	Hardware → Computer equipment and supplies
		Norway	ICT Products → Desktop computers → Monitors
		Sweden	IT and Telecommunication Products → IT Products → Computers and Screens
		United Kingdom	Office ICT Equipment → Desktop computers → Computer Monitors
10	Photocopiers	Austria	IT Equipment (core) → Imaging Equipment
		Belgium	Computers and Office Machines → Printers, copiers, faxes and scanners
		Denmark	IT and Office Equipment → Copiers
		Finland	IT Equipment → Copiers
		France	Etat Exemplaire → Printing Solutions
		Germany	Office Equipment → Multifunction Devices
		Netherlands	Reproduction Equipment
		Norway	ICT Products → Photocopiers

Total Occurrences	Product Group	Member State	Product Group and/or Product
		Sweden	IT and telecom → Document Handling Products
		United Kingdom	Office IT Equipment → Inkjet multifunction devices → Laser multifunction devices
9	Office/copy paper <sup>75</sup>	Austria	Paper (core) → Office Paper from waste paper, from virgin fibres, Graphic Paper, Printed matter (advanced)
		Belgium	Paper and Cardboard Products → Writing, Printing and Copying Paper
		Denmark	Printed Matter
		France	Copy Paper and Graph Paper
		Finland	Office and Stationary → Stationary and Office → Office and Copy paper, and Envelopes
		Germany	Office Supplies → Paper Products
		Netherlands	Paper
		Sweden	Office → Paper products
		United Kingdom	Paper → Paper
		8	Office Furniture
Belgium	Furniture → Interior furniture → Office (swivel) chairs		
Denmark	Office Furniture → Filing cabinets → Tables → Office Chairs → Bookcases		
France	GEM Office Equipment → Recommendations on office furniture Etat Exemplaire → Office Equipment		
Netherlands	Office furniture		
Norway	Office Furniture		
Sweden	Furnishing and textiles → Furniture		
United Kingdom	Furniture		
8	Laundry Detergents	Austria	Cleaning → Cleaner (core) → Detergent
		Belgium	Cleaning Products and Services → Washing Products (Private) → Washing Products (professional)
		Denmark	Washing and Cleaning → Textile Detergents
		Finland	Cleaning Products → Washing Detergents
		Netherlands	Cleaning Services
		Norway	Laundry Services
		Sweden	Cleaning and Laundry Services → Laundry and Textile Service
8	Textiles	United Kingdom	Cleaning Products → Laundry detergents
		Austria	Textiles → Core and advanced textiles
		Belgium	Textiles and ready to wear → Clothing and accessories → leather products
		Denmark	Clothing and textiles

<sup>75</sup> Norway does not have established GPP criteria for office paper, but does highlight this area in the National Action Plan.

Total Occurrences	Product Group	Member State	Product Group and/or Product
			→ Work overalls → Work-wear → Work-wear with protective properties → Curtains → Gloves → Bed linen
		France	GEM Clothing →Buying Clothes
		Netherlands	Office soft furnishing Work-wear
		Norway	Clothing and textiles
		Sweden	Furnishing and textiles → Textiles and leather
		United Kingdom	Textiles → Cotton fibres → Wool fibres → Synthetic polyamide and polyester
8	Vehicles	Austria	Vehicles
		Belgium	Transport → Private vehicles
		Denmark	Transportation → Cars
		France	Etat Exemplaire → Private Vehicles
		Netherlands	Heavy duty motor vehicles Service cars (i.e. cars providing a service)
		Norway	Transport and vehicles (NAP)
		Sweden	Vehicles and Transport → Vehicles
		United Kingdom	Car
8	Wood Products	Austria	Interior Furnishing Structural Engineering
		Belgium	A number of wood product categories to come
		Denmark	Construction materials → Sustainable wood
		France	Wood as a construction material
		Germany	Wood and construction materials
		Netherlands	Timber
		Norway	Timber (NAP)
		United Kingdom	Construction/Furniture/Paper → Wood Products
7	Tissue/toilet paper	Austria	Paper → Sanitary Paper (core and advanced)
		Belgium	Paper and cardboard products →Paper products for personal hygiene
		Denmark	Personal Hygiene → Kitchen and Toilet Paper
		Finland	Tissue Paper
		Germany	Cleaning and hygiene → Sanitary Paper
		Sweden	Paper → Soft Paper
		United Kingdom	Paper → Tissue paper
3	Windows	Belgium	Construction and Decoration → Materials for specific use →Windows and exterior doors
		Finland	Construction Equipment → Windows
		United Kingdom	Construction → Glazing

## 12 Review of Ten Common Product Groups

### 12.1 Personal Computers and Monitors

The popularity, availability and increased functionality of computers have made them one of the most common pieces of equipment found in homes and offices alike. The energy consumption of computers and monitors during their active life-time is the most significant environmental impact and is therefore the main focus of most of the criteria discussed below.

Products offered on the market differ quite significantly in their energy consumption in the different modes ('on'/'sleep'/'off' etc.) and introducing some simple requirements to procurement can ensure environmental impacts are kept to a minimum.

Computers and monitors have been included in some way by all ten countries reviewed here. Details are provided in Table 29, however it should be noted that some countries reviewed covered a range of products under generic headings, for example 'Computers and Electrical Communications'.

**Table 29 Information on Personal Computers and Monitors taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
<b>Austria</b>	Criteria Document – Criteria for IT equipment. – PCs, monitors and notebooks	<ul style="list-style-type: none"> <li>• Energy efficiency requirements : in accordance with Energy Star</li> <li>• Construction requirements: Spares availability: Parts must be available for at least 3 years after production</li> </ul>
<b>Belgium</b>	Criteria Document - Criteria for Personal Computers (Basic and Extended)	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Construction</li> <li>• Material</li> <li>• Permitted noise levels</li> <li>• Disposal</li> </ul>
	Sustainable Public Procurement – Monitors and flat screens	<ul style="list-style-type: none"> <li>• Energy consumption</li> <li>• Product design – plastic content, recycling</li> <li>• Chemical content</li> <li>• Noise</li> <li>• Packaging</li> <li>• Maintenance and guarantee</li> </ul>
<b>Denmark</b>	Background Document – Background Paper for Office Electronics	<ul style="list-style-type: none"> <li>• Energy efficiency requirements: energy saving features</li> <li>• Material requirements: recycled plastic content</li> <li>• Permitted noise levels</li> <li>• Manufacturer responsibility – EMS in place and correct disposal of end product</li> <li>• Energy efficiency (Energy star)</li> <li>• Upgradeability</li> <li>• Noise</li> </ul>
	Criteria Document – Environmental Guide for PCs	
	Environmental guidance - Monitors	
<b>Finland</b>	Copy of the criteria document for laptops provided by FCG Finnish Consulting Group Oy on 2nd June 2010	<ul style="list-style-type: none"> <li>• Energy</li> <li>• Materials</li> <li>• Noise</li> </ul>
<b>France</b>	Etat Exemplaire – Office IT Equipment	<ul style="list-style-type: none"> <li>• Energy</li> <li>• Materials</li> <li>• End of life</li> </ul>
<b>Germany</b>	Tender Recommendations for Office	<ul style="list-style-type: none"> <li>• Energy</li> </ul>

Member State	Document Type	Environmental and/or social aspects addressed
	Equipment	<ul style="list-style-type: none"> <li>• Recyclability</li> <li>• Restriction of hazardous substances</li> <li>• Power management</li> <li>• Noise</li> </ul>
<b>Netherlands</b>	Criteria for the Sustainable Public Procurement of Hardware (desktops, laptops and monitors)	<ul style="list-style-type: none"> <li>• Energy efficiency requirements</li> </ul>
<b>Norway</b>	Criteria Document - Environmental and Social Responsibility in Public Procurement (ICT)	<ul style="list-style-type: none"> <li>• Chemicals</li> <li>• Energy</li> <li>• GHG</li> <li>• Waste</li> </ul>
<b>Sweden</b>	Criteria Document – Computers and Screens	<ul style="list-style-type: none"> <li>• Sound</li> <li>• Recycled plastic material</li> <li>• Energy</li> <li>• ROHS</li> </ul>
	Procurement for a non-toxic Environment	<ul style="list-style-type: none"> <li>• Exclusion/restriction of chemicals</li> </ul>
<b>United Kingdom</b>	Criteria Document – Criteria for Personal Computers (mandatory, best practice and class leader)	<ul style="list-style-type: none"> <li>• Energy: Energy star v5 requirements which has maximum 2 watt consumption in Off Mode and 4 watts in Sleep Mode</li> <li>• Parts: segregation and recovery</li> <li>• Prolonging useful life</li> <li>• Chemicals in components</li> <li>• Operational noise emissions</li> <li>• Packaging</li> <li>• Documentation</li> </ul>
	Government Buying Standards – Computer monitors	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Material content</li> <li>• Maintenance</li> <li>• Documentation</li> </ul>
<b>EU</b>	Criteria Document- Office IT Equipment	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Product longevity</li> <li>• Noise emissions</li> <li>• Use of mercury</li> <li>• Disassembly</li> <li>• Chemicals in flame retardants</li> </ul>

## Austria

The Austrian product group is called “IT Equipment” and applies to PCs, monitors and notebooks, and imaging equipment such as printers and copiers. Within this discussion only the PC relevant criteria will be considered. The specifics of the criteria are taken from the EU GPP Criteria, although not reproduced in their entirety.

The criterion for PCs and monitors refers extensively to Energy Star,<sup>76</sup> TCO and Blue Angel ecolabels and primarily includes criteria on energy and the accessibility and replaceability of parts such as hard-drives, CD-ROMs and batteries with a view to allowing upgrades which would extend the lifespan of the unit.

Verification guidance is provided alongside each criterion, and refer to the Energy Start, TCO label, Blue Angel Ecolabel and the EU Ecolabel as appropriate proof for a range of the criteria. In addition test reports, technical dossiers and manufacturer’s statement may be used for various criteria.

<sup>76</sup> The Austrian criteria do not specify a particular version of the Energy Star label therefore it is assumed that the intention is for procurers to refer to the latest version; in this case, version 5.

## Belgium

The overall product category in Belgium is called Computers and Office Machines, and within this there are sub groups of: 'personal computers', 'monitors' and 'flat screens'. There are two levels of criteria in Belgium, 'Basic' and 'Extended'.

Energy is the primary focus tackled both through the energy efficiency of the PC and monitor and the standby and hibernation settings as detailed:

- All products must meet the latest Energy Star standards for energy performance.
- Minimum efficiencies of internal power supplies.
- Pre-set energy management features.
- Control over the speed of Ethernet connections when going in to stand-by.
- Manufacturers will ensure that remote and scheduled wake-up settings can be managed centrally with tools provided by the manufacturer.

In addition monitors must satisfy specific user interface standards. The extended document also includes criteria on materials (mercury content for PCs, and for lamps in Monitors) and noise (when idling and accessing drives for PCs and for Monitors with fans) while the award criteria include product design requirements, restrictions on chemicals and hazardous substances, recycled content and recyclability, installation by qualified personnel and take back and disposal requirements.

Chemical restrictions are also applied to the plastics used in packaging and the paper to be used for product documentation. The manufacturer is required to provide a three year guarantee from delivery, as well as guaranteeing that spare parts will be available for a period of at least five years following the cessation of production.

The two levels of criteria are based on a range of ecolabels including Blue Angel, Energy Star Version 5, EU Ecolabel, Nordic Swan, TCO and the EU GPP Criteria. As such all of these can be used to verify certain aspects of the requirements, together with other appropriate evidence from a recognised body. ILO conventions are also cited for the ethical trade performance clauses.

## Denmark

Green IT is a major focus area within Denmark, and this product group covers both PCs and Monitors. The Ministry of Science has published a guide on green IT for the public sector, which covers procurement of IT equipment, the layout of server rooms, use of decentralised IT equipment, employee behaviour and innovative uses of technology. One of the overarching points of their criteria is that all IT products should meet the requirements of the EU (which uses the flower logo) or Nordic Swan Eco-labels.

The Danish criteria are divided into three groups: criteria for smaller scale purchases, criteria for bulk buying, and criteria for manufacturers which include criteria on:

- Energy (EU or Nordic Swan Ecolabels)
- Energy management functionality
- Upgradeability
- Noise (Nordic Swan)
- Recyclability of plastic parts
- Manufacturer should have and EMS (ISO14001 etc)
- Disposal

Procurement of equipment that has been awarded the Nordic Swan or the EU Ecolabel is encouraged in general in Denmark. For this product group TCO '99/03 or the Blue Angel Ecolabel is also cited.

## Finland

Only the criteria document for Laptops has been shared, however it has been indicated that the requirements are generally the same for PC's and Laptops, with the main difference being the noise limit (where the PC limit may be slightly louder).

The requirements include energy use, materials use and noise restrictions. The criteria are based on the Nordic Swan, which in turn also reference the Energy Star. Therefore energy use must meet the Version 5 Energy Star requirements. Flame retardants with specific R-phrases are not permitted and plastic must be able to be recycled. Spare parts must be available for at least 3 years. There is also a requirement relating to mercury content of LCD screens, although this may be specific to laptops. Disposal is discussed in the 'tips' section after the criteria.

Verification guidance is provided alongside each criterion, and gives reference to the Energy Star label, version 5, the Nordic Swan, Blue Angel and EU Ecolabels.

## France

Environmental guidance for office IT equipment is provided in the Etat Exemplaire communication. The requirements are that any procured equipment must be at least equivalent to the Energy Star requirements in terms of energy efficiency. In addition a target exists for 2010 that requires 60% of purchased equipment to have a performance equivalent to the TCO norm (Swedish Confederation of Professional Employees) and include a minimum percentage of recycled material. Alternatively 60% of procured equipment performance must be equivalent to the EU Ecolabel requirements for desktop computers and laptops. In general the Etat Exemplaire sets out targets to be achieved, but gives no specific verification recommendations.

## Germany

Germany provides guidance on the procurement, use and disposal of electronic office equipment, with guidance for the product groups 'computers' and 'computer screens'. Germany does not provide a set of criteria for procurement; instead they refer the procurer to a number of eco-labels and the related requirements that should be considered. The guidelines encourage consideration of aspects such as:

- Energy use (fit for purpose, energy management functionality such as sleep modes, easily accessible 'on/off' switch, limits set for various size screens),<sup>77</sup>
- Noise emissions (should not be sacrificed for cost).
- Material use (WEEE Directive, restricted use of flame retardants).
- New products versus upgrades.
- Used computers.
- Usage cascade (re-use of equipment).
- Returning computers to the manufacturer.

In relation to maintenance, replacement parts must be available for up to five years after production is discontinued and specify that component parts and packaging materials must be easily separable and clearly labelled to allow sorting at the end of life.

No specific verification requirements are detailed in the criteria document, but the Energy Star label is cited for requirements, and the Blue Angel, Eco-Kreis, Energy Star, EU Ecolabel, Nordic Swan and TCO'05 labels are discussed in general.

## Netherlands

The product group for this area in the Netherlands is called 'Hardware' and contains specifications for desktop computers, laptops and monitors. The key criterion is the energy efficiency requirements, which are that the product must meet the Energy Star Version 4 criteria for Computers.

The energy efficiency requirement is the only aspect that is specified. However, recognising the range of other aspects that should be considered, the documents include additional information on extended lifespan; energy efficient use; and encourage re-use. They encourage procurers to consider anticipated trends and expansion/upgrading equipment when purchasing new IT equipment.

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<sup>77</sup> The German criteria refer to the Energy Star label in relation to energy efficient operational modes. The recommendations refer to the Energy Star website. While the text references an outdated update to the label the website link takes the reader to the criteria for Version 5.

The Dutch documents also provide guidance to the user during the 'use-phase' of the product:

- Try to extend the lifespan of PCs as new processors use more energy than old ones.
- Limit standby time when computer is not in use, instead turn them off.
- Re-use equipment throughout the organisation.
- Set-up energy management functions.
- Do not use screensavers.
- Dispose of computers responsibly.

Information is given for 'means of proof' under each criterion, together with notes for the purchaser explaining these and detailing how to verify the proof. Within this product group the verification methods referred to include the Energy Star label, version 4 as well as self declaration equivalent to the requirements. The Energy Star requirements, section 3 and 4 (in full) are reproduced in an appendix within the criteria document.

### **Norway**

The Norwegian product group is called ICT Products, and encompasses desktop computers, workstations, portable computers, servers, monitors and docking stations. The mandatory criteria specify that products must meet current Energy Star energy-saving requirements<sup>78</sup> and have replacement parts available for at least three years after the product is produced.

There is also a recommendation that matt screens be used within office environments to better suit lighting conditions and for computers, that the memory be upgradable, and restrictions be placed on the noise emissions. The award criteria cover replacement parts being available for longer periods, restrictions on flame retardants and place restrictions on the chemicals included in the plastics.

Verification guidance for the technical specifications is given at the end of this section and the end of the award criteria section. They make reference to the Energy Star requirements, as well as self declarations criterion and compliance with the Nordic Swan, the Blue Angel and the TCO % labels, or equivalent.

### **Sweden**

Sweden has established criteria focused on reducing certain chemicals in a range of IT products, with a specific product group targeting Computers and Monitors.

The legal requirements focus on the producer's responsibility for packaging, for electrical/electronic products, for batteries and operating in accordance with the RoHS-Directive. The basic level of criteria expands this to include requirements in relation to noise emissions and energy efficiency. The advanced level sets limits for the noise emission level that is permissible for PCs. The most advanced level is the spearhead level and this requires that screens should meet the Energy Star Version 5 requirements and in addition awards points for the levels of mercury in screens and also awards points for both PCs and screens that contain plastic parts that are made of recycled plastic.

Specific verification guidance is given as a section of the product group document. This gives detailed verification guidance for each requirement and makes reference to The Nordic Swan Ecolabel, version 5.1, equivalent TCO labelling, the Energy Star label, Eco-Declaration ECMA 370 2<sup>nd</sup> edition, association with collective systems for producer responsibility and battery recycling, certificates from manufactures, or equivalent environmental labelling where appropriate for each requirement. It also provides links to registers of appropriately qualified producers with respect to their supply chain requirements.

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<sup>78</sup> The Norwegian criteria specify "current" Energy Star criteria, therefore despite the reference provided in the document taking the user to Version 4 ([http://www.eu-energystar.org/en/en\\_044b.shtml](http://www.eu-energystar.org/en/en_044b.shtml)) it is assumed that Version 5 should be used.

## United Kingdom

The UK encompasses a range of product groups under the generic heading 'Office Products', including desktop computers and computer monitors.

In the UK all desktops bought by government organisations must meet the minimum mandatory specifications which are:

- Energy Star Version 5 for energy performance.
- Parts that have to be treated separately at the end of the product's useful life are easily separated, and coatings are compatible with recycling and reuse.
- Prolonged useful life – hardware upgrades and spare parts are available for five years.
- Packaging materials do not contain chlorine.

For monitors the requirements are broadly the same, but with the additional point of limiting the mercury content of lamps. Verification guidance is given in terms of the Energy Star label, ISO awards for labelling of plastic parts, but the majority of requirements do not have verification guidance against them.

The 'best practice' and 'class leader' requirements are similar to those above, but also include requirements relating to noise emissions and that documentation is provided on recycled paper.

### 12.1.1 Similarities between National Criteria

There are a number of similarities between the criteria of the countries being reviewed. These similar criteria can be summarised under the following headings, with energy and upgradeability the most quoted criteria:

- Energy.
- Restriction of hazardous substances/chemicals.
- Upgradeability.
- Recycled content and recyclability.
- Noise.
- Disposal.
- Energy management functions on the hardware itself.

These are valid headings that would assist in the reduction of the environmental impact if adopted on a wider basis. Reference to Energy Star criteria, or another ecolabel's criteria, on power management and energy performance was the most frequently used criterion for monitors.

There were also similarities between the countries being reviewed regarding the material properties that were forbidden/ restricted. For example polymers containing halogen, organic chlorine or bromine compounds are not allowed to be used as flame retardants in plastic housings according to the Belgian, Danish, German, Swedish and UK criteria. There were similar criteria relating to the chemical content of packaging, and the paper used for product documentation.

Similarly a number of countries reviewed here specify that the products must be designed in such a way that component parts are easily separable using normal tools and should be labelled with material codes to allow sorting and recycling at the end of the product's useful life. Linked to this there were similarities between countries in relation to spare parts being available for a certain length of time after production of the device had stopped. In most cases this duration was specified as five years, however Austria opted for three years. The requirements of the WEEE Directive were also referenced by more than one Member State in relation to the return of devices at the end of their useful life.

**Table 30 The Similarities of Aspects Addressed for Personal Computers**

Criteria	Energy	Detailed substance restrictions	Upgradeability / design	Recycled content	Recyclability of product or its components	Noise	Disposal
Austria	x		x				
Belgium	x	x	x	x	x	x	x
Denmark	x		x		x	x	x
Finland	x	x			x	x	x
France	x			x			x
Germany	x	x	x	x	x	x	x
Netherlands	x						x
Norway	x	x	x			x	
Sweden	x	x		x		x	x
United Kingdom	x	x	x		x	x	
EU	x	x	x		x	x	

**Table 31 The Similarities of Aspects Addressed for Monitors**

Criteria	Energy	Detailed substance restrictions	Upgradeability/ Durability	Recyclability of product or its components	Availability of parts
Austria	x		x		x
Belgium	x	x	x	x	x
Denmark	x			x	
Finland		x			
France	x				
Germany	x	x	x	x	x
Netherlands	x				
Norway	x				x
Sweden	x	x			
United Kingdom	x	x	x	x	
EU	x	x		x	

### 12.1.2 Common Criteria

In some cases the similarities between national criteria are actually identical, or practically identical. This is not surprising as many of the criteria sets for this product group were developed from the same ecolabels. These common criteria include:

- Energy Star Version 5 for Computers - maximum 2 watt consumption in Off Mode and 4 watts in Sleep Mode (Austria, Belgium, Finland, Germany, Norway, Sweden, UK) (Netherlands quote Version 4).
- Plastic parts heavier than 25g should have a permanent marking/ material codes identifying the material, in conformity with ISO 11469: 2000. (Belgium, Denmark, Germany, UK)
- Plastic parts >25 g are free from flame retardant substances/preparations that are assigned any of the following risk phrases as defined in Council Directive 67/548/EEC:

- R40 – possible risk of cancer. (Belgium, Germany)
- R45 – may cause cancer. (Belgium, Germany, Norway, UK)
- R46 – may cause heritable genetic damage (Belgium, Germany, Norway, UK)
- R49 – may cause cancer by inhalation. (Belgium, Germany)
- R50/51/53 (UK)
- R60 – may impair fertility (Belgium, Germany, Norway, UK)
- R61 – may cause harm to the unborn child. (Norway, UK)
- R62 – possible risk of impaired fertility. (Belgium)
- R63 – possible risk of harm to unborn child. (Belgium, Germany)
- R68 – possible risk of irreversible effects. (Belgium, Germany)
- The bidder must guarantee the availability of spare parts for at least 3 years (Austria)/ 5 years (Belgium, Germany, Norway, UK) from the time that production ceases.
- Noise for PCs: 4.0 B (A) in idle operating mode, 4,5 B(A) while accessing a hard disk drive and when the hard disk is active (or similar). (Belgium, Denmark, Finland, Germany, Norway, Sweden and the UK)

### 12.1.3 EU GPP Criteria and next steps

The EU GPP Scheme already has criteria for ICT products, covering computers, monitors and imaging equipment, although the products are broken down into criteria for computers and monitors and criteria for imaging equipment.

The criteria for computers and monitors place requirements for energy performance and the restriction of hazardous substances onto these products in both the core and comprehensive criteria. These areas were highlighted by the review of national criteria, with all ten countries addressing energy consumption, and half addressing hazardous materials. In addition to these the EU GPP Criteria includes upgradeability in the core criteria, as well as recyclability and noise in the comprehensive criteria, and disassembly as an award criterion. A number of these aspects are covered by the countries being reviewed as well.

Criteria included by the countries reviewed here, but that do not form part of the EU's criteria are:

- Recycled content of equipment. (Belgium, Finland, Germany, Sweden)
- Disposal of end of life equipment. (Denmark, Germany, Netherlands)
- Energy management settings. (Belgium, Denmark, Germany, Germany, Netherlands)

It is recommended that in general the approach for the EU GPP criteria for this product groups does not need to be amended. It covers the same key areas as included across the criteria developed by the countries reviewed here.

As highlighted above there are some criteria that are not currently included in the EU GPP criteria. The Energy Star power management requirements are generally included together with the energy efficiency requirements. The current EU GPP product sheet refers to 'energy performance'. It is thought that this includes both the energy efficiency and power management requirements, however it is recommended that this is reviewed when the EU GPP criteria are next updated to ensure the wording is clear with regards the technical specification required as part of the EU GPP criteria and in agreement with that required in leading GPP so harmonisation is being worked towards.

Disposal of end of life equipment is controlled by the WEEE Directive, which sets minimum standards, and this legislative requirement is not included in the EU GPP criteria. Some countries included within this review go further that the minimum requirements and EU GPP may want to consider this during the next review.

A number of the existing EU GPP criteria are based on the EU Ecolabel for personal computers and portable computers (laptops), which has been recently updated.

Once the ecolabel criteria for laptops<sup>79</sup> and personal computers<sup>80</sup> is finalised it is recommended that the EU GPP criteria are reviewed to ensure they are up to date. If ecolabel criteria are developed for recycled content of equipment then this should provide the basis of a similar EU GPP requirement.

<sup>79</sup> [http://ec.europa.eu/environment/ecolabel/ecolabelled\\_products/categories/portable\\_computers\\_en.htm](http://ec.europa.eu/environment/ecolabel/ecolabelled_products/categories/portable_computers_en.htm)

<sup>80</sup> [http://ec.europa.eu/environment/ecolabel/ecolabelled\\_products/categories/personal\\_computers\\_en.htm](http://ec.europa.eu/environment/ecolabel/ecolabelled_products/categories/personal_computers_en.htm)

This should be considered and the justification for including such a criterion investigated further when reviewing the EU GPP criteria.

**Table 32 Reference material for this review of Personal Computers and Monitors**

Member State	Document Type	Source of Material
<b>Austria</b>	Criteria Document – Criteria for IT equipment, basic Criteria Document – Advanced Criteria for PCs	<a href="http://www.nachhaltigebeschaffung.at">http://www.nachhaltigebeschaffung.at</a>
<b>Belgium</b>	Criteria Document - Criteria for Personal Computers (Basic and Extended) Criteria Document - Criteria for Monitors (Basic and Extended)	<a href="http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=134&amp;pid=1309">http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=134&amp;pid=1309</a> <a href="http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=134&amp;pid=1301">http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=134&amp;pid=1301</a>
<b>Denmark</b>	Criteria for Office Electronics Criteria Paper for Monitors	<a href="http://www.miljoevejledninger.dk/vejledninger/itogkontorudstyr/pcere">http://www.miljoevejledninger.dk/vejledninger/itogkontorudstyr/pcere</a> <a href="http://www.miljoevejledninger.dk/vejledninger/itogkontorudstyr/skaerme">http://www.miljoevejledninger.dk/vejledninger/itogkontorudstyr/skaerme</a>
<b>Finland</b>	Criteria Document - Laptops	Copy of the criteria document for laptops provided by FCG Finnish Consulting Group Oy
<b>France</b>	Etat Exemplaire	Copy of the Etat Exemplaire provided by the French Chargée de mission Etat exemplaire, Bureau des régulations économiques, Service Economie, Evaluation et Intégration du Développement Durable
<b>Germany</b>	Green Product procurement – Office Equipment	<a href="http://www.umweltbundesamt.de/prode-be/beschaffung/buero/buerogeraete/computer.html">http://www.umweltbundesamt.de/prode-be/beschaffung/buero/buerogeraete/computer.html</a>
<b>Netherlands</b>	No Background Document Criteria for the Sustainable Public Procurement of Hardware	<a href="http://www.senternovem.nl/mmfiles/criteriadocument%20hardware.doc_tcm24-323690.pdf">http://www.senternovem.nl/mmfiles/criteriadocument%20hardware.doc_tcm24-323690.pdf</a>
<b>Norway</b>	Criteria Document – Recommended environmental criteria for ICT products	<a href="http://www.anskaffelser.no/filearchive/ict-products-recommended-criteria.pdf">http://www.anskaffelser.no/filearchive/ict-products-recommended-criteria.pdf</a>
<b>Sweden</b>	Procurement for a non-toxic Environment	<a href="http://www.msr.se/en/green_procurement/Chemicals/Chemicals-policy">http://www.msr.se/en/green_procurement/Chemicals/Chemicals-policy</a>
	Criteria Document – Computers and Screens	<a href="http://www.msr.se/en/green_procurement/criteria/EU-criteria">http://www.msr.se/en/green_procurement/criteria/EU-criteria</a>
<b>United Kingdom</b>	Criteria Document for office ICT Equipment	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/office/index.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/office/index.htm</a>
<b>EU</b>	EU GPP Product Sheet 'Office IT Equipment' (Core and Comprehensive Criteria)	<a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_product_sheet.pdf</a>
	EU GPP Background report 'Office IT Equipment'	<a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_background_report.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_background_report.pdf</a>

## 12.2 Photocopiers

This product group is covered by all of the countries being reviewed through generic requirements for IT equipment. The most prominent environmental impacts link to energy consumption in use and product design – material content, design for disassembly and end of life recycling. Noise is a frequently cited criterion for photocopiers, as is the requirement to allow double-sided printing and the use of recycled paper.

**Table 33 Information on Photocopiers taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
<b>Austria</b>	Criteria Document - Ecological criteria for core IT equipment - Imaging equipment (copiers printers, multifunction devices)	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Output - print speed and duplex printing</li> <li>• Maintenance – availability of spare parts.</li> </ul>
<b>Belgium</b>	Criteria Document - Sustainable Public Procurement – Printers, copiers, fax machines and scanners.	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Output - duplex printing</li> <li>• Noise</li> <li>• Product design – plastic content, chemical restrictions, recycling,</li> <li>• Replacement parts</li> <li>• Accept recycled paper</li> <li>• Emissions</li> <li>• Packaging requirements</li> </ul>
<b>Denmark</b>	Background Document – Office Electronics  Criteria - Environmental guidance for Copiers	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Output - duplex printing</li> <li>• Noise</li> <li>• Toner requirements</li> <li>• Product design – labelling for recycling</li> <li>• EMS</li> <li>• Disposal</li> </ul>
<b>Finland</b>	Criteria Document – Hymonet Criteria – Office and Copy Paper	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Product design – plastic content, labelling for recycling</li> <li>• Chemical restrictions and emissions</li> <li>• Accept recycled paper</li> <li>• Spare part availability</li> <li>• Output - duplex printing</li> </ul>
<b>France</b>	Etat Exemplaire – Printing Solutions, including photocopiers, printers and IT consumables	<ul style="list-style-type: none"> <li>• Material consumption, duplex printing</li> <li>• Energy consumption</li> <li>• Noise</li> <li>• Packaging waste</li> </ul>
<b>Germany</b>	Tendering recommendation for multi-functional devices (MFD) –and black-and-white/colour electrophotographic devices	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Output - duplex printing</li> <li>• Chemical restrictions and emissions</li> <li>• Noise emissions</li> <li>• Packaging requirements</li> <li>• Spare part availability and labelling of parts for recycling</li> <li>• Toner and ink requirements, accept recycled paper</li> </ul>
<b>Netherlands</b>	Criteria for the sustainable public procurement of Reproduction Equipment	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Output – print speed and duplex printing</li> <li>• Stand-by power levels</li> </ul>
<b>Norway</b>	Criteria Document - ICT products inc. Photo Copying Machines	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Maintenance</li> <li>• Noise</li> </ul>

Member State	Document Type	Environmental and/or social aspects addressed
Sweden	Procurement for a non-toxic Environment	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Chemical emissions</li> <li>• ROHS</li> <li>• WEEE/ End of life</li> <li>• Noise emissions</li> </ul>
	Criteria Document – Document Handling Products	
United Kingdom	Criteria Document Government Buying Standards – Inkjet and laser multi-function devices	<ul style="list-style-type: none"> <li>• Energy efficiency</li> <li>• Output – duplex requirements</li> <li>• Spare part availability</li> <li>• Chemical restrictions and labelling for recycling</li> <li>• Noise emissions</li> <li>• Accept recycled paper</li> </ul>
EU	Criteria Document – Office IT equipment	<ul style="list-style-type: none"> <li>• Output – duplex requirements</li> <li>• Energy efficiency</li> <li>• Noise emissions</li> <li>• Disassembly</li> <li>• Chemical restrictions – flame retardants</li> <li>• Spare part availability</li> </ul>

### Austria

The Austrian criteria specify that copiers must meet the current Energy Star<sup>81</sup> (Version 1.1) requirements for energy efficiency. Also specified is the speed of printing and the requirement that devices above a certain speed have the capacity to automatically print double-sided (45 A4 pages/minute). Those below this speed must at least have a manual duplex function. The final aspect of the Austrian criteria requires the bidder to guarantee the production of spare parts for at least three years following purchase.

Austria also has criteria for laser and inkjet printers, which will overlap with copiers as the printing technologies used are very similar. In some countries reviewed here these product groups are combined within one product sheet. As with PCs and Monitors verification guidance refers to the Energy Start, TCO label, Blue Angel Ecolabel and the EU Ecolabel as appropriate proof for a range of the criteria. In addition test reports, technical dossiers and manufacturer’s statement may be used for various criteria.

### Belgium

The Belgian criteria are comprehensive, with copiers covered within the ‘Printers, copiers, fax machines and scanners’ product group.

The criteria for copiers specify that in terms of energy consumption the product must either satisfy the requirements of the Blue Angel, Nordic Swan, Energy Star<sup>82</sup> or the EU GPP Criteria. A similar specification is provided for duplex printing: the product must have an automatic duplex setting for operating speeds over 45 A4 pages/minute and a manual function for lower speeds, or they must satisfy the requirements of Energy Star.

In addition copiers and toners must not contain certain chemicals, they must be easy to recycle (e.g. labelled appropriately and designed for disassembly) and must only contain certain types of plastic. It also states that recycled plastics and reused parts should be used as a preference and that replacement parts be available for set periods. The copier must also be able to process recycled paper made from 100% post consumer waste that meets the requirements of EN 12281:2002 and be able to accept remanufactured toner cartridges. Noise requirements are also set.

<sup>81</sup> [www.eu-energystar.org](http://www.eu-energystar.org)

<sup>82</sup> The Belgian criteria do not state which version of the Energy Star label should be used therefore it has been assumed that the most recent version (v1.1) would apply.

Verification guidance states that award of the Blue Angel or Nordic Swan Ecolabels demonstrate compliance with all the criteria, while award of the Energy Star demonstrates compliance with some of the criteria and can be used in conjunction with other suitable evidence from a recognised body.

### **Denmark**

The main requirement for copiers is that they achieve the Nordic Swan eco-label and satisfy the Trusts<sup>83</sup> purchasing requirements. Further to this the Danish Procurement guidance specifies that the copier should be able to print on both sides of the paper and meet the Nordic Swan requirements for noise. The copier should also use toner cartridges which are labelled with the Nordic Swan or can satisfy the Swan's criteria.

Furthermore the criteria state that plastic parts should be clearly labelled to allow easier sorting for disposal. The Danish criteria documentation is unique in its request that manufacturers have introduced a certified environmental management system, such as ISO 14001 or EMAS. It also gives reference to the requirements of the WEEE Directive which states that producers or importers are responsible for the safe disposal of old copiers at the end of their useful lives.

Compliance with the Nordic Swan ecolabel is given as verification of acceptability, as well as the Blue Angel being cited.

### **Finland**

Finland has identified Copiers as a product group and refers to aspects of the EU, Blue Angel and Nordic Swan ecolabels. It specifies that the device must at least meet the requirements of Energy Star v1.1, published in 2009. The criteria also limit the use of certain chemicals in plastics and specify that individual parts must contain a proportion of recycled plastic and be labelled to allow separation and recycling at the end of the product's life. Further criteria include a specification that the copier must accept recycled paper and that spare parts must be available for at least five years after manufacture.

The Finnish document also provides tips for procurement, including that the copier should be able to print double-sided and that printing should be reduced where possible. Verification guidance is provided against each criterion, and this product group refers to the Blue Angel Ecolabel and the Nordic Swan Ecolabel or equivalent.

### **France**

Environmental guidance for photocopiers comes within the printing solutions product group in the Etat Exemplaire communication, which also covers printers and IT consumables. The requirements focus on reducing material consumption and in relation to photocopies this would include the introduction of multifunction photocopiers, use of double sided printing, etc. Noise requirements have been introduced and it is recommended to group photocopiers into networks to reduce energy consumption.

Purchasers are required to use cartridge collection schemes offered by the supplier or social organisations, the supplier must remove the packaging waste during installation and at end of life the supplier or a social organisation must remove the equipment. In general the Etat Exemplaire sets out targets to be achieved, but offers no specific verification recommendations.

### **Germany**

The product group that refers to copiers in Germany is 'Multi-function devices'. The guidelines restrict the use of certain chemical compounds within the products and packaging and as flame retardants, refer to the Energy Star Version 1.0 specification and require that each device have an easily accessible 'on/off' switch. It is required that products be tested for electrical safety in accordance with EN/IEC 60950 and that electrical and magnetic field emissions should be in accordance with TCO '03. In relation to maintenance, it is required that replacement parts to be available for up to five years after

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<sup>83</sup> <http://www.elsparefonden.dk>

production is discontinued and component parts and packaging materials must be easily separable and clearly labelled to allow sorting at the end of life.

The copier requirements also contain criteria which restrict the chemical content of toners and inks. There are also criteria relating to the energy consumption of the device to a prescribed limiting curve in the Blue Angel ecolabel. The document states: "Accessories such as duplex installations, sorters, additional paper trays or counting installations must not adversely affect the energy saving function. Any possible additional power consumption on the part of the accessories can however remain unconsidered when checking whether the device is in compliance with its limiting curve." When the device is supplied in factory condition the energy saving functions must be activated according to the requirements.

Duplex printing must be possible on devices with black and white printing speeds of up to 20 pages/minute. This is essential for speeds of up to 45 pages/minute however the German criteria do not specify that this must be automatic. The device must be suitable for use with recycled paper in accordance with the EN 12281:2002 standard. Noise emissions are specified for multi-function devices. The guaranteed sound power level, calculated on the basis of EN ISO 7779:2001 in association with ISO 9296:1988 is to be indicated in dB(A) and must not exceed the limits specified. Finally, packaging requirements exist to ensure the easy separation of materials, and halogenated plastics must not be used.

No specific verification requirements are detailed in the criteria document, but the Energy Star label is cited for requirements, and the Blue Angel, BG Prüfzert schadstoffgeprüft, Eco-Kreis, Energy Star, LGA schadstoffgeprüft, Nordic Swan and TCO'99 labels are discussed in general.

## **Netherlands**

The Dutch criteria for copiers are covered in the document 'Criteria for the Sustainable Procurement of Reproduction Equipment'. This product group comprises printers (black and white, and colour equipment), photocopiers, faxes and multifunctional equipment, including electronic equipment that combines at least two functions (printing, copying, faxing or scanning). The document states that the reproduction equipment to be supplied must meet the Energy Star criteria for office equipment (imaging equipment), version 1.0, dated 1 April 2007, Chapter 3 and 4. If the reproduction equipment comes with the Energy Star label, version 1.0, it is considered to meet this minimum requirement. The Energy Star criteria consider energy efficiency and duplex requirements.

In addition it recommends that centralised printing be used in offices, but this is not a full requirement. Information is given for 'means of proof' under each criterion, together with notes for the purchaser explaining these and detailing how to verify the proof. Within this product group the verification methods referred to include the Energy Star label, version 1, 2007, as well as self declaration equivalent to the requirements. The Energy Star requirements, section 3 and 4 (in full) are reproduced in an appendix within the criteria document.

## **Norway**

The Norwegian ICT product group includes photocopying machines and multifunction printers. For copiers the product shall meet the current energy-saving requirements of Energy Star's Imaging Equipment category (Version 1.1<sup>84</sup>). For this product the specification is that replacement parts must be available for at least five years after the product is produced and that noise levels must not exceed the specified limits per printed page.

In addition Norway recommends the photocopiers be able to duplex print, but does not have this as a full requirement. Verification guidance for the technical specifications is given at the end of this section and the end of the award criteria section. They make reference to the Energy Star requirements, as well as self declarations and compliance with the Nordic Swan, the Blue Angel and the TCO % labels, or equivalent.

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<sup>84</sup> The Norwegian criteria specify "current" Energy Star criteria, therefore despite the reference provided in the document taking the user to Version 1.0 it is assumed that Version 1.1 should be used.

## Sweden

Sweden has established criteria related to the exclusion or restriction of certain chemicals in a range of products including IT products. Sweden has also developed criteria for 'Document Handling Products'.

There are some legal requirements covering the producer's responsibility for packaging, for waste electrical/ electronic products, and for batteries, as well as requirements relating to the RoHS Directive on chemical content and the measurement of sound.

For 'Document Handling Products' criteria are set regarding the environmental and health aspects of toner powder, for example restricting the risk phrases of the chemical compounds allowed within the toner. There is also a requirement that there be a return system for toner.

The product shall fulfil the latest governing energy saving requirements according to Energy Star or equivalent, for document handling products<sup>85</sup> (Imaging Equipment) (version 1.1). Its display should also be completely free from mercury and the device may not exceed the specified noise level. The Swedish criteria specify certain requirements around the functionality of the printer, for example, the ability to protect printouts using a personal code and the ability of the copier to satisfy archive permanency requirements.

Specific verification guidance is given as a section of the product group document. This gives detailed verification guidance for each requirement and makes reference to The Nordic Swan Ecolabel, version 5.1, TCO'99 for printers, IT Eco Declaration, the Energy Star label, Eco-Declaration ECMA 370 2<sup>nd</sup> edition, association with collective systems for producer responsibility and battery recycling, certificates from manufactures and certification performed by named bodies, or equivalent environmental labelling where appropriate for each requirement. As with computers and monitors, links to registers of appropriately qualified producers with respect to their supply chain requirements are given.

## United Kingdom

In the UK Government Buying Standards exist for 'Inkjet multi-functional devices' and 'Laser multi-functional devices'.<sup>86</sup>

The criteria for multi-function devices specify that the product must meet the performance requirements of Energy Star Version 1.1 and that information about the energy save function must be provided with the product. Component parts must be clearly labelled with material codes and easily separated to allow for segregation and recovery. In the case of covers/ housings that have plastic coatings, these should be compatible with recycling or reuse, including metal coatings.

One criterion requires that it be possible to upgrade components within the device and that this be possible using commonly available tools. Servicing and spare parts should be available for five years after the end of production.

There are restrictions on the noise levels allowed and it is required that the product meet the chemical emission requirements of Blue Angel, Nordic Swan or TCO ecolabels. A material safety data sheet must be made available for the ink/ toner preparation and the printer must be able to process paper containing recycled fibres. Suppliers must provide a free take back system. In terms of verification the Energy Star is referred to, as are Material Safety Data Sheets and the ecolabels above, but many other requirements do not have individual guidance.

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<sup>85</sup> Also covers duplex function.

<sup>86</sup> <http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/office/index.htm>

## 12.2.1 Similarities of National Criteria

Many of the requirements and recommendations from the various countries being reviewed overlap within the product group of Photocopiers. Table 34 provides a summary of the similarities and differences.

**Table 34 The Similarities of Aspects Addressed for Photocopiers**

Criteria	Energy consumption	Duplex Printing	Spare/ replacement part availability	Chemical Restrictions	Accept recycled paper	Labelling of parts for recycling	Noise
Austria	x	x	x				
Belgium	x	x	x	x	x	x	x
Denmark	x	x				x	x
Finland	x	x	x	x	x	x	
France	x	x					x
Germany	x	x	x	x	x	x	x
Netherlands	x	x					
Norway	x		x				x
Sweden	x			x			x
United Kingdom	x	x	x	x	x	x	x
EU GPP	x	x	x	x		x	x

Reference to Energy Star criteria, or another ecolabel's criteria, on power management and energy performance was used as a criterion by all the countries with criteria for photocopiers. In addition the specification of printing speeds and the requirement for automatic duplex printing was also a frequently specified criterion.

There were also similarities between the countries regarding the material properties that were forbidden/ restricted. For example polymers containing halogen, organic chlorine or bromine compounds are not allowed to be used as flame retardants in plastic housings according to the Belgian, Danish, German, Swedish and UK criteria. There were also similar criteria relating to the chemical content of packaging, toner and the paper used for product documentation and for use in copiers.

Similarly a number of countries specify that the products must be designed in such a way that component parts are easily separable using normal tools and should be labelled with material codes to allow sorting and recycling at the end of the product's useful life. Linked to this there were similarities between the national criteria documents in relation to spare parts being available for a certain length of time after production of the device had stopped. In most cases this duration was specified as five years, however Austria opted for three years. The requirements of the WEEE Directive were also referenced by more than one country in relation to the return of devices at the end of their useful life.

Noise level was another point of consensus, with six countries specifying maximum noise levels for copiers. The use of recycled paper for product documentation and within copiers was the final point of similarity.

Rather than there being differences of opinion between the different national documents, there were a number of criteria that were only listed by one or two countries. As such these have not been included in Table 33, but are as follows:

- Belgium specifies that manufacturers must provide a three year guarantee for the product from time of delivery.
- Denmark requests that the manufacturer have in place an environmental management system.
- Germany requires that an on/ off switch be easily accessible on the product, as does Belgium as an award criteria.

- Sweden refers to the producer responsibility requirements in relation to packaging, as does Germany.
- Belgium specifies that the copier should accept remanufactured toner cartridges, whereas Denmark requires the toner cartridge to comply with the criteria of the Nordic Swan eco-label and Sweden requires there be a returns system for consumables.
- Denmark also requests that the copier should function for multi-users on a network and disposal.
- The UK specifies that it be possible to upgrade components within the device and that this be possible using commonly available tools.

### 12.2.2 Common Criteria

As discussed above there are a number of similarities between the national criteria. In some cases this extended to the documents having identical criteria. This is not surprising as many were based on the same ecolabels. These common criteria included:

- Plastic parts heavier than 25g should have a permanent marking/ material codes identifying the material, in conformity with ISO 11469: 2000. (Belgium, Denmark, Finland, Germany, UK)
- Plastic parts >25 g are free from flame retardant substances/preparations that are assigned any of the following risk phrases as defined in Council Directive 67/548/EEC<sup>87</sup>
  - R40 – possible risk of cancer. (Belgium, Finland, Germany)
  - R45 – may cause cancer. (Belgium, Finland, Germany, Norway, UK)
  - R46 – may cause heritable genetic damage (Belgium, Finland, Germany, Norway, UK)
  - R49 – may cause cancer by inhalation. (Belgium, Finland, Germany)
  - R50/51/53 (UK)
  - R60 – may impair fertility (Belgium, Finland, Germany, Norway, UK)
  - R61 – may cause harm to the unborn child. (Finland, Norway, UK)
  - R62 – possible risk of impaired fertility. (Belgium, Finland)
  - R63 – possible risk of harm to unborn child. (Belgium, Finland, Germany)
  - R68 – possible risk of irreversible effects. (Belgium, Germany)
- The bidder must guarantee the availability of spare parts for at least three years (Austria)/ five years (Belgium, Finland, Germany, Norway, UK) from the time that production ceases.
- Appliances [with a printing function] with a maximum operating speed of more than 45 sheets per minute for A4 size paper must be equipped with automatic double-sided copying (a duplex-unit). All devices with a lower maximum operating speed must at least offer a manual option (copiers) for double-sided printing on A4 size paper. (Austria, Belgium, Denmark, Germany, Netherlands, UK)
- During printing operation the 'Declared A-weighted Sound Level' (LWAd) according to ISO 9296, measured in accordance with ISO 7779, shall not exceed the limits set by the following formula:  
LWAd:  $0.035 \times \text{ipm} + 5.9$  (B) Where ipm = images per minute.  
The devices shall additionally not exceed 7.5 (B) LWAd except for devices with an ipm >71. (Germany, Norway, Sweden, UK)

### 12.2.3 Next steps for EU GPP Criteria

The GPP Product Sheet for Office IT equipment refers to Imaging Equipment, which covers photocopiers, as parts of the product group definition.

The core requirements of the GPP Product Sheet specifies that copiers have an automatic duplex printing function for appliances with an operating speed of more than 45 sheets of A4 paper per minute, and manual or software based duplex printing options for slower appliances. This is in line with the requirements laid out in the Nordic Swan and Blue Angel ecolabels and is consistent with the requirements specified by a number of the countries being reviewed.

<sup>87</sup> The recently released (mid-2010) eight product groups within EU GPP incorporate H-phrases as well as R-phrases, in line with recent policy developments.

Another core requirement relates to energy consumption. The EU criteria state that this must be based on the latest Energy Star requirements. This also matches the requirements outlined by individual countries. The final core criterion specifies that spare parts must be available for at least three years after the production of the appliance ceases. This matches the Austrian criteria but is less than the five years required by many other countries included within the review.

The comprehensive requirements are also consistent with the national criteria in relation to sound limits, the restriction of hazardous substances according to their risk phrases and requirements to ease disassembly of plastic parts.

This consistency between the criteria specified in the EU documentation and the common criteria across the countries being reviewed demonstrates that the current direction of EU GPP for this product group is accurate and that it would be relatively straightforward to move towards a single set of criteria across Europe for Photocopiers.

**Table 35 Reference materials for review of Photocopiers**

Member State	Document type	Source of material
<b>Austria</b>	Ecological criteria for core IT equipment – Imaging equipment (copiers printers, multifunction devices)	<a href="http://www.nachhaltigebeschaffung.at/node/144">http://www.nachhaltigebeschaffung.at/node/144</a>
<b>Belgium</b>	Criteria Document - Sustainable Public Procurement – Printers, copiers, fax machines and scanners. Basic and Extended	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/01_Printers_copiers_basic.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/01_Printers_copiers_basic.pdf</a> <a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/01_Printers_copiers_Advanced.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/01_Printers_copiers_Advanced.pdf</a>
<b>Denmark</b>	Background Document – Office Electronics Criteria – Environmental guidance for Copiers	<a href="http://www.miljoevejledning.dk/files/vejledning/it-kontorudstyr/kontorelektronik_miljoebaggrund.pdf">http://www.miljoevejledning.dk/files/vejledning/it-kontorudstyr/kontorelektronik_miljoebaggrund.pdf</a> <a href="http://www.miljoevejledning.dk/files/vejledning/it-kontorudstyr/kopimaskiner_miljoevej.pdf">http://www.miljoevejledning.dk/files/vejledning/it-kontorudstyr/kopimaskiner_miljoevej.pdf</a>
<b>Finland</b>	Criteria Document – Hymonet Criteria - Copiers	Copy of the criteria document for laptops provided by FCG Finnish Consulting Group Oy
<b>France</b>	Etat Exemplaire	Copy of the Etat Exemplaire provided by the French Chargée de mission Etat exemplaire, Bureau des régulations économiques, Service Economie, Evaluation et Intégration du Développement Durable
<b>Germany</b>	Tendering recommendations for multi-functional devices (MFD) and black-and-white/ colour electrophotographic devices	<a href="http://www.umweltbundesamt.de/produkte_e/beschaffung/buero/bueroeraete/multifunktion.html">http://www.umweltbundesamt.de/produkte_e/beschaffung/buero/bueroeraete/multifunktion.html</a>
<b>Netherlands</b>	Criteria Document – Reproduction Equipment	<a href="http://www.senternovem.nl/mmfiles/Criteriadocument%20Reproduction%20Equipment_tcm24-323699.pdf">http://www.senternovem.nl/mmfiles/Criteriadocument%20Reproduction%20Equipment_tcm24-323699.pdf</a>
<b>Norway</b>	Criteria Document - ICT products inc. Photo Copying Machines	<a href="http://www.anskaffelser.no/dokumenter/anbefalte-miljokriterier-for-ikt-produkter">http://www.anskaffelser.no/dokumenter/anbefalte-miljokriterier-for-ikt-produkter</a>
<b>Sweden</b>	Criteria Document – Document Handling Products	<a href="http://www.msr.se/en/green_procurement/criteria/IT-and-telecom/IT-products/">http://www.msr.se/en/green_procurement/criteria/IT-and-telecom/IT-products/</a>
<b>United Kingdom</b>	Criteria Documents – Inkjet and Laser MFD	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/office/inkjet-multi.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/office/inkjet-multi.htm</a>
<b>EU</b>	Background Product Report - Office IT Equipment Criteria Document - Office IT Equipment	<a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_background_report.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_background_report.pdf</a> <a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/office_IT_equipment_GPP_product_sheet.pdf</a>

## 12.3 Office and Copy Paper

The production, use and disposal of paper have a range of environmental impacts. These can include forest destruction, emissions to air and water, energy and water consumption and waste generation. Therefore, it is unsurprising that office and copy paper is one of the most common product groups within green and sustainable public procurement.

This topic has long been the subject of regulation with Europe acting on paper waste as far back as 1975 with the Council Directive 75/442/EEC on waste. There have since been a number of other pieces of legislation and guidance published covering paper. As a result of this, this product group is one of the areas with the highest GPP uptake and has been adopted by nine of the ten countries being reviewed: Austria, Belgium, Denmark, France, Finland, Germany, the Netherlands, Sweden and the UK.

Norway does not have GPP criteria for office paper, but the area of 'printed matter and paper' is specifically highlighted in the National Action Plan on GPP, with chemical use and consumption of natural resources highlighted as areas to focus on.

**Table 36 Information on Office and Copy Paper taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
Austria	Criteria Document – Environmental Core Criteria: Graphical paper and copy paper	<ul style="list-style-type: none"> <li>• Use recycled raw materials</li> <li>• Chemical and dye restriction</li> <li>• Legal sourcing of wood.</li> </ul>
	Criteria Document – Copy and printing paper: Environmental Data Sheet	<ul style="list-style-type: none"> <li>• Chemical and dye restriction</li> <li>• Use recycled raw materials</li> <li>• Sustainable sourcing: specifies proportion that must be from FSC managed forests</li> <li>• Air and water emission limits</li> <li>• Paper performance</li> <li>• Packaging</li> <li>• Producer EMAS</li> </ul>
Belgium	Sustainable Public Procurement Basic – Copying and Graphic Paper	<ul style="list-style-type: none"> <li>• Raw material: specifies proportion of post consumer recycled waste paper.</li> <li>• Sustainable sourcing: specifies proportion that must be from sustainably managed forests</li> <li>• Packaging</li> </ul>
	Sustainable Public Procurement Advanced - Copying and Graphic Paper	As above, plus: <ul style="list-style-type: none"> <li>• Raw material: specifies proportion of recycled fibre from waste paper grades.</li> <li>• Chemicals and dyes: limits use of certain compounds.</li> </ul>
Denmark	Background Report – Background paper for paper for copying services	<ul style="list-style-type: none"> <li>• Eco label: choose products that comply with Nordic Swan or EU Eco-labels.</li> <li>• Paper thickness</li> <li>• Chemical and dye restriction</li> <li>• Air and water emission limits</li> <li>• Disposal</li> <li>• Recycling</li> <li>• Sustainable sourcing: specifies proportion that must be from certified sustainably managed forests</li> <li>• Environmental management system</li> </ul>
	Criteria Document – Environmental Guide for Copying services	
Finland	Criteria Document – Hymonet Criteria – Office and Copy Paper	<ul style="list-style-type: none"> <li>• Recycled content</li> <li>• Air and water emission limits</li> <li>• Chemical restrictions</li> <li>• Sustainable sourcing</li> </ul>
France	GEM Buying guide for public eco-	<ul style="list-style-type: none"> <li>• Recycled content</li> </ul>

Member State	Document Type	Environmental and/or social aspects addressed
	responsible: Copy paper and graph paper Etat Exemplaire - Paper	<ul style="list-style-type: none"> <li>• Sustainable sourcing: specifies proportion that must be from forests that are certified ensuring sustainable forest management.</li> <li>• Emissions to air and water</li> <li>• Hazardous material content</li> </ul>
<b>Germany</b>	Criteria Document – Tender recommendations for photocopy paper	<ul style="list-style-type: none"> <li>• Recycling: specifies recycled content</li> <li>• Chemicals: Bleaching</li> <li>• Performance of paper</li> </ul>
<b>Netherlands</b>	Criteria Document - Criteria for the Sustainable Public Procurement of Paper	<ul style="list-style-type: none"> <li>• Chemicals and dyes: limits use of certain compounds.</li> <li>• Emissions to air and water</li> </ul>
<b>Sweden</b>	Criteria Document – Environmental Management Council’s Procurement Criteria for Paper Products	<ul style="list-style-type: none"> <li>• Packaging</li> <li>• Chemicals: Bleaching</li> <li>• Emissions to air and water</li> <li>• Product safety</li> </ul>
<b>United Kingdom</b>	Sustainable development: Government Buying Standards: Paper	<ul style="list-style-type: none"> <li>• Recycling: specifies recycled content.</li> <li>• Sustainable sourcing: specifies that any virgin material must be from forests that are certified ensuring sustainable forest management or defined internal management system.</li> </ul>
<b>EU</b>	Criteria Document: Copying & graphic paper	<ul style="list-style-type: none"> <li>• Recycling: specifies recycled fibre content.</li> <li>• Chemicals – chlorine free.</li> <li>• EU Ecolabel verification required.</li> <li>• Sample of paper must be provided for quality testing.</li> <li>• Legal and sustainable sourcing.</li> </ul>

### Austria

The basic criteria specify that products must contain 100% recycled fibres (at least 75% for printer paper) and that certain chemical compounds, including chlorine, should not be used in the paper or dyes. The advanced paper criteria also specify that at least 50% of the wood used for producing office paper from virgin material should be from FSC managed forests.

For office paper made from recycled paper, the advanced criteria include limits on wastewater emissions for chemical oxygen demand (COD) and absorbable organic halogens (AOX). There are also limits on air emissions for sulphur and sulphur dioxide, nitrogen oxides and carbon dioxide. Finally there is a requirement for the paper to be of a specific strength, smoothness and whiteness.

The Austria requirements can be verified through using a technical dossier from the manufacturer, a review from an independent body or through award of the Austria or Blue Angel Ecolabel. Raw material can be verified through award of FSC or PEFC certificates, FLEGT license, ISO 9000 or EMAS or detailed information of the source of the material from the bidder for raw material requirements. The advanced criteria also include the requirement for the producer to hold an EMAS or ISO 14001 for production.

### Belgium

The Belgian criteria for writing, printing and copying paper are focussed around the sourcing of raw materials, recycled content, packaging and chemicals. The minimum (core) requirements state that fibres used must be wood fibres, recycled fibres from recovered paper, or other cellulose fibres. The fibre raw materials (wood) must not originate from forestry environments with a large need for protection for biological and/or social reasons. Another core requirement is that chlorine gas not be used as a bleaching agent. The core award criteria offer additional points covered where the virgin wood fibres originate from forests that are certified as being managed so as to implement the principles and measures aimed at ensuring sustainable forest management. Alternatively the paper fibres can be made from 100% post consumer recycled waste paper. In terms of packaging, at least

80% of the fibres of the packaging must consist of post-consumer material. PVC or PVDC must not be used in the packaging, and where the packaging is paper based, chlorine gas is not permitted as a bleaching agent.

The extended criteria cover, in addition to the above, requirements relating to the chemical content of the paper and dyes. These restrictions include limits on the inclusion of lead, mercury, cadmium and chromium for both direct dyes and pigment dyes.

Award criteria for the extended level specify that products must contain at least 65% recycled fibre from specified waste paper grades and that no more than 2% of substances that have the risk phrases R50, R51, R52 or R53 may be used in a commercial dye formulation for pulp or paper. No optical brighteners can be added and the levels of ionic impurities must not exceed specified levels for a range of metals.

Further limitations are placed on the range of chemicals that can be used and the type of role they can be used in. For example waste paper treatment must be done without the use of halogenated bleaching agents and poorly biodegradable complexing agents, the formaldehyde and pentachlorophenol levels in the final product must not exceed set levels and limits exist for the levels of volatile organic substances which can be emitted.

Verification of these criteria is suggested as use of the Blue Angel, Nordic Swan and the EU Ecolabels or award of Milieukeur or Österreichische Umweltzeichen.

## **Denmark**

The Danish criteria specify that all paper for procurement is labelled with either the EU or Nordic Swan Eco-Labels, so focusing on emissions to air and water, energy use during production and the raw material requirement that fibres are either recycled or come from a sustainably managed forest (such as FSC certification). Its second key criterion is that the paper be as thin as possible.

The criteria then recommend that raw materials are sourced from certified sustainable forestry; that paper is unbleached, or, if bleaching is necessary, that TCF bleaching (Total Chlorine Free) or kloridioxid (known as ECF bleaching) be used; that recycled paper should be used to lower emissions; and that emissions of organic matter (known as COD), nitrogen, phosphorus, chlorinated compounds, and heavy metals should be as low as possible.

It is also recommended that the producer has implemented a certified environmental management system (ISO 14001 or EMAS) or environmental policy and a written risk assessment on the production process. Verification can be demonstrated by the product having been awarded the Nordic Swan or the EU Ecolabels.

## **Finland**

The Finnish criteria refer to the EU, Nordic Swan and Blue Angel Ecolabels for verification but will also accept test reports by recognised bodies and written testimonials from manufacturers as proof of compliance.

The criteria specify that office and copy paper must either consist of 100% recycled materials/ fibres or that the CO<sub>2</sub> emissions resulting from the manufacture of paper from non-renewable sources must not exceed 1000kg per tonne of paper produced. This increases to 1100kg per tonne where a non-integrated paper mill is used, i.e. where all pulp is purchased externally.

In terms of chemical content, chlorine gas is prohibited as a bleaching agent. There are also restrictions on the use of dyes and substances containing surfactants and biocides. For water emissions, restrictions are specified for the level of AOX. Finally the criteria state that at least 10% of claims from virgin forests must come from certified forests that comply with the principles and measures of sustainable forest management.

Verification guidance is provided against each criterion, and this product group refers to the Blue Angel, the Nordic Swan or the EU Ecolabel or equivalent, together with emissions information, FSC and PEFC systems or manufacturers technical reports.

## France

In France all wood-based products (including pulp and paper) are covered by timber procurement policies. The French Buying Guide for Eco-Responsible Public Purchase of Copy Paper and Graph Paper states that the paper should contain at least 50% recycled fibre and at least 10% of wood fibres from sustainably managed forests. The environmental performance in the manufacturing process should be in line with that specified in the EU Ecolabel, as should the environmental performance of the paper. Limits can be placed on the emissions to air and water, and the content of hazardous materials and bleaching methods used.

In addition paper is one of the product groups covered within the Etat Exempleire, covering white copy paper and graphic paper in A4 and A3 size. The target is to use only eco-responsible paper by 2010 (50% recycled fibre or Eco-labelled paper, or material from sustainably managed and certified forests), and by 2012 to have halved paper use in state offices. For other types of paper, 50% of purchases must comply with the EU Ecolabel, or with an internationally recognised sustainable forestry management label.

The Etat Exempleire sets out targets to be achieved, but no verification recommendations. Within the GEM guide a number of examples are given as to how to specify technical requirements and within these the suggested verifications include ISO 14021, suppliers' statement, FSC and PEFC award or equivalent and the EU Ecolabel.

## Germany

The German Environment Agency provides guidance for tender setting in this product area covering four sub-categories: 'Printing and magazine paper', 'Notebooks, writing pads and paper utensils', 'Photocopy paper' and 'Recycled cardboard, stationary and office supplies'. The Photocopy paper criteria document restricts the use of certain chemicals in the paper, specifying that there should be no colorants, surface finishing materials and coatings which are classified as hazardous, according to various risk phrases. Any bleaching is also to be free from chlorine or halogen compounds. The paper should contain 100% recycled fibres and satisfy various European standards in relation to its quality and use. The guidelines also provide recommendations on how to reduce paper use.

The guidelines are generally based on the Blue Angel ecolabel requirements, whose criteria focus on utilising 100% recycled paper in the certified products and prohibit the use of chlorine, lighteners, halogenated bleach, or any other chemicals in recycled paper.

Germany focuses on reducing paper use and advises the use of 100% recycled fibres, but doesn't make any specific tender recommendations. The Blue Angel, Nordic Swan and EU Ecolabels are cited, as are the Eugropa label, the FSC and PEFC labels.

## Netherlands

The Dutch criteria focus on chemical content and emissions to air and water. In terms of chemical content, cleaning chemicals, de-inking chemicals, foam inhibitors, dispersants or coatings must be free of alkyl phenol ethoxylates (APEOs) or other alkyl phenol derivatives. They should not be bio-accumulative and any chemical content needs to be readily biodegradable or ultimately biodegradable. No commercial dye formulation shall be used that contains toxic chemicals in accordance with EEC directives. Dyes or pigments shall not be used that are based on lead, copper, chromium, nickel or aluminium. Copper phthalocyanine dyes or pigments may, however, be used. The paper must be produced using chlorine-gas-free methods according to the ECF (elemental chlorine free) or TCF (totally chlorine free) procedures.

With regards to emissions to air and water, and more specifically from the pulp and paper production, the criteria set limits to be calculated according to the method described in the EU Ecolabel (2002/741/EC).

Information is given for 'means of proof' under each criterion, together with notes for the purchaser explaining these and detailing how to verify the proof. Within this product group the verification methods referred to include self declaration, manufacturer's certificate or product description and the EU Ecolabel for this product group.

## Sweden

Sweden has developed criteria for paper products which include soft paper, printer and copy paper, wrapping and envelopes. For the purposes of comparing office and copy paper criteria for different countries, the printer and copy paper in the Swedish criteria is particularly relevant.

The criteria are split into three sections; mandatory supplier requirements, mandatory requirements on the goods and award criteria. The mandatory supplier requirements focus on packaging to ensure producer responsibility and design requirements for packaging are met.

The mandatory criteria include:

- Pulp used in the paper products shall be bleached without chlorine gas.
- AOX release to the environmental receptor e.g. lake or river, is limited.
- Limits placed on the annual release of COD, phosphorus, sulphur and nitrogen oxides from the manufacturing of the product.
- Legislative requirements relating to general product safety shall be met.
- Products conform to all legislation relevant to the product, for example, Directive 94/62/EG relating to packaging and producer responsibility.

The award criteria requirements are as follows:

- State the carbon dioxide release from non-renewable sources, including the release from electricity production whether or not this takes place at the production site. The principles for calculating this release are provided in a separate attachment to the criteria document. The principle for this award criterion is the lower the value the better.

Sweden does not require the manufacturer of the paper to hold an EMAS certification, but it is listed as a means of verification of some of the above requirements. The criteria for this product group are currently being updated. It is anticipated that forestry will be included in the revised documents, with a focus on ensuring material is sourced from legal sources.

Specific verification guidance is given as a section of the product group document. This gives detailed verification guidance for each requirement and makes reference to the REPA registry and/or Swedish Glass Recycling or other in house system for product responsibility, EN standards, third party verification and ISO or EMAS systems.

## United Kingdom

The UK advocates the purchase of recycled copying paper to reduce the amount of waste paper sent to landfill or incineration. The mandatory criteria specify that copying paper must have 100% recycled content and paper for printed publications must have 50% recycled content, although all government departments were expected to move towards 75% and achieve full compliance by October 2009.

Of the non recycled content (50% or less) any virgin fibre used must be sourced from a sustainably managed forest, with external certification, or at a minimum with a defined internal management system.

In addition all paper production must be chlorine free. Other than the timber guidelines, little information is given for verification.

### 12.3.1 Similarities between National Criteria

**Table 37 The Similarities of Aspects Addressed for Office and Copy Paper**

Criteria	Virgin Raw Material Requirements	Recycled Raw Material Requirements	Chemical content and chemical use	Emissions to air and water	Packaging	Producer EMAS
Austria	x	x	x	x	x	x
Belgium	x	x	x	x	x	
Denmark	x	x	x	x		x
France	x	x	x	x		
Finland	x	x	x	x		
Germany		x	x			
Netherlands			x	x		
Sweden			x	x	x	
United Kingdom	x	x				
EU GPP	x	x	x			

There are a number of similarities between the criteria of the countries being reviewed. These similar criteria fall within the following categories:

- Use of recycled materials – 75-100% recycled fibre.
- Chemical content – restrictions on the use of chlorine or halogens for bleaching and various other chemicals within the paper.
- Sustainable materials – sourcing of wood from certified sustainable sources.
- Emissions to air and water – limits on air emissions of carbon dioxide, sulphur, sulphur dioxide and nitrogen oxides, and wastewater emission limits for chemical oxygen demand (COD) and absorbable organic halogens (AOX).

Differences between the countries reviewed cover a variety of areas. For example, Sweden requires a statement of energy use/carbon emissions from the product while Germany provides guidance on how to reduce paper use and specifies quality standards for the paper in terms of whiteness and smoothness. The UK is focused on the raw material use, but has recently introduced limits on the bleaching processes used.

A key area of difference is in the use raw materials and specifically fibres. While many of the countries reviewed encourage the use of recycled fibres, this requirement is absent from a number of the countries, including the Netherlands and Sweden. In addition the eco-labels that many of these requirements are based on differ in their approach in this area. The Nordic Swan requires that raw materials can be traced through the manufacturing process, but makes no mention of recycled fibres, the EU Ecolabel also requires that all fibres used are legal and traceable with 50% from sustainably managed forests, but makes no mention of recycled fibres. Meanwhile the Blue Angel Ecolabel has product group criteria specifically for recycled paper which requires use of 100% or 65% post consumer waste to be used depending on the final product.

Neither the Netherlands nor Sweden places any requirements on verification of legal or sustainable forestry, while Finland requires only 10% of virgin fibres to be from sustainably managed forests. It is worth noting at this point again, that Norway does not have any GPP criteria for paper.

### 12.3.2 Common criteria

All of the countries being reviewed place restrictions on the chemical content of printing and copy paper. A common area for restrictions is dyes, specifically the following aromatic amines:

- 4-aminobiphenyl (92-67-1)
- benzidine (92-87-5)
- 4-chloro-o-toluidine (95-69-2)
- 2-naphthylamine (91-59-8)

- o-aminoazotoluene (97-56-3)
- 2-amino-4-nitrotoluene (99-55-8)
- 4-chloroaniline (106-47-8)
- 2,4-diaminoanisol (615-05-4)
- 4,4\_-diaminodiphenylmethane (101-77-9)
- 3,3\_-dichlorobenzidine (91-94-1)
- 3,3\_-dimethoxybenzidine (119-90-4)
- 3,3\_-dimethylbenzidine (119-93-7)
- 3,3\_-dimethyl-4,4\_-diaminodiphenylmethane (838-88-0)
- p-cresidine (120-71-8)
- 4,4\_-methylene-bis-(2-chloroaniline) (101-14-4)
- 4,4\_-oxydianiline (101-80-4)
- 4,4\_-thiodianiline (139-65-1)
- o-toluidine (95-53-4)
- 2,4-diaminotoluene (95-80-7)
- 2,4,5-trimethylaniline (137-17-7)

A further commonality exists in the restriction of substances with certain risk phrases: R45, R46, R49, R50/53, R51/53, R60, R61. Many of the countries reviewed place restrictions on the raw material requirements, incorporation of recycled fibres and the use of chlorine free bleach, but these are not universal.

### 12.3.3 EU GPP Criteria and next steps

The EU GPP Product Sheet for 'Copying and graphic paper' covers unprinted paper for writing, printing and copying purposes (up to 170g/m<sup>2</sup>) sold in sheets or reels. Like many of the national criteria, the EU GPP criteria are based on the EU, Nordic Swan and Blue Angel Ecolabels.

The core requirements of the GPP Product Sheet cite that paper must be made from 100% recovered paper fibres (containing pre- and post-consumer recycled fibres from paper mills, consumers, offices, printing houses, bookbinders, or similar) which is in line with the majority of the national specifications discussed above. Alternatively virgin fibres must come from legal sources.

Another criterion that is consistent with the national requirements is that the paper must be at least Elementary Chlorine Free (ECF) (core). In line with the German recommendations, the EU GPP criteria recommend that samples be made available for quality tests to be carried out.

The comprehensive EU GPP criteria also require that the EU Ecolabel ecological requirements be met for paper production (although not for the management practises of the factory).

Where the paper is manufactured from virgin fibre, this must be sourced from legal sources. Additional points are awarded to tenders on the basis of the proportion of wood coming from certified sustainable sources. Again, this is in line with the requirements specified by a number of individual countries reviewed within this work.

This area is a potentially politically sensitive one, as the approach taken varies considerably, likely due to the differing national priorities surrounding the use of national forests. The EU GPP criteria for paper already use the alternative approach of permitting dual raw material requirements: recycled fibre content and/or fibres from virgin material. This approach is a necessary compromise currently. It is possible that the position of the countries reviewed here is beginning to converge, as Norway does include paper within their NAP and cite raw material use as an area to focus on, and Sweden anticipate introducing some form of sustainable forestry requirement in the next revision of paper criteria. However it does seem that this product groups is some way from reaching a consensus, and progress across all ten countries reviewed should be closely monitored to ensure the EU GPP criteria reflect a central position.

**Table 38 Reference material for review of Office and Copy Paper**

Member State	Document Type	Source of Material
<b>Austria</b>	Criteria Documents – Graphical and Copier Paper (Core) and Office Paper, Graphic Paper, Products made from recycled paper, Printed Matter (Advanced)	<a href="http://www.nachhaltigebeschaffung.at/node/122">http://www.nachhaltigebeschaffung.at/node/122</a> <a href="http://www.nachhaltigebeschaffung.at/node/124">http://www.nachhaltigebeschaffung.at/node/124</a>
<b>Belgium</b>	Criteria Document - Writing, Printing and copying paper - Core and Advanced	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_copieerpapier_basis_EN.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_copieerpapier_basis_EN.pdf</a> <a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_copieerpapier_uitgebr_eid_EN.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_copieerpapier_uitgebr_eid_EN.pdf</a>
<b>Denmark</b>	Background Report - Writing, Printing and copying paper Criteria Document - Writing, Printing and copying paper	<a href="http://www.miljoevejledning.dk/files/vejledning/tryksager/kopieringsydelse_miljoevejledning.pdf">www.miljoevejledning.dk/files/vejledning/tryksager/kopieringsydelse_miljoevejledning.pdf</a> <a href="http://www.miljoevejledning.dk/files/vejledning/tryksager/kopieringsydelse_miljoevejledning.pdf">http://www.miljoevejledning.dk/files/vejledning/tryksager/kopieringsydelse_miljoevejledning.pdf</a>
<b>Finland</b>	Criteria Document – Paper Products	<a href="http://www.hymonet.com/hymonet/tuotteet_ja_palvelut/pahmopaperit/">http://www.hymonet.com/hymonet/tuotteet_ja_palvelut/pahmopaperit/</a>
<b>France</b>	Criteria Document – Paper and Printer Paper	<a href="http://www.minefe.gouv.fr/fonds_documentaire/daj/guide/gpem/papier_eco-responsable/papier_eco-responsable.htm">http://www.minefe.gouv.fr/fonds_documentaire/daj/guide/gpem/papier_eco-responsable/papier_eco-responsable.htm</a>
<b>Germany</b>	Tender Recommendations – Paper Products	<a href="http://www.umweltbundesamt.de/produkte/beschaffung/doks/ausschreibungsempfehlungen_kopierpapier.pdf">http://www.umweltbundesamt.de/produkte/beschaffung/doks/ausschreibungsempfehlungen_kopierpapier.pdf</a> <a href="http://www.blauer-engel.de/en/products_brands/search_products/produkttyp.php?id=433">http://www.blauer-engel.de/en/products_brands/search_products/produkttyp.php?id=433</a>
<b>Netherlands</b>	Criteria Document – Photocopier Paper and Xerographic Paper	<a href="http://www.senternovem.nl/mmfiles/Criteriadocument%20Paper.doc_tcm24-323404.pdf">http://www.senternovem.nl/mmfiles/Criteriadocument%20Paper.doc_tcm24-323404.pdf</a>
<b>Sweden</b>	Criteria Document – Paper products	<a href="http://www.msr.se/en/green_procurement/criteria/Ongoin-g-criteria-work/Paper-products/">http://www.msr.se/en/green_procurement/criteria/Ongoin-g-criteria-work/Paper-products/</a>
<b>United Kingdom</b>	Criteria Document - Paper	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/paper/index.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/paper/index.htm</a>
<b>EU</b>	Criteria Document – Copying and graphic paper	<a href="http://ec.europa.eu/environment/ecolabel/ecolabelled_products/product_categories_en.htm">http://ec.europa.eu/environment/ecolabel/ecolabelled_products/product_categories_en.htm</a> <a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/paper_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/paper_GPP_product_sheet.pdf</a>

## 12.4 Office Furniture

Office furniture can take many forms, from filing cabinets and desks to office chairs and bookshelves. Across the countries being reviewed, the definition of this product group and what items are included within it varies greatly, as demonstrated in Table 39.

Finland does not have specific criteria requirements or guidelines for the procurement of office furniture. Although Germany does not have specific criteria or tender recommendations for office furniture, it does have clear timber and timber products criteria. The criteria focus exclusively on establishing a sustainable supply chain for the wood, and products that have been awarded the FSC or the PEFC are acceptable.

**Table 39 National Definitions of Office Furniture**

Member State	Items included within definition of 'office furniture'
Austria	General 'furniture' – no breakdown provided.
Belgium	Swivel chairs - office chairs with back rest and with or without arm rests. Interior furniture - free-standing or built-in furniture units, which are used for storing and hanging items. As well as lying, sitting, working and eating at.
Denmark	Filing Cabinets; Tables; Office Chairs and Bookcases.
France	Office seating, Tables and Offices, Storage Volumes, Shelves or Racks.
Netherlands	Desks, chairs (office chairs, canteen chairs, meeting room chairs), table, settees, cupboards, worktops and storage facilities.
Norway	Tables and chairs, filing systems, shelves, bookcases and partitions used in offices.
Sweden	Chairs, tables, desks, storage units and office partitions.
United Kingdom	Office chairs, desks, communal seating and dining.
EU	Indoor furniture for business purposes – free-standing or built-in furniture units, which are used for storing, hanging, lying, sitting, working and eating.

**Table 40 Information on Office Furniture taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
Austria	General 'furniture' criteria	<ul style="list-style-type: none"> <li>Material requirements for wood, plastic and textiles</li> <li>Hazardous substances</li> <li>VOC content</li> <li>Packaging</li> </ul>
	Wood furniture criteria	<ul style="list-style-type: none"> <li>Longevity</li> <li>Raw materials and feedstocks</li> <li>Materials of the remainder of components</li> <li>Surface treatments and coatings</li> <li>Packaging</li> <li>Provision of product information</li> </ul>
Belgium	Office chairs of environmentally friendly materials and processes	<ul style="list-style-type: none"> <li>Material requirements for wood, plastics, metals, textiles, leather, padding materials, glass and adhesives</li> <li>Recyclability</li> <li>Packaging</li> </ul>
	Indoor furniture produced with environmentally friendly materials and processes	
Denmark	Background Report – Environmental Guidelines	<ul style="list-style-type: none"> <li>Longevity of use</li> <li>Maintenance</li> <li>Waste (Recyclable)</li> <li>Appropriate composite materials (chemical content etc.)</li> <li>Use of sustainable materials</li> <li>Manufacturers' Responsibilities (EMS etc.)</li> </ul>
	Criteria Document – Office Furniture	

Member State	Document Type	Environmental and/or social aspects addressed
France	Etat Exempleire – Office Furniture  GEM Guidance and Criteria Document – Furniture and equipment in offices and educational institutions	<ul style="list-style-type: none"> <li>• Ergonomics</li> <li>• Sustainability – reduce the environmental impact of materials</li> <li>• Material requirements</li> <li>• End of life take back schemes</li> <li>• Encourage eco-design</li> </ul>
Netherlands	Criteria Document – Criteria for the Sustainable Public Procurement of Office Furniture	<ul style="list-style-type: none"> <li>• Longevity of use (5 years)</li> <li>• Maintenance (10 years)</li> <li>• Composite materials (chemical use)</li> <li>• Use of recyclable materials</li> </ul>
Norway	Background Report – Environmental and Social  Responsibility in Public Procurement. Includes sector on criteria for Office furniture and supplies, cleaning and hotels	<ul style="list-style-type: none"> <li>• Longevity</li> <li>• Emissions to water and air</li> <li>• Energy-efficiency</li> <li>• Pollutants – low content, emissions and production</li> <li>• Use sustainable and recyclable resources</li> <li>• Packaging</li> </ul>
Sweden	Furniture for Offices and Public Environments	<ul style="list-style-type: none"> <li>• Packaging</li> <li>• Material requirements for wood, plastics, textiles/wool/leather</li> <li>• Surface treatment of metals and wood</li> <li>• Recycling</li> <li>• Flame-proofing agents and tanning</li> </ul>
United Kingdom	Furniture standards	<ul style="list-style-type: none"> <li>• Sustainable timber</li> <li>• Recycling</li> <li>• Packaging</li> <li>• Ability to repair</li> <li>• Material requirements – VOC content</li> </ul>
EU	Criteria Document – Furniture	<ul style="list-style-type: none"> <li>• Wood – sustainable sourcing.</li> <li>• Labelling of plastic components.</li> <li>• Surface treatment of plastics, metals and wood.</li> <li>• Packaging</li> <li>• Durability, ability to repair and ergonomics.</li> <li>• Recycled material content.</li> </ul>

## Austria

The Austrian guidelines are relatively brief and focus on materials requirements. There are basic and advanced criteria – the basic criteria applies to furniture generally, the advanced criteria specifically to wood furniture.

The Austrian ecological guidelines for general furniture include the following:

- Wood and wood products must come from legally managed forests.
- Plastic parts over 50g must be labelled as recyclable.
- Restrictions on surface treatments used – a ban on substances listed in the 1995/45/EC Directive as carcinogenic, toxic to reproduction, mutagenic, harmful to the environment, causing genetic damage, risk of serious health damage by prolonged exposure, or sensitisation by inhalation.
- The VOC content of surface treatments and adhesives may not exceed a maximum of 10% by weight.
- Additional points are awarded for increasingly high percentages of recyclable plastic within the finished product.
- Limits set to restrict some latex foam substances, including chlorophenols, butadiene, nitrosamines and carbon disulfide. The use of tin in organic foam is banned while HFCs, PFCs, HCFCs, CFCs are banned as blowing agents.

The Austrian advanced guidelines for wood furniture are not specifically ecological guidelines, and cover additional areas (e.g. information made available to the customer). However many of the criteria listed in the wood furniture guidelines do relate to wider sustainability issues and it includes, in addition to those already cited above:

- Longevity – products should either have a ten year spare parts guarantee, a repair and maintenance agreement, or a returns agreement.
- Wood must be certified to be from sustainably managed forests – this is similar to the requirements within the general furniture criterion. It appears less stringent, or certainly less detailed than that within the general furniture criterion, but the wood furniture criteria date back to 2007.
- Packaging: plastics used must be free of halogenated compounds and may not be based on styrene compounds.

Verification of wood's origins can be performed by award of the FSC or PEFC certificates, a FLEGT licence, use of ISO 9000, EMAS or detailed information of the origin of the material. For material requirements the Austrian Ecolabel is referred to as is the Blue Angel and EU Ecolabels and the Oeko-Tex, although manufacturer information and reports from recognised organisations can also be provided.

## Belgium

Belgium has basic and advanced sustainable procurement documentation for furniture, with specific documents relating to swivel chairs and to interior furniture. Both contain general environmental criteria for all materials, and additional detailed criteria for separate material categories.

The basic guidance criteria specify that:

- All wood and timber be legally sourced and traceable.
- Foam must not be made with the use of CFCs as a blowing agent.

With award criteria citing:

- Severe restrictions on substances within surface coatings that are deemed to be toxic, carcinogenic, mutagenic or harmful to reproduction as specified by Directive 67/548/EG, nor aziridine, Chromium VI or more than 5% by weight of VOCs. Reference is made to the EU GPP Core Criteria.
- Plastic parts greater than 50g must be clearly marked for recycling.
- Criteria regarding the recyclability of packaging.
- Criteria regarding the recycled content of raw materials.
- A requirement that it be possible to separate 90% of metal, wood, plastic and inert materials from other parts without use of special tools at end of life.

In the basic guidance there are specific criteria for the following: wood, plastics, metals, textile (also synthetic fibres), leather, polyurethane and stony materials. The criteria mainly regard the origin of the raw materials, together with details of substances not permitted as blowing agents for polyurethane as specified by the EU GPP Core Criteria (HFCs, HCFCs, CFCs).

The advanced guidance contains significantly more detailed criteria for the above listed materials, detailing the substances which are banned or restricted from use as surface treatments, coatings or other. Additionally there is material-specific information on wood-based products in addition to wood, and glass/mirror glass and adhesive are included in the materials for which there are criteria.

The material specific guidance includes:

- Criteria regarding substances which are banned from use entirely.
- Severe restrictions regarding the use of certain substances (toxic, carcinogenic, mutagenic or harmful to reproduction) as specified by EU Directive 67/548/EG. There is generally a permitted threshold (as a proportion of the total material, either in % or other fraction). Frequently the threshold refers to the EU GPP Core Criteria technical specification.
- A ban on surface treatment agents containing formaldehyde (excepting glue in building boards).
- Other criteria, including raw material use and the percentage recycled material.

The general environmental criteria include:

- Non-metal parts to be 50% recycled or from renewable raw materials by weight.
- That maintenance be possible without the use of organic solvents.
- A ban on surface treatment agents containing formaldehyde (excepting glue in building boards).

All criteria included in the basic guidance are included in the advanced guidance. The advanced guidance additionally contains criteria on packaging: it is a requirement that all materials consist of readily recyclable materials and/or materials taken from renewable resources, and that all materials are easily separable by hand into recyclable parts consisting of one material.

Verification with all criteria is provided by award of the Nordic Swan, Milieukeur and NF Environnement labels, while compliance with the wood requirements is confirmed through award of the Blue Angel Ecolabel or the FSC or PEFC certificates.

## Denmark

Denmark's criteria are very detailed. Not only are there details on general office furniture, this is split further into the subcategories: filing cabinets; tables; office chairs and bookcases. However, all these categories largely cover the same criteria. The first of these is longevity. This criterion encourages procurers to buy furniture with a long lifetime that meets long term needs, is of good quality, timeless design that can be easily cleaned and comes with guarantees.

This links closely to the second criterion, maintenance, which ensures all the products within this group can be easily repaired and maintained. This goes into further detail around spare parts, ensuring that spare parts to fix products would be available for at least ten years and that these parts are guaranteed.

The third criterion covers waste; ensuring that when the product comes to the end of its life as much of it can be recycled as possible. If it cannot be recycled it stresses the importance that, where possible, the materials be bio-degradable.

This links into the next criteria category that covers appropriate composite materials. This essentially refers to ensuring that the materials that go into the product are safe. This includes:

- Any paint used should be powder or water-based paint. If this is not possible, high solid paint, containing no more than 30% organic solvents should be used.
- Any degreasing to remove oil and dirt from the metal surface should be done with a water based degreaser.
- Any surface treatment should be made with oil, soap, wax, UV-curing or water-based varnish. If it is not possible to achieve the desired surface quality with these products, a high solid paint with no more than 30% organic solvents.
- Ensure that the emission of formaldehyde does not exceed 0.1 ppm. This emission can happen when the glue hardens in compressed chip and fibre board.

The next criterion ensures that any wood used in the products is sourced sustainably. This can be assessed by referring to the two labels: FSC and PEFC or products which meet similar criteria.

The final criterion is unique to Denmark for this product group. It requires any manufacturer of relevant products to have employed some form of environmental management and health and safety process.

Denmark provides two-tier information – a brief summary of key criteria on the webpage for each of the furniture categories, which does not include substance restrictions but refers to longevity, recyclability and disassembly, and more detailed guidance in pdf format, which details the substance restrictions and gives more background information regarding e.g. longevity.

The only specific verification guidance provided is the suggestion of FSC or PEFC certificates for the wood raw material.

## France

France has general guidance for furniture with a GEM guide that focuses on four areas

- Safety: physical, electrical and fire safety through the choice of materials and products
- Sustainability: furniture and equipment must be sustainably sourced and are recyclable at end of life. The degree of sustainability can vary depending on the specific use.
- Ergonomics: In all cases, it is essential to take into account the concept of designing the furniture to fit the work environment, job and worker.
- Quality: the product must be easy to maintain, repair, well suited to its function.

In addition France provides advice on Office furniture within the Etat Exemplaire. This focuses on ergonomics, on material requirements that set minimum requirements on VOC use and aim to reduce the impact of wood as well as encouraging end of life take back schemes. Ultimately the aim is to encourage the use of eco-labelled (or equivalent) furniture, but in the interim the aim is that wood is 100% legal by 2010 or has recognised sustainable forestry management certification. By 2012 the aim is that 50% of furniture made from materials other than wood will have characteristics that are at least equivalent to the French ecolabel, or are at least eco-designed (lighter structure, decreased energy consumption during manufacture, use recycled materials, etc.).

In general the Etat Exemplaire sets out targets to be achieved, but no verification recommendations. In this instance the GEM guide is concerned with general procurement of furniture and does not cite particular verification methods of eco-elements.

## Netherlands

The first focus within the Netherlands is product longevity. This ensures that the furniture must have a lifetime of at least five years in daily use in an office environment, counted from the day of delivery. This then links into the second criterion, maintenance. Replacement parts must remain available for ten years after the date of delivery of the furniture. The definition of “parts” includes all components of the furniture from worktops and seats to hinges and castors.

The third criterion refers to composite materials, i.e. materials used to produce the final product. It mainly concentrates on the chemical content, including:

- The panel material used in the furniture must comply with formaldehyde class E1.
- Textile used in the furniture:
  - Must contain no chlorinated artificial fibres, no halogenated fire retardants (except where use of one or more such substances is stipulated on the basis of legal regulations), no benzidine-analogue dyestuffs.
  - Within the pigments and dyestuffs or specific textile fibres, must not exceed stated concentrations of heavy metals:
    - Antimony: 300 mg/kg (polyester) and 50/250 mg/kg (dyestuff/pigment);
    - Arsenic: 50 mg/kg (dyestuff/pigment);
    - Total chromium: 100 mg/kg (dyestuff/pigment);
    - Copper: 250 mg/kg (dyestuff);
    - Nickel: 200 mg/kg (dyestuff);
    - Tin: 250 mg/kg (dyestuff);
    - Zinc: 1,000 mg/kg elastane (spandex) and 1,500/1,000 mg/kg (dyestuff/pigment).
- The coating used in/on the furniture must comply with the limit values for emission of antimony, arsenic, barium, cadmium, chromium, lead, mercury and selenium.

The final criterion refers to the use of recyclable materials. Materials used within the products must be able to be separated from one another using common tools (except for the surface treatment) to allow them to be recycled. This requirement does not apply to:

- Composites or composite panels.
- Components such as a gas strut, control box or electric motor for which the manufacturer prescribes that this may only be disassembled by qualified personnel.

Information is given for ‘means of proof’ under each criterion, together with notes for the purchaser explaining these and detailing how to verify the proof. Within this product group the verification

methods referred to include manufacturer's statement, product description and test reports for formaldehyde and coatings used.

## Norway

Norway encourages consideration of longevity of the product, good ergonomics and flexibility of design. Also consideration of material use within the products and the impacts material selection will have.

Specifically the Norwegian criteria requirements include:

- Furniture must be of appropriate quality, size, strength etc to fulfil the requirements.
- No chromium coated parts are permissible, except where these are in lowering and raising functions.
- Where wood is more than 10% of the product at least 50% must come from sustainably managed forests.
- Restrictions placed on chemicals used, relating to carcinogenic effects, harmful to reproduction or mutagenic.

In addition Norway has an award criterion that considers the guarantees offered and the number of years that spare parts will be made available.

Detailed verification guidance for the technical specifications is given under 'documentation requirements' after each criterion. Within this product group reference is made to achieving verification through award for the Møbelfakta certificate, the Nordic Swan Ecolabel or equivalent labelling systems, as well as self declaration as appropriate for individual criteria, the Nordic Swan Ecolabel again, FSC or PEFC for timber and Quality or Environmental Management Systems in place such as ISO 9000 and ISO 14001.

## Sweden

Swedish criteria are relatively detailed, with a strong focus again on substances which are banned or severely restricted in the materials used as components parts for the furniture.

The following criteria are included:

- For wood-based materials, plastics, textiles, wool and leather, the use/presence of formaldehyde is restricted to differing degrees.
- For plastics, textiles, wool and leather the presence of the following is also restricted: softeners, dirt and great repellents, flame proofing agents, and pigments in plastics. The addition of azo dyes is severely restricted/ prohibited.
- Surface treatments for wood and metal may not use the following as additives: chromium VI, nickel, lead, cadmium.
- Plastic parts over 50g must be permanently marked to ISO 11469 or equivalent standards (e.g. ISO 1043).
- Regarding flame proofing and tanning of leather, the use of aromatic hydrocarbons is prohibited, as is the use of alkaline chromium salts during tanning.

Specific verification guidance is given as a section of the product group document. This gives detailed verification guidance for each requirement and makes reference to REPA registry and/or Swedish Glass Recycling or other in house system for product responsibility with links to criteria for acceptable systems, ISO standards, the Nordic Swan and EU Ecolabels, TCO'04 version 1.1 or later as well as a range of certifications by independent test institutes or equivalent.

## United Kingdom

UK guidance on the green procurement of furniture have recently been updated (June 2010). Previously the focus was exclusively on the sustainability of the timber used. Additionally, this guidance relates to furniture globally, not office furniture specifically, and introduces award criteria as well as the mandatory and best practice levels.

The criteria stated that all timber and timber products must originate either from independently verified legal and sustainable sources or from a licensed Forest Law Enforcement Governance and Trade (FLEGT) partner.

The recent updates have introduced a number of other requirements:

- Plastic parts larger than 50g shall be marked for recycling according to ISO 11469 or equivalent and must not contain additions of other materials that may hinder their recycling.
- Restrictions have been placed on the treatments used as surface coatings of wood, plastic and metal, as well as on the VOC content of glues used and the formaldehyde content of wood based panels.
- Textiles must comply with the separate textiles criteria requirements.
- Furniture must be fit for purpose and have spare parts available for a minimum of 5 years after sale and be able to demonstrate that it has been 'eco-designed'.
- Packaging materials must be readily recyclable and/or renewable and able to be separated by hand into single material divisions.
- At the Best Practice level restrictions are placed on treatments for exterior wooden furniture and on the use of blowing agents for polyurethane foams.

In addition there are now mandatory and best practice award criteria:

- The recycled content of materials should be indicated, including packaging and textiles.
- The supplier should have a take back scheme for repair and re-manufacturing.
- Padding materials must comply with the EU Ecolabel.
- Natural fibres should be organically grown.

It is also suggested that from 2011 Government agencies meet a proportion of their furniture needs (initially 5% of office furniture and 10% of domestic furniture) through reuse, refurbishment or reupholstering of their current stock. Specific guidance is given for the timber requirements, for many of the material requirements and for the packaging requirements.

#### 12.4.1 Similarities between National Criteria

Despite the varying definitions for this product group there are a number of criteria which are common to several of the countries being reviewed. These criteria relate to:

- Longevity of use
- Restrictions regarding the use of certain substances in the composite or raw materials
- Sustainability, specifically of wood and timber products
- Packaging
- Recyclability

**Table 41 The Similarities of Aspects Addressed for Office Furniture**

Criteria	Longevity	Substance restrictions on composite materials	FSC or similar accreditation for wood	Packaging	Recyclability of product or its components
Austria	x	x	x	x	x
Belgium		x		x	x
Denmark	x	x	x		x
France		x	x		x
Netherlands	x	x			x
Norway	x	x	x	x	x
Sweden		x		X	x
United Kingdom		x	x	x	x
EU GPP	x	x	x	x	x

All eight countries with criteria for office furniture include detailed information about substances which are banned or restricted from use due to being toxic, mutagenic, carcinogenic or otherwise pernicious. Austria, Belgium, Denmark, the Netherlands and Sweden have similarly structured guidance, chiefly

because of their adherence to substance-specific restrictions. This guidance is generally in line with the EU GPP Core Criteria. All eight countries also concur in specifying the recyclability of products

Five countries, Austria, Denmark, France, Norway and the UK, all specify that all or a proportion of wood and timber products must be sourced from sustainably certified forest. Austria, Denmark, Norway, the Netherlands and the UK require longevity of products to be considered.

Previously the UK took a very singular approach, focusing entirely on timber supply chain requirements. The recent update to this product group has dramatically expanded the areas considered and brought the UK closer in line with best practice elsewhere.

Denmark insists that government institutions with a significant impact on the environment will be required to implement a third-party certified environmental management or energy management system.

### **12.4.2 Common Criteria**

There are a number of common criteria within this product group, and these can be summarised into the following areas:

- Longevity of use.
- Restrictions regarding the use of certain substances in the composite or raw materials (generally those listed as toxic, carcinogenic, mutagenic or otherwise pernicious under EU law).
- Sustainability of raw materials.
- Sustainability specifically regarding certification of wood and timber products.
- Packaging.
- Recyclability. Two specific criteria which appear frequently are:
  - That a large (90%) proportion of the product be able to be disassembled into recyclable components without the use of complex tools.
  - That plastic parts greater than 50g in weight be clearly marked as recyclable.

### **12.4.3 Next steps for EU GPP Criteria**

There is some variation of the definition for this product group across the ten countries reviewed here, although most cover the common office furniture products without being too prescriptive. For example, office furniture is limited by Denmark to filing cabinets, desks/tables, office chairs and bookcases, whereas France also includes shelving.

The existing EU GPP criteria provides a wide reaching definition that covers all free-standing or built-in furniture units, which are used for storing, hanging, lying, sitting, working and eating. This includes some criteria on padding materials and textiles which are covered in the Product Sheet for Textiles.

Although material considerations are the most prevalent concern within the countries reviewed here, the EU GPP approach of covering this in detail together with longevity, recyclability raw material supply chain and packaging is an appropriate one as it serves to bring together the range of concerns within this product group and gives a good foundation for potential harmonisation.

**Table 42 Reference Materials for review of Office Furniture**

Member State	Document type	Source of material
Austria	Criteria document - General 'furniture' criteria	<a href="http://www.nachhaltigebeschaffung.at">http://www.nachhaltigebeschaffung.at</a> <a href="http://www.nachhaltigebeschaffung.at/node/203">http://www.nachhaltigebeschaffung.at/node/203</a>
	Criteria document - Wood furniture criteria	<a href="http://www.nachhaltigebeschaffung.at/node/231">http://www.nachhaltigebeschaffung.at/node/231</a>
Belgium	Criteria document - Office chairs of environmentally friendly materials and processes	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090310_PUB_DOfiche_bureaustoelen Uitgeb reid_EN.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090310_PUB_DOfiche_bureaustoelen Uitgeb reid_EN.pdf</a>
	Indoor furniture produced with environmentally friendly materials and processes	<a href="http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=146&amp;pid=1209">http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=146&amp;pid=1209</a>
Denmark	Background Report - Environmental Guidelines (Miljoevejledning)	<a href="http://www.miljoevejledning.dk/vejledning/moebler">http://www.miljoevejledning.dk/vejledning/moebler</a>
	Criteria Document - Office Furniture	
France	Criteria Document - Furniture and equipment in offices and educational institutions	<a href="http://www.minefe.gouv.fr/fonds_documentaire/daj/guide/gpem/moburo/moburo.htm">http://www.minefe.gouv.fr/fonds_documentaire/daj/guide/gpem/moburo/moburo.htm</a>
	Criteria Document – Shelves and racks	<a href="http://www.minefi.gouv.fr/fonds_documentaire/daj/guide/gpem/etageres/etageres.htm">http://www.minefi.gouv.fr/fonds_documentaire/daj/guide/gpem/etageres/etageres.htm</a>
Netherlands	Criteria Document - Criteria for the Sustainable Public Procurement of Office Furniture	<a href="http://www.senternovem.nl/mmfiles/Criteriadocument%20Office%20Furniture.doc_tcm24-325912.pdf">http://www.senternovem.nl/mmfiles/Criteriadocument%20Office%20Furniture.doc_tcm24-325912.pdf</a>
	Criteria Document - Criteria for the Sustainable Public Procurement of Office Soft Furnishing	<a href="http://www.senternovem.nl/mmfiles/Criteriadocument%20Office%20Soft%20Furnishing.doc_tcm24-323614.pdf">http://www.senternovem.nl/mmfiles/Criteriadocument%20Office%20Soft%20Furnishing.doc_tcm24-323614.pdf</a>
Norway	Background Report - Environmental and Social Responsibility in Public Procurement. Includes a section on criteria for Office furniture and supplies, cleaning and hotels.	<a href="http://www.regjeringen.no/Upload/MD/Vedlegg/Planer/T-1467_eng.pdf">http://www.regjeringen.no/Upload/MD/Vedlegg/Planer/T-1467_eng.pdf</a>
Sweden	Criteria document - Furniture for Offices and Public Environments	<a href="http://www.msr.se/en/green_procurement/criteria/Office/Furniture/">http://www.msr.se/en/green_procurement/criteria/Office/Furniture/</a>
United Kingdom	Criteria document - Furniture standards	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/furniture/spec/furniture.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/furniture/spec/furniture.htm</a>
EU	Background Report – Purchasing Recommendations: Furniture	<a href="http://ec.europa.eu/environment/gpp/toolkit_en.htm">http://ec.europa.eu/environment/gpp/toolkit_en.htm</a> <a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/furniture_GPP_background_report.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/furniture_GPP_background_report.pdf</a>
	Criteria document - Furniture	<a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/furniture_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/furniture_GPP_product_sheet.pdf</a>

## 12.5 Laundry Detergents

Laundry detergents are powder or liquid detergents that are used to wash textiles. Such products have long relied on complex blends of chemicals to kill bacteria and provide good cleaning results. More recently, the market has developed and environmental considerations have increased in relevance and importance.

Six of the countries being reviewed have criteria for this product group: Austria, Belgium, Denmark, Finland, Sweden and the UK. The UK is planning to update this product group in October 2010. Austria has criteria for cleaning agents and Sweden has criteria for cleaning products and services. Germany has criteria for laundry detergents, which are contained within criteria for special cleaning products.

While the Netherlands does not claim to have criteria for cleaning products in themselves, it does have criteria for cleaning services (companies) and as part of this specifies the content of cleaning products. This is similar to Norway where there are also criteria for cleaning services and these include the products used. Hence eight of the countries reviewed here have criteria for laundry detergents in some form.

Germany does not have guidelines for laundry products at the national level. Although France has guidance for the laundering of textiles this does not extend to a consideration of the environmental aspects of such purchases. The guidance for cleaning in general does include environmental considerations, but specifically excludes textiles other than carpet.

**Table 43 Information on Laundry Detergents taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
<b>Austria</b>	Criteria Documents – Core Cleaning Environmental Criteria and Advanced Cleaning Environmental Criteria	<ul style="list-style-type: none"> <li>• Chemical restrictions, including for surfactants, complexing agents, perfumes</li> <li>• Packaging requirements</li> </ul>
<b>Belgium</b>	Criteria Document – Washing products (private and professional)	<ul style="list-style-type: none"> <li>• Chemical restrictions for surfactants, complexing agents, perfumes, optical brighteners</li> <li>• Packaging requirements</li> </ul>
<b>Denmark</b>	Background Report – Textile Washing Criteria Document - Washing and Cleaning	<ul style="list-style-type: none"> <li>• Chemical restrictions for surfactants, complexing agents, perfumes, optical brighteners</li> </ul>
<b>Finland</b>	Criteria Document - Cleaning Products – Washing Detergent	<ul style="list-style-type: none"> <li>• Chemical restrictions for surfactants, complexing agents, perfumes, optical brighteners</li> <li>• Packaging requirements</li> </ul>
<b>Netherlands</b>	Criteria Document – Cleaning Services	<ul style="list-style-type: none"> <li>• Chemical restrictions including surfactants, complexing agents, perfumes and phosphorous.</li> </ul>
<b>Norway</b>	Criteria Document – Laundry Services	<ul style="list-style-type: none"> <li>• Chemical restrictions on surfactants, complexing agents, optical brighteners.</li> <li>• Packaging</li> </ul>
<b>Sweden</b>	Criteria Document – Laundry and textile service	<ul style="list-style-type: none"> <li>• Chemical restrictions for surfactants, complexing agents, perfumes, optical brighteners</li> </ul>
<b>United Kingdom</b>	Criteria Document - Cleaning Products	<ul style="list-style-type: none"> <li>• Biodegradability</li> <li>• Overall chemical content</li> </ul>
<b>EU GPP</b>	Criteria Document – Cleaning products & services	<ul style="list-style-type: none"> <li>• Chemical restrictions</li> <li>• Packaging requirements</li> </ul>

## Austria

Austria bases its core ecological criteria for cleaning services and cleaning agents on the EU GPP criteria, which apply to all-purpose cleaners, sanitary cleaners and window cleaners, dishwashing detergents for household (and similar) dishwashers, hand dishwashing detergents and household washing machines.

The relevant areas from this document to laundry detergent restrict the use of certain chemicals:

- R40, 45, 49 (may cause cancer), R46, 60, 61, 62, 63 (may or can cause heritable genetic damage), 50/53, 51/53 (toxic to aquatic organisms), R59 (dangerous to the ozone layer), R68 (possible risk of irreversible effects) and no preservatives with R50/53.
- Limitations are placed on the level of phosphates that can be used (25g/wash).

In addition, limitations are placed on the packaging that can be used (sprays that contain propellant gases are not allowed, accurate dosing aids to be provided, primary packaging must be easily separable and cardboard packaging must be made from at least 80% recycled paper).

The advanced criteria includes the requirements above as well as further chemical restrictions, based on R-phrases with limits set at 0.01%. In addition criteria cover:

- Specific surfactants: Surfactants classified as R50/53 (toxic for water organisms) should not be used; neither should quaternary ammonium surfactants that do not readily biodegrade or APEOs. All surfactants must be biodegradable.
- Complexing agents: EDTA (Ethylenediaminetetraacetic acid) and its salts should not be used.
- Perfumes: certain fragrance chemicals, such as para-dichlorobenzene, nitro-musk and polycyclic musk compounds are banned, and perfume overall must account for no more than 0.5% weight.

Full compliance with the core requirements is confirmed through the award of the Austrian Ecolabel or the EU Ecolabel. Alternatively detailed manufacturer information can be provided.

Austria also has the green procurement catalogue 'Check it!', which contains information, best practice case studies, support for the green purchasing argument. One of the product areas is 'Cleaning', with the aim of promoting more environmentally sound and healthier cleaning practices. While the module does list criteria for chemical content, its main focus is on the provision of green cleaning practices.

## Belgium

Belgium has developed criteria for Washing Products for both private and professional applications. It too places limitations on the chemical components that can be incorporated:

- No ingredients over 0.01% that are accorded the risk phrases R40, R45, R49, R46, R68, R60, R61, R62, R63 (see Austria for related phrases)
- Where ingredients are classified as environmentally harmful only 0.015g/wash is permitted.

The advanced criteria contain the above requirements, together with further extensive chemical restrictions, some of which are detailed below.

- Specific surfactants: APEO and its derivatives should not be used. All surfactants must be biodegradable. Phosphates should not exceed 25g/wash or phosphorous levels are limited to 1.15g/kg and 0.15g/kg of phosphonates.
- Complexing agents: EDTA and its salts should not be used.
- Perfumes: certain fragrance chemicals, such as para-dichlorobenzene, nitro-musk and polycyclic musk compounds are banned, and perfume must be manufactured according to the International Fragrance Association (IFRA)'s guidelines.
- Preservatives: may only be added to liquid products, and must not be classified as R50-53.
- Colourants: may be added so long as they approved for use in foodstuffs or do not bioaccumulate.

The product requirements for professional laundry detergents contain many of the above restrictions as well as restrictions on the packaging that can be used, declarations on animal testing and the banning of optical brighteners. Verification for both categories is confirmed through award of the

Nordic Swan and the EU Ecolabel, the Österreichischer Umweltzeichen, or alternatively all substances that comprise more than 0.01% by weight of the final product must be listed and the total quantity of phosphates per wash must be given.

## Denmark

The Danish have a Background Document and an Environmental Guide for this product group. The Background Document introduces and defines the two separate areas of laundry services and laundry detergent. It looks at the laundry detergent market in Denmark, the life cycle of a textile wash as well as material consumption and energy consumption and finally makes recommendations on the selection of the product as well as the use of the product. The Environmental Guide contains the specifics of the criteria requirements as well as suggested questions to ask the supplier covering product information, material information (chemical content) and information about the manufacturer such as whether they have ISO 14001 or EMAS. Both documents cover the purchase of laundry services as well as the textile laundry detergents themselves.

The criteria requirements are specifically chemical content requirements. It is recommended to use a detergent that has already been awarded the EU or Nordic Swan Ecolabels. Alternatively laundry detergents that do not contain:

- Surfactants: Avoid linear alkylbenzenesulfonate(LAS) and APEO (Alkyl Phenol Ethoxylates). Some substances are toxic to aquatic organisms, others are difficult to break down or degrade to substances which are suspected to have hormone-like effects.
- Water softening agents and complexing agents: Phosphonates are water softeners, i.e. substances which remove water hardness. EDTA and NTA (nitrilotriacetic acid) are complexing agents. EDTA and phosphonate are difficult to degrade in wastewater treatment plants and can be harmful or toxic to aquatic organisms. EDTA and NTA bind heavy metals, as these are processed through sewage works this releases these heavy metals into the water course.
- Dyes or perfumes: Dyes and perfumes may be harmful to the environment. In addition, perfumes irritate airways and cause allergies in sensitive individuals. Since the substances are not necessary for cleaning efficiency, they should be avoided.
- Optical brighteners: Optical brighteners include compounds which are poorly degradable and toxic to aquatic organisms. Optical brighteners have no cleaning capacity but are added to get whites to seem extra white.

The Danish requirements are confirmed to be met through the award of the Nordic Swan and the EU Ecolabel.

## Finland

The Finnish criteria cover chemical content and packaging requirements. They refer to the EU and Nordic Swan Ecolabels for verification. The criteria are intended to be used in domestic and laundry environments.

The criteria state that total chemical content must not exceed 14g/ kg laundry. The criteria place the following additional limits:

- Surfactants: must be readily aerobically biodegradable and aerobically degradable. The product should not contain APEO.
- Complexing agents: EDTA and NTA shall not be present.
- R-phrases: chemicals classified as R-phrases R50/53, R51/53 should not exceed 0.015g/kg of laundry and R52/53 should not exceed 0.03g/kg laundry.
- Fragrance: must satisfy the requirements of the IFRA.

There are also limits set on the use of alkylphenol derivatives (APD), reactive chlorine, borates, and optical brighteners. In terms of packaging the criteria specify that labels must not use halogenated plastics and cardboard packaging must contain at least 80% recycled materials.

Verification guidance is provided against each criterion, and this product group refers to the Nordic Swan and EU Ecolabel or equivalent, and to DID listed manufacturers.

### Netherlands

The Dutch criteria cover the cleaning of offices, schools and office equipment, but the main focus of the requirements is the chemical content of the cleaning products themselves. This requires:

- The product must not contain any hazardous or toxic substances or preparations, including APEOs and derivatives of, EDTA and its salts, NTA, nitro and polycyclic musk.
- The total phosphorous content is limited to 0.02g/functional unit for all purpose cleaners and 1.0/100g for sanitary cleaners.
- The cleaning products must not contain any ingredients which have the following R-phrases applied to them: environmental risks R50/53, R51/53 and R59; health risks R31, R40, R45, R46, R49, R60, R61, R62, R63, R64, R68.

The suggested means of verification are a compliance statement from the tenderer, a statement detailing the products to be used together with items such as material safety data sheets.

### Norway

The Norwegian criteria come within the product group laundry services, but this also contains requirements for laundry detergents, which include:

- Correct labelling of chemicals.
- Washing substances must be fully compliant with the EU's detergent regulation on degradability.
- Substances must not be classified as carcinogenic, toxic to reproduction or mutagenic.
- Specific substances that must not be used include alkylphenols and alkylphenolethoxylates, LAS, DADMAC, perborates and musk xylenes.
- Detergents and their break down products must not be classified as environmentally hazardous.
- Products must not be classified as allergenic.

The exclusion of certain ingredients forms part of the award criteria, and this includes excluding optical whiteners, limonene, colour additives, enzymes that are not encapsulated or within a slurry, as well as limiting phosphonates and NTA to 0.15g/kg, EDTA to 0.5g/kg and chlorine compounds to 1.5g/kg of items.

In addition, as the product group is laundry services, the supplier must have control systems for chemical consumption, waste management, energy and water consumption. Packaging considerations are also highlighted.

Verification suggestions and guidance follow each requirement and include supplier declarations, test laboratory reports, Nordic Swan approvals or other documents such as technical data sheets.

### Sweden

The Swedish criteria set out mandatory service requirements for chemicals used in the washing process, whether this is done as a professional service, or textiles are being washed in-house. These include a wider range of requirements than most as the energy consumption per load is considered, as is water consumption. Considering the requirements that relate directly to laundry detergents the following are relevant:

- Water softeners: Phosphonates and NTA combined may not exceed 0.15 g/kg washing agent.
- Complexing agents: EDTA shall not be present
- Bleach with reactive chlorine compounds may not be used, except when bleaching heavy stains, where as a maximum 20g 12% sodium hypochlorite per m<sup>3</sup> water (or a maximum of 2 ppm when sampling last rinsing water) is permissible. Perborates shall not be present.
- Optical brighteners shall not be added.
- Dyes shall not be added except where the use can be justified from a safety perspective.
- Perfumes or substance mixtures added with the aim of improving the product fragrance properties shall be produced to IFRA standards.

In addition, no substances that are classed as highly toxic, toxic, carcinogenic, mutagenic or teratogenic with the risk designation toxic, can be included within products (R23, R24, R25, R26, R27,

R28, R39, R40, R46, R48, R49, R60, R61). Neither are products allowed that would be classed as environmentally hazardous or allergenic under the Chemicals Board regulations. No bioaccumulative substances are permissible where the definition of bioaccumulative is the same as for the EU criteria.

Specific verification guidance is given as a section of the product group document. This gives detailed verification guidance for each requirement and makes reference to the Nordic Swan Ecolabel, the Licence for Good Environmental Choice, eco-labelling of washing, cleaning and bleaching agents, 2002 and Safety Data Sheets.

### United Kingdom

The UK has a brief set of information called 'Cleaning Products Standards' that relates to all cleaning products, including laundry detergents. . The requirements are:

- The detergents are biodegradable and/or have minimal chemical content.
- Minimum mandatory specification: Laundry detergents: must be less than 100g per standard weight of wash.  
NB. Heavy-duty detergents – per 4.5kg load, dry textiles.  
Low-duty detergents – per 5.5kg load, dry textiles (*EU legislation used 2.5kg*).
- Best practice specification: British Association for Chemical Specialities (BACS)/UK Cleaning Products Industry Association (UKCPI) Sustainable Cleaning Guide<sup>88</sup> or EU GPP comprehensive criteria.

No specific verification guidance is given. The UK Cleaning Products Standards also highlight the EU GPP comprehensive criteria as a best practice guide to follow but indicate that any criteria for anaerobic biodegradability contained within the EU criteria will not apply in the UK, as the UK is reviewing this area with the Commission.

The 'Sustainable Cleaning: A guide for users of professional cleaning products' provides further recommendations for the following ingredient types (these guidelines follow the relevant EU directives):

- EDTA, aromatic hydrocarbons, aliphatic hydrocarbons and halogenated hydrocarbons: Use should be justified for specific applications (*EDTA the EU legislation states that EDTA should not be used in any laundry products*).
- Phenols and halogenated phenols: Only ingredients that continue to be supported under the Biocidal Products Directive (BPD) should be used.
- Paradichlorobenzene: Should not be used.
- Disinfectants /biocides: Only ingredients that continue to be supported under the BPD should be used.
- Perfumes, including phthalates and musks: Nitro-musks in products should be substituted.
- APEOs: Cleaning products containing APEOs should not be used
- Preservatives: Only ingredients that continue to be supported under the BPD should be used.
- VOCs: Low VOC products should be preferred where possible.

### 12.5.1 Similarities of National Criteria

Criteria relating to laundry detergents are included within national criteria documents in differing ways. Some of the countries being reviewed, such as the UK, Belgium and Denmark, have specific product groups for detergents, while others such as Sweden consider laundry detergents in depth as part of the textile washing product group, which also includes requirements for the washing machines as well.

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<sup>88</sup> <http://www.bacsnet.org/news/sustainable-cleaning/>

**Table 44 The Similarities of Aspects Addressed for Laundry Detergents**

Criteria	General chemical content restrictions	Surfactant restrictions	Complexing agent restrictions	Perfume restrictions	Optical brightener restrictions	Packaging restrictions
Austria	x	x	x	x		x
Belgium	x	x	x	x	x	x
Denmark	x	x	x	x	x	
Finland	x	x	x	x	x	x
Netherlands	x	x	x	x		
Norway	x	x	x		x	x
Sweden	x	x	x	x	x	
United Kingdom	x					
EU GPP	x	x				x

Most countries that have criteria for laundry detergent focus on applying chemical restrictions: limiting the range of chemicals that may be used, the amounts that may be used and ensuring that chemicals unnecessary for cleaning performance, such as perfumes and optical brighteners, are not used at all.

An alternative approach is that taken by the UK, whose criteria limit the total chemical content that may be used, and do not focus on specific chemicals within the product. The UK guidance does not go into any further detail as best practice guidance is currently under development, but does signpost interested parties to the Sustainable Cleaning Guide as well as the EU GPP Criteria for Cleaning Products.

The strength of the recommendations and the detail of these vary, but most countries either ultimately refer to the EU GPP scheme, which itself refers to the EU Ecolabel, or refer to an alternative ecolabels, such as the Nordic Swan. Hence the 'best practice' level is at ecolabel level.

The Swedish Environmental Management Council (SEMCo) has considered the differences between the EU GPP and the Swedish criteria and identified that it is difficult to directly use the EU criteria in Sweden due to differing legislation, different norms and standardisation. However SEMCo has suggested a plan to include the EU criteria in the Swedish National Action Plan for GPP.

## 12.5.2 Common Criteria

There is considerable overlap of the criteria for laundry detergents that many of the countries reviewed here have. These are based around chemical restrictions, largely limiting amounts of such chemicals to trace levels and cover ingredients that are classified with the following risk phrases in three of the countries reviewed:

- R23 – Toxic by inhalation (Sweden)
- R24 – Toxic in contact with skin (Sweden)
- R25 – Toxic if swallowed (Sweden)
- R26 – Very toxic by inhalation (Sweden)
- R27 – Very toxic in contact with skin (Sweden)
- R39 – Danger of very serious irreversible effects (Sweden)
- R40 – possible risk of cancer (Austria, Belgium, Sweden)
- R45 – may cause cancer (Austria, Belgium)
- R46 – may cause heritable genetic damage (Austria, Belgium, Sweden)
- R48 – Danger of serious damage to health by prolonged exposure (Sweden)
- R49 – may cause cancer by inhalation (Austria, Belgium, Sweden)
- R50/53 – Very toxic to aquatic organisms, may cause long-term adverse effects in the aquatic environment (Austria, Finland)
- R51/53 – Toxic to aquatic organisms, may cause long-term adverse effects in the aquatic environment (Austria, Finland)

- R52/53 – Harmful to aquatic organisms, may cause long-term adverse effects in the aquatic environment (Finland)
- R59 – dangerous to the ozone layer (Austria)
- R60 – may impair fertility (Austria, Belgium, Sweden)
- R61 – may cause harm to unborn child (Austria, Belgium)
- R68 – possible risk of irreversible effects (Austria)

Alongside the use of R-phrases, a number of chemicals and families of chemical are excluded entirely. These include:

- Quaternary ammonium surfactants that do not readily biodegrade (Austria, Belgium)
- APEOs (Austria, Belgium, Denmark, Finland, Netherlands)
- LAS (Denmark)
- EDTA and its salts (Austria, Belgium, Denmark, Finland, Netherlands, Sweden)
- NTA (Denmark, Finland, Netherlands, Sweden (limited to 0.15g/kg))
- Optical brightening agents (not specified by chemical name) (Denmark, Finland, Sweden)

And a number of perfume compounds from the nitro-musk family of compounds.

### 12.5.3 Next steps for EU GPP Criteria

The EU product group for cleaning covers six different areas:<sup>89</sup>

- All purpose cleaners, sanitary cleaners and window cleaners
- Detergents for domestic (or similar) dishwashing machines
- Hand dishwashing detergents
- Laundry detergents for domestic washing machines

The specific EU criteria for laundry detergents are designed to tackle the main environmental impacts of such products.<sup>90</sup> The criteria are based on the requirements of the EU Ecolabel for laundry detergents.

The core criteria contain a number of chemical restrictions and packaging requirements as follows:

- Chemical restrictions:
  - A number of ingredients are totally banned, including phosphorous, phosphates, biocides, unless used as preservatives, all biocides classified as R50/53, R51/53, and all preservatives classified as R50/53.
  - Quaternary ammonium salts that are not readily biodegradable shall not be used.
  - No ingredient shall be included in the product, or remain in the product at a level greater than 0.01% that is classified as R31, R40, R42, R43, R45, R46, R49, R50/53, R51/53, R59, R60, R61, R62, R63 or R68.
- Packaging criteria
  - Sprays that contain propellant gases are not allowed.
  - All products shall be provided with clear dosing instructions.
  - The primary packaging must be easily separable in unmixed components.
  - Cardboard packaging shall be composed of 80% or more of recycled material.

In addition samples must be made available for testing. The comprehensive criteria for laundry detergents are the full requirements of the EU Ecolabel, with no further detail provided in the GPP document about what the specific requirements are.

The given EU GPP Criteria express some of the same requirements as those cited by the individual countries being reviewed, including chemical content and packaging. The table above identifies that many of the countries that have criteria for laundry detergents have more detailed and likely stricter,

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<sup>89</sup> Website for further information: [http://ec.europa.eu/environment/ecolabel/ecolabelled\\_products/product\\_categories\\_en.htm](http://ec.europa.eu/environment/ecolabel/ecolabelled_products/product_categories_en.htm)

<sup>90</sup> The recently released (mid-2010) eight product groups within EU GPP incorporate H-phrases as well as R-phrases, in line with recent policy developments.

requirements for this product, for example many specifically ban the use of optical brighteners or perfumes as components. Therefore an opportunity exists for the EU GPP requirements for laundry detergents to be updated and expanded to reflect the wider areas addressed by other countries.

**Table 45 Reference Materials for review of Laundry Detergents**

Member State	Document Type	Source of Material
<b>Austria</b>	Background Document: Austrian Criteria Catalogue Check it! Green Purchasing Criteria – Module 5: Cleaning Criteria Documents – Core Cleaning Environmental Criteria and Advanced Cleaning Environmental Criteria (IP 30)	<a href="http://www.ifz.tugraz.at/oekoinkauf/index_en.php">http://www.ifz.tugraz.at/oekoinkauf/index_en.php</a> <a href="http://www.nachhaltigebeschaffung.at/node/110">http://www.nachhaltigebeschaffung.at/node/110</a> <a href="http://www.nachhaltigebeschaffung.at/node/112">http://www.nachhaltigebeschaffung.at/node/112</a>
<b>Belgium</b>	Criteria Document core and advanced	<a href="http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=152&amp;pid=1499">http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=152&amp;pid=1499</a> <a href="http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=152&amp;pid=1502">http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=152&amp;pid=1502</a>
<b>Denmark</b>	Background Report – Textile Washing Criteria Document – Environmental Guidance for Laundry Detergents	<a href="http://www.miljoevejledning.dk/files/vejledning/vask-rengoering/tekstilvask_miljoebaggrund.pdf">http://www.miljoevejledning.dk/files/vejledning/vask-rengoering/tekstilvask_miljoebaggrund.pdf</a> <a href="http://www.miljoevejledning.dk/files/vejledning/vask-rengoering/tekstilvaskemidler_miljoevejledning.pdf">http://www.miljoevejledning.dk/files/vejledning/vask-rengoering/tekstilvaskemidler_miljoevejledning.pdf</a>
<b>Finland</b>	Criteria Document – Cleaning Products – Washing Detergents	Copy of the criteria document for laptops provided by FCG Finnish Consulting Group Oy
<b>Sweden</b>	Criteria Document – Laundry and textile service Criteria Document – Chemical-technical products	<a href="http://www.msr.se/en/green_procurement/criteria/Clean-and-washing-services/">http://www.msr.se/en/green_procurement/criteria/Clean-and-washing-services/</a>
<b>United Kingdom</b>	Criteria Document – Cleaning Products	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/cleaning/index.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/cleaning/index.htm</a>
<b>EU</b>	Criteria Document – Cleaning Products and Services Commission Decision	<a href="http://ec.europa.eu/environment/ecolabel/ecolabelled_products/product_categories_en.htm">http://ec.europa.eu/environment/ecolabel/ecolabelled_products/product_categories_en.htm</a> <a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/cleaning_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/cleaning_GPP_product_sheet.pdf</a>

## 12.6 Textiles

The manufacture of textile products has a number of impacts on the environment, including the fertilisers and pesticides used to grow the fibres, energy used in the weaving/ spinning/ knitting of the fibres, the treatment, washing, dyeing and printing of the textile as well as any recycling and other end of life processes that may occur.

In recognition of these impacts textile products are captured by product groups within eight of the countries reviewed in this study. Similar to the Office Furniture product group, the definition of Textiles in each country varies slightly, with some countries including a wide variety of products within the scope, for example Denmark, while others take a more focussed approach, such as Norway.

Germany and Finland do not cover textile products within any of their product groups.

**Table 46 Information on Textiles taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
<b>Austria</b>	Criteria document - Ecological criteria for textiles	<ul style="list-style-type: none"> <li>• Pesticides</li> <li>• Chemical content</li> <li>• Organic fibres</li> <li>• Recycled fibres</li> </ul>
<b>Belgium</b>	Textiles and ready to wear <ul style="list-style-type: none"> <li>• Criteria document - Clothing and accessories</li> </ul>	<ul style="list-style-type: none"> <li>• Chemical content</li> <li>• Organic fibres</li> <li>• Recycled fibres</li> <li>• Ethical trade</li> </ul>
	Textiles and ready to wear <ul style="list-style-type: none"> <li>• Criteria document - Leather products</li> </ul>	<ul style="list-style-type: none"> <li>• Chemical content</li> </ul>
<b>Denmark</b>	Guidance Document for Clothing and textiles <ul style="list-style-type: none"> <li>• Work overalls</li> <li>• Work-wear</li> <li>• Work-wear with protective properties</li> <li>• Curtains</li> <li>• Gloves</li> <li>• Bed linen</li> </ul>	<ul style="list-style-type: none"> <li>• Chemical content</li> <li>• EMS</li> <li>• Organic fibres</li> <li>• Risk assessment</li> <li>• Wastewater treatment</li> <li>• Recycling of fibres</li> </ul>
<b>France</b>	Guide to sustainable public procurement – GEM DD- Buying Clothing	<ul style="list-style-type: none"> <li>• Waste</li> <li>• Chemical content</li> <li>• Workers' rights</li> <li>• Equal opportunities</li> <li>• End of life</li> <li>• Organic/ fair trade cotton</li> </ul>
<b>Netherlands</b>	Criteria Document for Office soft furnishing	<ul style="list-style-type: none"> <li>• Chemical content</li> <li>• Recycling</li> <li>• Recycled fibres</li> </ul>
	Criteria Document for Work-wear	<ul style="list-style-type: none"> <li>• Chemical content</li> <li>• Recycling</li> <li>• Recycled fibres</li> <li>• Organic fibres</li> </ul>
<b>Norway</b>	Criteria Document - Clothing and textiles	<ul style="list-style-type: none"> <li>• Chemical content</li> <li>• Disposal</li> <li>• Packaging</li> </ul>
<b>Sweden</b>	Furnishing and textiles <ul style="list-style-type: none"> <li>• Criteria Document for Textiles and leather</li> </ul>	<ul style="list-style-type: none"> <li>• Chemical content</li> </ul>
<b>United Kingdom</b>	Criteria Document - Textiles Standards	<ul style="list-style-type: none"> <li>• Pesticides</li> </ul>

Member State	Document Type	Environmental and/or social aspects addressed
		<ul style="list-style-type: none"> <li>Emissions</li> </ul>
EU	Green Public Procurement (GPP) Product Sheet – Textiles  Background Document - Textiles	<ul style="list-style-type: none"> <li>Chemical content, including pesticides</li> <li>Organic fibres</li> <li>Recycled fibres</li> </ul>

**Austria**

The Austrian criteria refer to the EU Ecolabel and the Oko-Tex Standard 100. They specify that any product made from cotton or other cellulose fibres should not contain more than 1ppm of listed pesticides (either individually or in combination). There are also restrictions placed on certain chemical dyes, flame retardants, plasticisers, heavy metals and other chemical substances, such as pentachlorophenol and certain arylamines.

The Award criteria allow additional points for the relative weight of organic fibres. Similarly, additional points can be awarded for recycled content within textiles. Verification is conferred by products having the Oeko-Tex 100 certification, or the EU Ecolabel, alternatively a review from recognised experts could be accepted. Manufacturer evidence must be provided to verify the level of recycled content.

**Belgium**

The Belgian criteria for clothing and accessories refer to the EU and Nordic Swan Ecolabels and the Oko-Tex 100 Standard. The criteria cover clothing and accessories such as handkerchiefs, scarves, bags, shopping bags, rucksacks and belts that consist of at least 90% textile fibres by weight; products for interior use consisting of at least 90 % textile fibres by weight; and fibres, yarn and fabric intended for use in textile clothing and accessories or interior textiles.

The technical specifications restrict the use of certain pesticides, dyes, formaldehyde, flame retardants and other chemicals and heavy metals. Separate restrictions are specified regarding the chemical content of textiles for babies. The criteria award additional points for organic and recycled fibres within the textiles. The advanced criteria also specify restrictions on organic tin compounds in elastine products or polyurethane coatings, as well as restrictions on the chemical content of polyester, greasy wool or other keratin fibres where these make up more than 5% of the total weight of the fibres in the product or where the fibres are of recycled origin. The advanced criteria also state that printing on the fabric must not be plastisol-based and that the level of AOX in man-made cellulose fibres must not exceed 250ppm.

There is also an ethical trade clause, which requires the bidder and its suppliers to respect the following international labour organisation (ILO) conventions:

- ILO Conventions 29 and 105 (Forced & Bonded Labour).
- ILO Convention 87 and 98 (Freedom of Association and Right to Collective Bargaining).
- ILO Conventions 100 and 111 (Equal remuneration for male and female workers for work of equal value; Discrimination).
- ILO Convention 138 and 182 (Minimum Age and Recommendation and Worst Forms of Child Labour).

The criteria on leather products concern skins and leather from goats, sheep, cattle and pigs from agricultural production. They refer to the Nordic Swan Ecolabel and Oko-Tex 100 Standard and place limits on the chemical content of dyes, flame retardants and other chemicals and heavy metals. They also state that printing pastes used should not contain more than 5% VOCs and that plastisol-based printing should not be allowed.

Verification of compliance with all criteria is conferred with the award of the Nordic Swan and EU Ecolabels, together with the Ökotex 100 label.

## Denmark

The Danish criteria cover six groups of textiles: working overalls, work wear, protective work wear, curtains, work gloves and bed linen, each of which have their own set of Background Documents and Procurement Guidance. There are commonalities between all of these groups; for example, all of the groups refer to the EU and Nordic Swan Ecolabels, especially in relation to the use of dyes, as well as the Oeko-Tex 100 Standard and the Danish Institute for Informative Labelling.

Similarly, all of the groups specify that textiles should be free from heavy metals, that chlorine free bleach should be used, that organic cotton should be used where possible and that wastewater from the dyeing process should be purified using biological controls before release to the environment. There is reference to the use of an EMS system by manufacturers, as well as tracking and documentation of energy, water and chemical consumption. All groups suggest that the existence of a risk assessment would imply the manufacturer takes health and safety seriously.

In terms of health and safety, two of the product groups (work gloves and protective work wear) require the use of the CE Mark. These product groups also specify that the textile should be free from PVC and that actions should be taken to ensure fabrics that infrequently require retreatment, for example to maintain waterproofing, are used and that retreatment requirements are considered by laundry services.

Three of the groups (working overalls, work wear and bed linen) state that discarded textiles should be recycled or reused, whereas the protective work wear criteria suggests renting equipment. Both the bed linen and curtains documents refer to colour fastness to ensure the longevity of the textiles' useful life. In the case of curtains the colour fastness should be to sunlight; in the case of bed linen, to washing. The criteria document for curtains is the only one to cover flame proofing and fire retardant properties in fibres. It suggests that this should be embedded within the fibres and should be free from halogens, especially bromine and chlorine. The only group to discuss the use of leather is work gloves. This document specifies that vegetable or synthetic organic tannins should be used in preference to the use of heavy metals, such as chromium. If chromium is used it limits the level of its use. The criteria also suggest that salt should be collected from the leather to ensure that it is not dissolved in sewers.

Ecolabelled products are recommended, specifically the EU Ecolabel, together with those awarded the GOTS (an organic label) and the Nordic Swan.

## France

The French criteria document states that purchases must satisfy two of the following three objectives:

1. A. Textile Production: Comply with environmental requirements such as treat liquid waste, eliminate hazardous waste, capture and treat gas emissions.  
OR  
B. Manufacture of clothing: Adhere to EU Ecolabel (or equivalent) including use of bleaches, limits placed on dyes permissible (copper chromate and nickel based dyes are banned), no substances that are carcinogenic, toxic for reproduction, or mutagenic.
2. Social Requirements:
  - A. Workers are not exposed to undesirable substances; substances used must respect the eight fundamental conventions from the ILO.  
OR
  - B. The producer must have an active policy of rehabilitation of the long term unemployed or use 50%+ handicapped employees.
3. Traceability Requirements  
Provide information on production of the textile, any embellishment applied and the actual clothing manufacture itself that for each of these stages includes name of manufacturer, legal status, address, manager's name, and industrial equipment used.

In addition, end of life recovery should be encouraged, possibly through supplier take-back. Wool or silk fabrics should avoid the use of anti-moth products and should have reduced stocking times (to reduce damage). The use of organic or fair-trade cotton could be procured with alternative technical specifications.

Within the GEM guide a number of examples are given as to how to specify technical requirements and within these the suggested verifications include the EU Ecolabel or equivalent proof, documentation demonstrating compliance (including test certificates, reports, location information), the ILO Conventions or equivalent and the EU Regulation on Organic Farming.

## **Netherlands**

The Dutch criteria relating to textiles fall under two headings: firstly office soft furnishings, which include floor coverings and interior sun blinds; and secondly work wear, which includes the supply of work wear and associated services, such as taking measurements and making repairs. It does not include protective clothing, footwear or cleaning services.

The criteria on office soft furnishings refer to the following ecolabels: GUT (textile floor coverings), Nordic Swan (floor covering), Blue Angel (floor covering) and Oeko-Tex 100 (home textiles). The minimum requirements relate to the chemical content of the textiles and specify certain R-phrases that should be avoided. They also prohibit the use of dyes including lead, cadmium, mercury or chromium, and the use of halogenated fire retardants and certain phthalates. Further points can be awarded to tenders that propose to collect and recycle/ reuse trimming waste from textiles and those tenders that propose to use recycled textiles – the greater the percentage of post-consumer recycled material by weight, the more points will be awarded.

The criteria document also provides guidance to purchasers to ensure the longevity of the materials. It focuses on the function of the product and suggests that the intended usage of the material should be a key consideration as this may influence whether floor tiles (which can be more easily replaced if stained) would be more suitable than carpet, as well as suggesting use of dark but neutral colours. In the procurement of sun blinds it suggests that the energy-saving effects and ease of maintenance of the blinds be taken into consideration.

For work wear, the Dutch warn against the unnecessary purchase of work wear and encourage alternatives such as the cleaning and repair of existing work wear. If new work wear is required the criteria document recommends that the principles of eco-design are applied in designing the new clothing. The minimum requirements relate to restrictions placed on substances present in the final product. Further points can then be awarded based on the work wear only containing cotton, preferably organic cotton, and/ or the material containing recycled fibres. Additional points are also available if the work wear is included in a collecting and recycling program and if the quantity of material included within such a scheme increases during the contract period.

Information is given for 'means of proof' under each criterion, together with notes for the purchaser explaining these. Within this product group the verification methods referred to include manufacturer's statement and the Öko-Tex 100 Label, together with a statement issued and signed by an independent third party for the use of organic cotton and recycled fibres.

## **Norway**

Norway has one product group covering clothing and textiles. It does not cover protective clothing or clothes/ shoes made from leather.

The criteria document provides some guidance regarding the design of the clothing to ensure it meets the users' needs and is liked by the user; the theory being that the user will then take better care of the clothing. The technical specifications for the product group relate to the chemical content of the textile and restrict the use of a number of substances. They also prohibit the use of flame retardants, except where this is explicitly required for the purposes of the garment. In such cases phosphorus and/ or nitrogen-based organic compounds are preferred and halogen based retardants are prohibited.

The award criteria further restrict the chemical content of the materials by setting limits on the allowed percentage content for a list of chemicals. The contract requirements place obligations on the supplier regarding packaging and the removal of worn-out/ discarded textiles and fabrics that contain hazardous chemicals.

Detailed verification guidance for the technical specifications is given under 'documentation requirements' after each criterion. Within this product group reference is made to achieving verification through licence from the Nordic Swan and the EU Ecolabels, equivalent labelling systems or self-declaration for the chemical materials involved. For Quality assurance aspects a self declaration is sufficient, alternatively ISO14001, or the Nordic Swan, or equivalent approval system can be used.

## Sweden

The basic requirements of the Swedish criteria for textiles and leather are based on the requirements of the Oeko-Tex 100 Standard. The basic requirements are that the products must meet certain chemical content restrictions in terms of dyes, flame retardants, softeners, heavy metals, and other substances/ metals. The product must meet the specified emissions limits for formaldehyde.

The higher requirements specify that the product must meet the criteria of at least one of the following for textiles: the Nordic Swan, EU and/ or Bra Miljöval Ecolabels and/ or the Basic Standards outlined by the International Federation of Organic Agriculture Movement (IFOAM).<sup>91</sup>

Criteria relating to organic cotton will be considered for inclusion at the next revision date. Specific verification guidance is given as a section of the product group document. This gives detailed verification guidance for each requirement and makes reference to REPA registry and/ or Swedish Glass Recycling or other in house system for product responsibility with links to criteria for acceptable systems, ISO and FR standards or EMAS systems, Nordic Swan and EU Ecolabel as well as specific awards such as the Öko-Tex standard 1000 version 1, licence for Bra Miljöval "Bra fibrer och bra beredning" and TEKO's environmental product declaration.

## United Kingdom

The UK criteria refer heavily to the EU Ecolabel and GPP criteria for textiles. The guidance places restrictions on the amount of pesticides contained in cotton and wool fibres and set limits on the release of VOCs from synthetic polyamide and polyester.

Best practise criteria are currently under development. No specific guidance is given for verification, but links are given to the EU GPP criteria.

### 12.6.1 Similarities of National Criteria

There are a number of similarities between the criteria listed by the countries under review here. These are summarised in Table 47. For example all of the countries include criteria restricting the chemical content of the textiles. The most common chemical groups listed are pesticides, heavy metals, dyes and flame retardants.

**Table 47 Similarities of Aspects Addressed for Textiles**

	Chemical content	Organic fibres	Recycled fibres	Recycling/ disposal	Wastewater treatment	Fair trade
Austria	x	x	x			
Belgium	x	x	x			x
Denmark	x	x		x	x	
France	x	x		x		x
Netherlands	x	x	x	x		

<sup>91</sup> [www.europa.eu.int/eur-lex/](http://www.europa.eu.int/eur-lex/) or [www.ifoam.org](http://www.ifoam.org)

	Chemical content	Organic fibres	Recycled fibres	Recycling/ disposal	Wastewater treatment	Fair trade
Norway	x			x		
Sweden	x					
United Kingdom	x					
EU GPP	x	x	x			

Organic fibres are the next most common topic, followed by the inclusion of recycled fibres within the textile. Recycling of used textiles is mentioned within the Dutch product sheet and the French encourage the use of a supplier take back scheme. The Norwegian document only considers the end-of-life disposal of textiles containing hazardous chemicals. Belgium and France consider ethical trade within their criteria documents.

### 12.6.2 Common Criteria

There is some similarity between the criteria specified by the countries being reviewed due to common references to Ecolabels: EU, Nordic Swan and Oeko-Tex 100, as well as reference to the EU GPP Product Sheet for Textiles.

However the criteria are not identical, as seen with some of the other product groups. For example, each of the countries sets slightly different limit values for the chemical content, such as lead (maximum content 0.5mg/ kg in the Swedish criteria, 4.0ppm in the Austrian criteria, and 1.0ppm in the Belgian criteria). Similarly, where some countries completely ban a list of substances, such as Austria, other countries are less restrictive; banning some but merely restricting the use of others such as Belgium.

### 12.6.3 Next Steps for EU GPP Criteria

The EU GPP criteria for textiles cover the three main criteria found in the national product sheets: chemical content (heavy metals, flame retardants, dyes, softeners and pesticides); organic fibres and recycled fibres (from textile cuttings or post consumer waste). While there were a number of other criteria covered by individual countries, such as wastewater treatment by Denmark, or ethical trade by Belgium, these are not covered by enough countries to warrant their introduction to the EU GPP scheme at this time.

For those areas where there are overlaps between the national schemes there is scope to harmonise the limit values specified for individual chemicals. The EU GPP Product Sheet is in line with the most comprehensive of the national criteria documents.

Similarly, it would be helpful to suppliers if a standard definition of textile products was adopted across Europe. At present the definitions used by national schemes vary, with some including leather and protective clothing, others covering services and some focusing only on clothing. It is suggested that the definition used by the EU GPP Product Sheet could be applied across all countries.

**Table 48 Reference Material for review of Textiles**

<b>Member State</b>	<b>Document Type</b>	<b>Source of Material</b>
<b>Austria</b>	Ecological criteria for textiles	<a href="http://www.nachhaltigebeschaffung.at/node/240">http://www.nachhaltigebeschaffung.at/node/240</a>
<b>Belgium</b>	Sustainable Public Procurement – Textiles, clothing and accessories	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090309_PUB_DOfiche_textiel_uitgebreid_EN.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090309_PUB_DOfiche_textiel_uitgebreid_EN.pdf</a>
	Sustainable Public Procurement – Leather products	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090310_PUB_DOfiche_lederwaren_uitgebreid_EN.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090310_PUB_DOfiche_lederwaren_uitgebreid_EN.pdf</a>
<b>Denmark</b>	Environmental Guide - Clothing and textiles	<a href="http://www.miljoevejledninger.dk/vejledninger/toejogtekstiler">http://www.miljoevejledninger.dk/vejledninger/toejogtekstiler</a>
<b>France</b>	Guide to Sustainable Public Procurement – Buying clothes – GEM DD	<a href="http://www.minefe.gouv.fr/directions_services/daj/guide/gpe/vetements/vetements.htm">http://www.minefe.gouv.fr/directions_services/daj/guide/gpe/vetements/vetements.htm</a>
<b>Netherlands</b>	Criteria for the Sustainable Public Procurement of Soft Furnishings	<a href="http://www.senternovem.nl/mmfiles/Criteriadocument%20Office%20Soft%20Furnishing.doc_tcm24-323614.pdf">http://www.senternovem.nl/mmfiles/Criteriadocument%20Office%20Soft%20Furnishing.doc_tcm24-323614.pdf</a>
	Criteria for the Sustainable Public Procurement of Work-wear	<a href="http://www.senternovem.nl/mmfiles/Criteriadocument%20Workwear_tcm24-316907.pdf">http://www.senternovem.nl/mmfiles/Criteriadocument%20Workwear_tcm24-316907.pdf</a>
<b>Norway</b>	Recommended criteria for clothing and textiles	<a href="http://www.anskaffelser.no/dokumenter/anbefalte-miljokriterier-for-klaer-og-tekstiler">http://www.anskaffelser.no/dokumenter/anbefalte-miljokriterier-for-klaer-og-tekstiler</a>
<b>Sweden</b>	The Swedish Environmental Management Council's Procurement Criteria for Textiles and Leather	<a href="http://www.msr.se/en/green_procurement/criteria/Furnishing-and-textiles/Textiles-and-leather/">http://www.msr.se/en/green_procurement/criteria/Furnishing-and-textiles/Textiles-and-leather/</a>
<b>United Kingdom</b>	Government Buying Standards – Textile standards	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/textiles/spec/textiles.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/textiles/spec/textiles.htm</a>
<b>EU</b>	Green Public Procurement (GPP) Product Sheet - Textiles	<a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/textiles_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/textiles_GPP_product_sheet.pdf</a>

## 12.7 Vehicles

The vehicles product group has been taken to consist of passenger cars carrying less than ten passengers, as identified from the countries under review. Vehicles impact on the environment in three main ways: through noise generated by the vehicles, the efficiency in combustion of fossil fuels and resulting emission of greenhouse gases, and the emission of particulates.

There are eight participating countries that have environmental criteria in place for passenger vehicles. These are Austria, Belgium, Denmark, France, the Netherlands, Norway, Sweden and the UK. Belgium, Denmark, the Netherlands, Norway and Sweden also have separate criteria for tyres.

Germany and Finland do not have criteria requirements for the use of vehicles or associated tyres

**Table 49 Information on Vehicles taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/ or social aspects addressed
Austria	Criteria document: Ecological Core Criteria for Vehicles	<ul style="list-style-type: none"> <li>Emissions: gCO<sub>2</sub>/km limits</li> <li>Renewable fuel</li> <li>Noise emissions</li> </ul>
	Criteria document: Environmental Guidelines for the Procurement of Vehicles	<ul style="list-style-type: none"> <li>Emissions: more ambitious gCO<sub>2</sub>/km limits</li> <li>Particulates</li> <li>Noise emissions</li> <li>Fuel consumption indicators to be fitted</li> </ul>
Belgium	Criteria document: Guide to Sustainable Procurement – Private vehicles (Basic)	<ul style="list-style-type: none"> <li>Emissions</li> <li>Particulates: limits set for diesels</li> <li>Noise: lower than legal limits.</li> <li>Air conditioning: global warming potential limits set.</li> <li>Oils: chemical restrictions over use and disposal</li> <li>Vehicles must be fitted with gear shift indicators and tyre pressure monitoring systems.</li> </ul>
	Criteria document: Guide to Sustainable Procurement – Private vehicles (Advanced)	As Basic criteria, plus: <ul style="list-style-type: none"> <li>Low rolling resistance tyres</li> </ul>
	Background Report – Information on Car tyres	Specific criteria are under development. Procurement officials are currently directed towards the Blue Angel and Nordic Swan ecolabels for criteria.
	Criteria Document – Car Tyres	
Denmark	Background document: Passenger cars	<ul style="list-style-type: none"> <li>Fuel consumption</li> <li>Emissions</li> <li>Tyres: reduced rolling resistance and use retreaded tyres</li> <li>Chemical content restrictions.</li> <li>Recyclability</li> <li>Manufacturer environmental management system</li> </ul>
	Criteria document: Environmental guide – Passenger cars	
	Background Report - New and retreaded tyres for passenger cars, vans, trucks and buses.	<ul style="list-style-type: none"> <li>Select retread tyres, reduced rolling resistance, manufactured without polyaromatic hydrocarbons, tyres that are suitable for re-treading</li> <li>Producers that have ISO 14001 or EMAS</li> </ul>
	Criteria Document – Criteria for tyres	
France	Etat Exemplaire – Private Cars	<ul style="list-style-type: none"> <li>Energy consumption</li> <li>Emissions: gCO<sub>2</sub>/km limits</li> <li>Other pollutant emissions</li> <li>Encourage electric/ hybrid vehicles</li> </ul>
Netherlands	Criteria document: Criteria for the Sustainable Public Procurement of Service Cars	<ul style="list-style-type: none"> <li>Energy consumption</li> <li>Particulate emissions</li> <li>Fuel consumption indicator must be fitted.</li> <li>Tyres: low noise, low rolling resistance and good grip on wet roads.</li> </ul>

Member State	Document Type	Environmental and/ or social aspects addressed
	Criteria document – Vehicle Maintenance Services	<ul style="list-style-type: none"> <li>• Low noise tyres</li> <li>• Select retread tyres</li> </ul>
Norway	Background document: Environmental and Social Responsibility in Public Procurement, – Transport and vehicles	<ul style="list-style-type: none"> <li>• Emissions: limits set for gCO<sub>2</sub>/km.</li> <li>• Particulate emissions: diesel vehicles must have particulate traps.</li> <li>• Noise: low noise, easy roll, stud free tyres.</li> <li>• Carbon offsetting</li> </ul>
	Background report - car and taxi services	<ul style="list-style-type: none"> <li>• Use low rolling resistance tyres</li> </ul>
	Criteria document – Preferred environmental criteria for the purchase and leasing of cars	
Sweden	Criteria document: Procurement criteria – Light vehicles	<ul style="list-style-type: none"> <li>• Emissions: gCO<sub>2</sub>/km limits</li> <li>• Particulate Emissions</li> <li>• Noise pollution: maximum level specified. Low noise tyres.</li> <li>• Alternative fuels</li> <li>• Tyres: satisfy REACH Directive, system for monitoring air pressure.</li> <li>• Vehicle to be equipped with intelligent support for speed adaptation and eco-driving system.</li> </ul>
	Criteria Document - Environmental Management Council's Procurement Criteria for Tyres	<ul style="list-style-type: none"> <li>• Manufacturer is affiliated to Swedish Tyre Recycling regulations or similar.</li> <li>• Tyres shall fulfil the Roads Agency regulations.</li> <li>• The tread rubber shall be free from oil requiring marking under directive 67/548/EEC.</li> <li>• Use low rolling resistance</li> </ul>
United Kingdom	Guidance: Government Buying Standards - Transport	<ul style="list-style-type: none"> <li>• Emissions: limit set for gCO<sub>2</sub>/km</li> </ul>
EU	Criteria Document – Transport	<ul style="list-style-type: none"> <li>• Emissions: limits set for gCO<sub>2</sub>/km.</li> <li>• Alternative fuels.</li> <li>• Noise: lower than legal limit.</li> <li>• Particulate Emissions</li> <li>• Equipped with tyre pressure monitoring system and gear shift indicators.</li> <li>• Tyres: low noise, low rolling resistance and not to contain certain oils.</li> <li>• Engine oil requirements.</li> <li>• GWP restrictions on air conditioning gases.</li> </ul>

## Austria

Austria sets a core criterion for passenger and light vehicles (vans) from the EU GPP Criteria produced by the European Commission: new cars should not exceed 130g CO<sub>2</sub>/km (“Beginners” criteria) or 120g CO<sub>2</sub>/km on 20% of all its new vehicles (“Advanced” criteria), unless the vehicle is powered by an alternative fuel source such as biogas or electric drive. The remaining 80% of cars “must” reach a lower limit of CO<sub>2</sub> emissions but “should” meet at least an upper limit. These are listed for a variety of different categories of vehicle<sup>92</sup>. The EU target for average emissions across the total fleet is set at 130g/km by 2012.

Additional points are awarded to vehicles with noise levels below legal requirements, detailed in the Motor Vehicles Act, as well as utilising biofuels as the fuel source or electricity or hydrogen as the fuel source. The advanced criteria include the requirements that diesel vehicles must be equipped with

<sup>92</sup> <http://www.nachhaltigebeschaffung.at/node/100>

particulate traps to meet EURO 5 or EURO 6 standard, low noise tyres must be used and fuel consumption indicators should be fitted to vehicles and government drivers to undergo fuel efficient drivers training. Compliance is largely achieved by the bidder submitting technical information to verify claims.

## Belgium

Belgium splits its passenger vehicle criteria into 'Basic' and 'Extended' versions. It makes use of the ecoscore<sup>93</sup> database to set emission levels and these are split between car and fuel type. In addition vehicles must comply with EURO standard mg/km limit set for diesel particles; noise levels generated must be lower than legal limits through the use of low noise tyres; vehicles must be fitted with gear shift indicators and tyre pressure monitoring systems; restrictions are placed on the inclusion of certain types of oil in tyres, as well as the safe disposal of oil; and global warming potential limits are set for air conditioning.

The basic and extended criteria for vehicles are identical except for a criterion within the extended criteria that relates to a commitment to use low resistance tyres. These are intended to meet or exceed the EU GPP Comprehensive Criteria for Vehicles as referenced on the Belgian site. Little guidance is given for verifying compliance with these requirements.

There are additional 'Award Criteria' for which points will be awarded in the procurement process. These include:

- Lower Emissions (than those specified).
- Capability to use renewable energy (biofuels, renewable electricity, hydrogen).
- Noise emissions lower than those established by law.
- Gear shift indicator (GSI).
- Tyre pressure monitoring system (TPMS).
- Air-conditioning gases.
- Lubricant oils.
- Vehicle tyres (noise, resistance, oil content of the rubber).

## Denmark

The Danish criteria are less specific than those of Austria or Belgium: rather than specify limit values for emissions they merely specify that cars with low fuel consumption values and low emissions of hydrocarbons, nitrogen oxides, carbon monoxide and particulates should be procured.

In relation to tyres the criteria state that these should have low rolling resistance, that retreaded tyres should be used where possible and that tyres should be free from polycyclic aromatic (PCA) oils in the tread (in line with the requirements of the Nordic Swan Ecolabel).

The criteria also restrict the use of certain chemicals in paints (chromium, lead, mercury and cadmium) and certain organic solvents in paints and lacquers. It also states that the coating on the underside of the car should be free from phthalates.

The Danish criteria document is unique in its request for manufacturers to have introduced a certified environmental management system. Finally the criteria require that disposal guidance be developed and that plastic components be labelled in order to make end-of-life recycling easier.

In relation to tyres Denmark goes into considerable detail in terms of the material requirements. These are based on the 'Eco-label Denmark' requirements and specify:

- Select a tyre that complies with the Nordic Swan Ecolabel requirements.
- Select retread tyres.
- Select tyres with reduced rolling resistance.
- Select tyres manufactured without using harmful oils.

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<sup>93</sup> <http://www.ecoscore.be>

- Select tyres suitable for re-treading.
- Select producers with certified environmental management systems.

There is little specific guidance given for verifying compliance, but the Road Authority is referenced for the supply of fuel consumption figures.

### France

The French have criteria requirements introduced through the Etat Exemplaire communication. When cars are being procured, be it for a rental arrangement or for full purchase, the energy consumption, CO<sub>2</sub> emissions and other pollutant emissions must be taken into account when calculating the operation costs of the vehicles.

The average emissions should not exceed 130gCO<sub>2</sub>/km from 2012 onwards, and vehicles exempt from this requirement (pre-existing and non-complying) cannot be greater in proportion than 20% in 2009, rising to 10% in 2011).

Finally, the use of electric and hybrid electric vehicle, if economically and technically sound, should be encouraged. In general the Etat Exemplaire sets out targets to be achieved, but no verification recommendations.

### Netherlands

In the Netherlands, cars are given an energy label determined by their fuel efficiency when compared to other vehicles in a similar class as shown in Table 50. The RDW (Centre for Vehicle Technology and Information) publishes the Fuel Consumption Booklet each year which provides an overview of vehicles and their corresponding energy labels.<sup>94</sup>

**Table 50 Netherlands energy efficiency ratings for cars**

Label	Efficiency
A	> 20% more efficient than average
B	10 – 20% more efficient than average
C	0 – 10% more efficient than average
D	0 – 10% less efficient than average
E	10 – 20% less efficient than average
F	20 – 30% less efficient than average
G	> 30% less efficient than average

Government procurement policy sets out which labels are allowed for different classes of vehicle type. In the majority of cases this is labels A and B, with C being allowed only for vehicle classes where there are limited alternatives. In the procurement process points are awarded for vehicles with an Energy Label A.<sup>95</sup>

Procurement policy also sets out that vehicles must satisfy the EURO-4 emissions standard for passenger cars (petrol engine) and EURO-5 for diesel vehicles. For diesel engines a soot filter must be fitted.

The procurement process allows for points to be allocated to vehicles which satisfy the EURO-5 or 6 standards, or are innovative vehicles with alternative propulsion including:

- A parallel electric motor connected to an internal combustion engine.
- Coiling in the drive wheel which alternates between acting as a generator and an electric motor.
- Another innovative propulsion system that can be demonstrated to have at least an equivalent positive effect on the environment.

<sup>94</sup> <http://www.rdw.nl/NR/rdonlyres/B27560BA-F5E0-43E7-980F-547CA8E8900D/0/brandstNL2010.pdf>

<sup>95</sup> [http://www.senternovem.nl/mmfiles/Criteriadocument%20Service%20Cars.doc\\_tcm24-325527.pdf](http://www.senternovem.nl/mmfiles/Criteriadocument%20Service%20Cars.doc_tcm24-325527.pdf)

Passenger vehicles purchased must comply with European Limits according to Directive 92/97/EEC and should not exceed limits for passenger vehicles of no more than 9 seats of 74dB (A).

The Netherlands does not have specific criteria for tyres in isolation, but rather has tyre criteria throughout the transport requirements. For each type of vehicle there is a requirement to use low noise tyres as an award criterion, with the intention of reducing overall noise: Use quieter tyres, whilst maintaining the same safety properties, at the following levels

- 5 dB - tyres for passenger cars
- 4 dB - light commercial vehicle tyres
- 5 dB - freight truck tyres for powered axles
- 7 dB - freight truck tyres for steering or trailer axles

The noise value is to be measured according to the methods described in the tyres Directive 92/23/EEC, annex V, schedule 1, but tyres that are already on Innovation Programme for Noise lists also satisfy this criterion.

Also relating to tyres is the requirement in Vehicle Maintenance Service to use retread tyres for vehicles above 3,500kg in accordance with the EU's safety standards.

Information is given for 'means of proof' under each criterion, together with notes for the purchaser explaining these and detailing how to verify the proof. Within this product group the verification methods referred to include statement of compliance from the tenderer and details of the vehicles and tyres to be supplied, as well as the type approval statement which indicates which Euro standard(s) have been granted.

**Norway**

Norway does not have a specific GPP procurement guide for vehicles, but does have direct reference to transport and vehicles in the NAP. Norway requires that when purchasing or leasing passenger cars there should be a limit to the maximum gCO<sub>2</sub>/km emitted from these vehicles of between 120 and 140 (at 2008). It has also included criteria which states that e-meetings should be used as a substitute for business travel whenever practical and where unavoidable UN approved CO<sub>2</sub> offsets should be purchased.

These requirements are set out in Norway's National Action Plan, so are not actually defined criteria at this point in time, but it is planned to develop them into criteria in the future.

Norway has the requirement to ensure that cars and taxis use low rolling resistance tyres, to minimise friction, and hence fuel consumption.

**Table 51 New and winter tyres rolling resistance:**

Tyre load limit	Rolling resistance
< 80	1.20%
80 - 90	1.10%
> 90	1.00%

No specific guidance for verification is given.

**Sweden**

The Swedish criteria require that, at a basic level, vehicles must fulfil the criteria for environmental cars according to the regulation for environment and road safety (SFS 2009:1). At an advanced level vehicles should be able to be powered with alternative fuels which shall emit a maximum of 110gCO<sub>2</sub>/km. Vehicles powered by alternative fuels should have a maximum consumption value of:

**Table 52 Consumption values for alternatively fuelled cars**

Alternative fuels	Consumption per 100km
Gasoline	8.1 litres
Gas	7.7 cubic meters
Electric	37kWh

In terms of emissions, the advanced requirement is for vehicles to achieve EURO-5 standard and for the spearhead criteria EURO-6 standard.

The advanced criteria also specify that noise emissions must not exceed 72dB for petrol cars and 73dB for diesel, and that vehicles should be equipped with gear shift indicator (GSI), intelligent support for speed adaptation (ISA) and an eco-driving system.

Sweden established environmental criteria for tyres in 2007. Two of the criteria concentrate on compliance with national regulations namely 'Manufacturer is affiliated to Swedish tyre recycling regulations or similar' and 'Tyres shall fulfil the Roads Agency regulations'.

The remaining two criteria concentrate on more environmental requirements i.e. 'the tread rubber shall be free from oil requiring marking under Directive 67/548/EEC' and 'the rolling resistance shall comply with the Nordic Swan ecolabel'.

Specific verification guidance is given after each requirement within the vehicle document and at the end of the tyres document. These give detailed verification guidance and include Information from the Traffic Registry Department or corresponding foreign registers or information from the vehicle manufacturers and dealers as appropriate, as well as documentation that demonstrates compliance where specific controls or certifications are not available for vehicles. With respect to tyres, test reports are referenced, compliance with Nordic Swan Ecolabel or equivalent are recommended.

## United Kingdom

The UK has two levels of procurement criteria, 'Mandatory' and 'Best Practice'. The mandatory criteria states that all new fleet vehicles purchased for administrative operations must have emissions no higher than 130g/CO<sub>2</sub>/km. This is in line with the EU GPP Core Criteria for Transport, but no specific guidance is given for verification.

The Best Practice Criteria are currently under development. In the interim procurement professionals are directed to the EU GPP comprehensive criteria.

### 12.7.1 Similarities of National Criteria

The green procurement guidance relating to vehicles across the eight countries being reviewed that have criteria for vehicles have strong similarities relating to several key criteria which are commonly used, as shown in Table 53.

**Table 53 The Similarities of Aspects Addressed for Vehicles**

	CO <sub>2</sub> emissions	Particulate emissions	Fuel / energy consumption	Noise	Alternative fuel	Tyres
Austria	x	x		x	x	
Belgium	x	x		x		x
Denmark	x	x	x			x
France	x	x	x		x	
Netherlands	x	x	x	x		x
Norway	x	x		x		x
Sweden	x	x		x	x	x
United Kingdom	x					
EU GPP	x	x		x	x	x

All of the countries set limits on the carbon dioxide emissions allowed for new vehicles. Only the UK does not currently have particulate emissions levels set, the other countries reviewed here specify EURO emissions standards EURO-4, EURO-5 or EURO-6. The limits set by these standards are listed in Table 54.

**Table 54 EURO fuel emissions standards**

Euro standard	Effective Date	Emission Values (g/km)			
		CO	HC	NOx	PM
EURO-4	January 2005	1.00	0.1	0.08	-
EURO-5	September 2009	1.00	0.1	0.06	0.005
EURO-6	September 2014	1.00	0.1	0.06	0.005

Austria, Denmark, the Netherlands and Sweden all set procurement criteria on fuel efficiency for passenger vehicles. For Austria and the UK, these are set making use of the EU GPP Comprehensive criteria. As such they are very similar in their requirements. The Netherlands uses different selection criteria for its emissions limits setting a relative limit on fuel efficiency.

Noise levels associated with vehicles are also common, although Sweden is the only Member State to specify an exact limit value. Austria and Belgium both specify that limits should be below legal requirements and the remaining countries (excluding Denmark) refer to noise in relation to tyres. Rolling resistance and oil content of tyres were also mentioned by more than one national criteria document.

A number of countries make reference to the use of alternative fuels and some form of fuel efficient driver training.

Unlike other countries, Austria has set an upper emission limit on the proportion of the newly operated vehicles that must meet its advanced criteria. Other differences include Norway's reference to carbon offsetting for certain journeys and Denmark's reference to manufacturers having an environmental management system.

## 12.7.2 Common Criteria

There are no identical common criteria across all countries, as each has chosen to set different standards even for the commonest criterion. For example, CO<sub>2</sub> emissions are present within each national criteria, but the criterion value ranges from 110 gCO<sub>2</sub>/km to 130 gCO<sub>2</sub>/km.

As identified in Table 53 there are some criteria categories which are commonly used by the majority of countries. These are:

- CO<sub>2</sub> emissions
- Particulate emissions
- Noise
- Tyres

Norway is investigating the possibility of stipulating that all government vehicles operate on CO<sub>2</sub>-free or CO<sub>2</sub>-neutral fuel by 2020.

Belgium provides semi-complete templates for use by procurers in the tender process dependant on whether they require the basic or extended criteria.

The Dutch procurement process allows for alternative propulsion systems to be considered if they can be proven to have a positive impact on the environment. In the guidance document it also asks whether there are more sustainable alternative options which could be considered instead of purchasing a new vehicle, such as using public transport.

The UK website highlights that updated criteria are under development. Similarly the Swedish Environmental Management Council (SEMCo) intends to review the requirements for tyres within the vehicles product group once the criteria for the tyres product group have been published. SEMCo is also considering the requirement for fuel consumption in relation to a vehicle's weight.

Austria suggests it is possible to purchase bicycles as an alternative to cars.

### 12.7.3 Next Steps for EU GPP Criteria

The EU Transport GPP Product Sheet includes criteria for passenger cars, public transport vehicles and waste collection trucks and services. For the purposes of this review we have considered the criteria for passenger cars only.

The GPP Product Sheet Core set of criteria focus on CO<sub>2</sub>, and other pollutant emissions and noise emissions. The key criterion is for:

- The fleet average for new cars should not exceed 130 gCO<sub>2</sub>/km

Additional criteria / points will be awarded for:

- Capability to use renewable energy (biofuels, renewable energy or hydrogen from renewable sources).
- Noise levels lower than those established by law.
- Vehicles equipped with Gear Shift Indicator (GSI).
- Tyre pressure monitoring system (TPMS).
- Air conditioning gases – if fluorinated GHG are used, their Global Warming Potential must be smaller than 150 (related to CO<sub>2</sub>, with a 100-year time horizon).

Comprehensive criteria cover the other elements that can influence the consumption of fuel or other environmental impacts of vehicles. A specific section addresses the case of car rental or lease. Some environmental aspects relating to maintenance will need to be included in the tendering procedure for the leasing or renting of vehicles, as the maintenance tasks will be carried out by the contractor.

The comprehensive criteria include all those in the basic level, together with the additional criteria for vehicles to comply with EURO 5 Standard for particulate emissions and a contract performance clause relating to the correct disposal of lubricant oils and tyres.

The comprehensive criteria also awards additional points for:

- CO<sub>2</sub> emissions lower than those specified.

Together with further additional award criteria specifically for leased vehicles:

- Lubricant oils used.
- To use tyres with noise emission levels below those established by law.
- Commitment to use low rolling resistance tyres according to ISO 8767.
- Commitment to use tyres that do not contain certain oils in accordance with EU Directive 67/548/EEC.

It is recommended that fuel consumption and tyre specific requirements for all vehicles (not just lease vehicles) be considered as a criterion for the EU GPP Product Sheet when it is next due for revision. Ultimately the current position of the EU GPP criteria for this product groups appears to be satisfactory, but any subsequent revisions will need to take into account the Clean Vehicle Directive which is due to come into force by the end of 2010. This Directive has two approaches; it develops a methodology and recommends GPP criteria when procuring new cars.

**Table 55 Reference Materials for review of Vehicles**

Member State	Document Type	Source of Material
<b>Austria</b>	Ecological core criteria for vehicles; Environmental guidelines for the procurement of vehicles	<a href="http://www.nachhaltigebeschaffung.at/node/245">http://www.nachhaltigebeschaffung.at/node/245</a>
<b>Belgium</b>	Sustainable Public Procurement – Private vehicles (basic)	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_Passenger%20cars_basis_EN_update.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_Passenger%20cars_basis_EN_update.pdf</a>
	Sustainable Public Procurement – Private vehicles (advanced)	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_Passenger%20cars_uitgebreid_EN_update.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090303_PUB_DOfiche_Passenger%20cars_uitgebreid_EN_update.pdf</a>
<b>Denmark</b>	Background paper – Passenger cars	<a href="http://www.miljoevejledning.dk/files/vejledning/transport/personbiler_miljoebaggrund.pdf">http://www.miljoevejledning.dk/files/vejledning/transport/personbiler_miljoebaggrund.pdf</a>
	Environmental guide – Passenger cars	<a href="http://www.miljoevejledning.dk/files/vejledning/transport/personbiler_miljoevejledning.pdf">http://www.miljoevejledning.dk/files/vejledning/transport/personbiler_miljoevejledning.pdf</a>
<b>Netherlands</b>	Sustainability criteria for Sustainable Public Procurement of Service Cars	<a href="http://www.senternovem.nl/mmfiles/Criteriadocument%20Service%20Cars.doc_tcm24-325527.pdf">http://www.senternovem.nl/mmfiles/Criteriadocument%20Service%20Cars.doc_tcm24-325527.pdf</a>
<b>Norway</b>	Environmental and Social Responsibility in Public Procurement, page 13 – Transport and vehicles	<a href="http://www.regjeringen.no/upload/FAD/Vedlegg/Konkurransepolitikk/T-1467_eng.pdf">http://www.regjeringen.no/upload/FAD/Vedlegg/Konkurransepolitikk/T-1467_eng.pdf</a>
<b>Sweden</b>	The Swedish Environmental Management Council's Procurement Criteria for Light-duty Vehicles	<a href="http://www.msr.se/en/green_procurement/criteria/Vehicles-and-transport/Vehicles/">http://www.msr.se/en/green_procurement/criteria/Vehicles-and-transport/Vehicles/</a>
<b>United Kingdom</b>	Government Buying Standards - Transport	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/transport/spec/transport.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/transport/spec/transport.htm</a>
<b>EU</b>	Transport – Green Public Procurement (GPP) Product Sheet	<a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/transport_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/transport_GPP_product_sheet.pdf</a>

## 12.8 Wood Products

The area of timber procurement spans many different product areas. Some of the countries being reviewed focus on the construction arena, identifying timber as a construction material. Other countries focus on the use of wood as a material in other product groups, such as furniture (dealt with separately), or floors.

Eight of the countries reviewed here have specific procurement criteria for wood products: Austria, Belgium, Denmark, France, Germany, the Netherlands, Norway and the United Kingdom.

Finland does not have criteria for the procurement of timber, while Sweden has the requirement to reduce the use of hazardous chemicals in building materials, which presumably covers timber, but this is not part of the GPP criteria set. In addition EU GPP does not have specific criteria for the procurement of timber.

**Table 56 Information on Wood Products taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
Austria	Criteria Document: Check it! Module 4: Interior Furnishing	<ul style="list-style-type: none"> <li>• Chemicals</li> <li>• Recycled content</li> <li>• Biodiversity</li> <li>• Durability/re-use</li> </ul>
	Criteria Document: Check it! Module 6: Structural engineering	<ul style="list-style-type: none"> <li>• Chemicals</li> <li>• Biodiversity</li> <li>• Durability/re-use</li> <li>• Tropical timber</li> <li>• Packaging</li> </ul>
Belgium	Specific criteria not yet available – Currently suggest using VIBE Criteria	<ul style="list-style-type: none"> <li>• Use of Space</li> <li>• Materials</li> <li>• Energy</li> <li>• Water</li> </ul>
Denmark	Criteria Document – Sustainable Timber	<ul style="list-style-type: none"> <li>• Sustainable supply chain requirements</li> </ul>
France	Background Document: Guide to buying timber for use as a building material	<ul style="list-style-type: none"> <li>• Use of timber as a sustainable building material</li> <li>• Sustainable supply chain requirements</li> </ul>
	Etat Exemplaire – Wood Products	<ul style="list-style-type: none"> <li>• Sustainable supply chain requirements</li> </ul>
Germany	Sustainable Procurement of wood and wood products	<ul style="list-style-type: none"> <li>• Sustainable supply chain requirements</li> </ul>
	Tender recommendations for Wood Floor Coverings	
Netherlands	Procurement Criteria for Timber	<ul style="list-style-type: none"> <li>• Forestry management</li> <li>• Sustainable supply chain requirements</li> </ul>
Norway	Environmental and Social Responsibility in Public Procurement	<ul style="list-style-type: none"> <li>• Do not use tropical timber</li> </ul>
United Kingdom	Wood Products GPP	<ul style="list-style-type: none"> <li>• Sustainable supply chain requirements</li> </ul>

### Austria

The Austrian document from the 'Check It!' catalogue on 'Interior furnishing' includes criteria for wooden flooring (hard and soft wood). The criteria relate largely to the use of chemicals to treat the wood, in the form of additives and coatings as these may have hazards associated with their use. In addition the recycled content, biodiversity, durability and potential for re-use are also considered.

Structural engineering is another heading within the ‘Check It!’ catalogue, and contains a section on wood and wood products. As well as the chemical restrictions cited above there is the requirement to ensure that no halogenated plastics are used within the packaging and that tropical timber is not used. The guide also encourages substitution of materials that have a lower environmental impact for example the use of timber hardboard should be considered instead of *medium-density fibreboard* (MDF).

**Belgium**

Belgium has a number of separate product groups that would come under the general category of ‘Wood Products’. Instead though, Belgium classifies these products according to their end use.

**Table 57 Belgian Classification of Wood Product Groups**

Product Area	Product Group
Construction and Decoration	Wooden façade covering
	Wooden floors
	Wood panels for interiors
	Wooden profiles
	Durable wood (origin)
	Wooden skeleton construction
Garden, Park and Accessories	Timber Framing
	Waterproof wooden products

However, specific criteria documents for these products have not been released yet and instead the procurer for each of these products is recommended to review the VIBE criteria (Flemish Institute for Bio-Ecological Construction and Living), which are based on both health and the environment. VIBE can be awarded to distributors, contractors, architects and other construction professionals who demonstrate the required experience in working with the specified material. Criteria include energy (relating to U-values of the product), water, space use and healthy building materials.

**Denmark**

The Forest and Nature Agency is currently updating the procurement guide on sustainable wood in Denmark. The current recommendation is that timber products should demonstrate legal and sustainable production, which is certified through FSC or PEFC.

**France**

Although France has GEM DD issued guidance aimed specifically at timber, the focus is on utilising timber as a sustainable building material, rather than setting criteria that cover its production or treatment. This is done through considering the whole life-cycle of the product including the benefits of using wood over other construction materials, and focuses on energy savings, pollution and waste, durability and thermal properties (insulation).

Within this guidance the area of incorporating sustainable forestry management into contracts is discussed, but it is not a requirement.

The French Etat Exemplaire communication does contain specific targets for timber that is to be used in construction or for biomass, as both of these areas are to be promoted. The requirements are that by 2010 only legal timber will be used, or timber that is sourced from sustainably managed forests. The GEM guide focuses on the use of wood in construction and does not provide tender recommendations for its procurement as a material.

**Germany**

The only area in which Germany has specific guidance and criteria for the purchase of products at a Federal level is wood and wood products (paper is excluded), established in 2007 and valid until 2011. The requirements focus exclusively on establishing a sustainable supply chain for wood, and wood products that have been awarded the FSC or the PEFC.

In addition to this Germany has GPP guidance available for wood floor coverings. These focus on solid wood and wood fibre products, and the tender requirement suggestions highlight that products should exhibit low emissions and contain minimum amounts of hazardous substances. The recommendation is that floor products which have been awarded the Blue Angel or EU Ecolabels are acceptable. In turn, the Blue Angel criteria for wood products refer to PEFC, FSC and Natureplus standards.

The German guidance also makes a number of recommendations for this product group:

- Wood should be recycled – for example incorporating shavings and sawdust in the manufacture of linoleum, cork, laminates, paper manufacture or as fuel in wood heaters.
- The origin of tropical wood cannot always be guaranteed so its use should be avoided.
- Wood treatment products should be water based to avoid the emissions associated with wood and wax products.
- Floor products must be long lasting, maintenance friendly and amenable to recycling.
- Wood, textile and resilient floor covering should contain the least possible amount of hazardous materials.

Germany recommends that products meet the requirements of the Blue Angel or EU Ecolabel, and the raw material must come from FSC certification or equivalent. Further criteria can be verified by a manufacturer's declaration.

### **Netherlands**

The Dutch procurement criteria for timber is referred to in a number of documents including the criteria for the sustainable procurement of newly built offices and criteria for the sustainable procurement of office building renovations. However it is not listed as a specific criteria document or as a product in its own right but rather is viewed as a product used when undertaking other activities.

The criteria for timber focus on achieving a sustainable supply chain for the wood, ensuring that biodiversity is maintained, health and safety guidelines are adhered to, local communities are involved and employed in the process, and that this is confirmed through a chain of custody with appropriate certification. Ultimately this can be demonstrated by any certification system approved by the Timber Procurement Assessment Committee (TPAC), which includes FSC and PEFC approved sources.

### **Norway**

Norway does not have a specific GPP procurement guide for timber products, but does have direct reference to timber in the NAP. Under the category of property management and building it is stated that tropical timber is an area of concern that Norway intends to focus on in the future.

The advice given is not to use tropical timber in any form, either in the building itself or in the materials used during the building period. This requirement is in line with many other countries reviewed here that have supply chain requirements, although more detail, especially regarding verification is given elsewhere as no specific guidance for verification is given.

### **United Kingdom**

The UK has a timber procurement policy, with timber considered as a product group under construction, furniture and paper. The requirements refer to the sustainability of the supply chain of the timber, and require it to be purchased from '*independently verified legal and sustainable sources or from a licensed FLEGT partner*'. The list of approved standards includes PEFC and FSC.

### **Note**

**PEFC** - The Programme for the Endorsement of Forest Certification Schemes is a timber certification scheme that focuses on the sustainable supply chain of timber. It has three levels of standard:

- 100% Certified – Used where all previous stages of the chain of custody were based on physical segregation and there is 100% PEFC certified raw material content.
- Mixed sources – Used in cases where the certified product includes PEFC recycled raw material, whose content is verified by the chain of custody based on the physical separation or average percentage methods.

- Recycled – Used in cases where the certified product includes PEFC recycled raw material, whose content is verified by the chain of custody based on the physical separation or average percentage methods. The minimum percentage threshold is 70%.

In addition the PEFC standard has approved the use of the Canadian Standards Association Scheme (CSA), the North American Sustainable Forestry Initiative (SFI) and the Malaysian Timber Certification Scheme (MTCS).

**FSC** – The Forestry Stewardship Council label certifies that the wood meets the FSC criteria with respect to forestry management and guarantees traceability for the processing chain. The FSC scheme has three different levels of labelling; the 100% label which certifies that all wood within a product comes from forests that meet the FSC’s standards; the FSC mixed sources label which demonstrates that the material comes from FSC certified forests, is recycled material and/or is wood which originates from non-controversial sources (but is not certified); and the FSC recycled label which confirms that all of the materials contained within are recycled wood.

## 12.8.1 Similarities of National Criteria

Table 58 Similarities of Aspects Addressed for Wood Products

Criteria	Longevity	Substance restrictions in composite materials	Sustainability of supply	Packaging	Use recycled materials
Austria	x	x	x	x	
Belgium			x		
Denmark			x		
France			x		
Germany			x		x
Netherlands			x		
Norway			x		
United Kingdom			x		
EU			x		

The main focus for the majority of countries with specific criteria for this product group is the sustainability of the supply chain. Each of the countries focusing on this area ultimately requires FSC, PEFC or similar accreditation. This is the only common criteria.

In addition several of the countries that supply guidance for voluntary standards also refer to FSC or PEFC standards as being acceptable proof of compliance with the suggested requirements.

## 12.8.2 Next steps for EU GPP Criteria

The EU GPP Scheme does not have a timber/wood specific guide. Instead the EU GPP Scheme has specific criteria that relate to the use of timber in construction and its use in furniture. The core (mandatory) criterion for timber is that timber should be from legal sources. There is a further award criterion that requires timber to be sourced from sustainable sources, and this cites FSC and PEFC as possible means of verification. This is in line with what has been identified above.

In addition the new product groups recently released (mid-2010) by the EU GPP scheme include product groups such as windows, wall panels and thermal insulation, all of which contain material requirements for wood.

It is interesting to note the requirements from France that wood to be used as a biomass resource also falls within this category. With interest in this area rapidly expanding in a number of countries within the EU, this is an area that EU GPP may wish to consider further.

**Table 59 References Material for review of Wood Products**

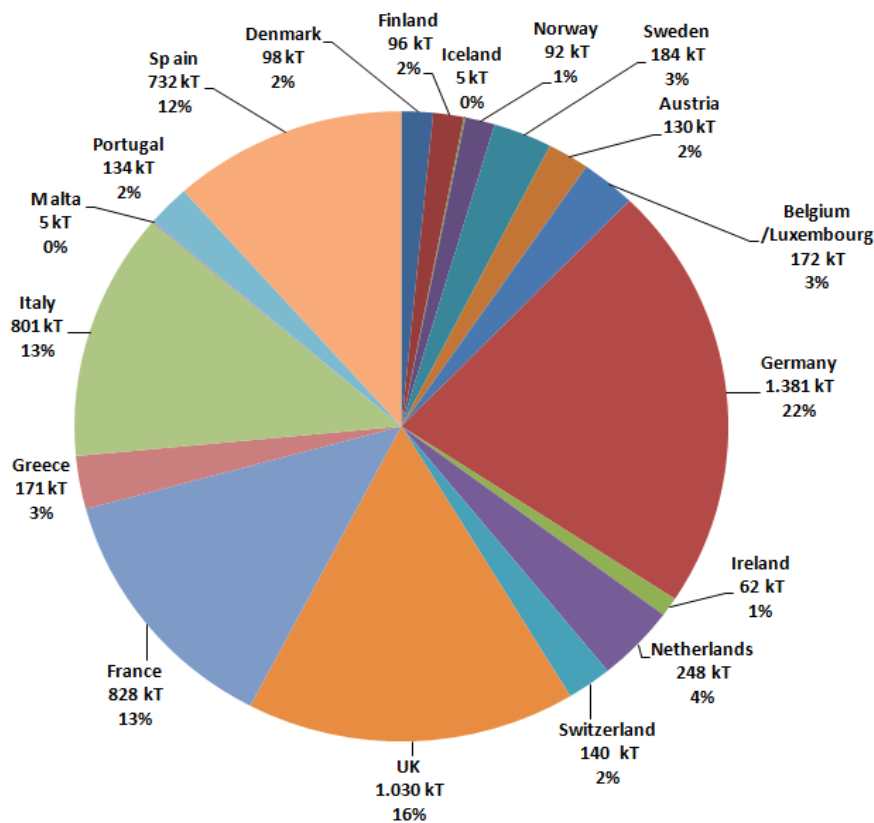
Member State	Document Type	Source of Material
<b>Austria</b>	Check it! Module 4: Interior Furnishing Check it: Module 6: Structural Engineering	<a href="http://www.ifz.tugraz.at/oekoinkauf/index_en.php">http://www.ifz.tugraz.at/oekoinkauf/index_en.php</a>
<b>Belgium</b>	Specific criteria not yet available Voluntary - VIBE Criteria	<a href="http://www.gidsvoorduurzameaankopen.be/?q=en/nod/e/47&amp;cid=124">http://www.gidsvoorduurzameaankopen.be/?q=en/nod/e/47&amp;cid=124</a>
<b>Denmark</b>	Documents currently being updated	<a href="http://www.miljoevejledning.dk/vejledning/byggeog anlægsmaterialer/baeredygtigttrae">http://www.miljoevejledning.dk/vejledning/byggeog anlægsmaterialer/baeredygtigttrae</a>
<b>France</b>	Voluntary - Guide to buying eco-friendly public timber, building material	<a href="http://www.minefe.gouv.fr/directions_services/daj/guide/gpem/bois_materiau_construction/bois_materiau_construction.htm">http://www.minefe.gouv.fr/directions_services/daj/guide/gpem/bois_materiau_construction/bois_materiau_construction.htm</a>
<b>Germany</b>	Information on Wood Floor Coverings	<a href="http://www.umweltbundesamt.de/produkte-e/beschaffung/gebaeudeinnenausstattung/bodenbelaege/hoelzerne_bodenbelaege.html">http://www.umweltbundesamt.de/produkte-e/beschaffung/gebaeudeinnenausstattung/bodenbelaege/hoelzerne_bodenbelaege.html</a>
<b>Netherlands</b>	Dutch Procurement Criteria for Timber	<a href="http://www.tpac.smk.nl/webadmin/files/pdf/system%20documents/Procurement%20Criteria%20+%20PEM%20oct%202008%20(2).pdf">http://www.tpac.smk.nl/webadmin/files/pdf/system%20documents/Procurement%20Criteria%20+%20PEM%20oct%202008%20(2).pdf</a>
<b>Norway</b>	Environmental and Social Responsibility in Public Procurement	<a href="http://www.regjeringen.no/upload/FAD/Vedlegg/Konkurransopolitikk/T-1467_eng.pdf">http://www.regjeringen.no/upload/FAD/Vedlegg/Konkurransopolitikk/T-1467_eng.pdf</a>
<b>Sweden</b>	Procurement for a non-toxic environment	<a href="http://www.msr.se/en/green_procurement/Chemicals/">http://www.msr.se/en/green_procurement/Chemicals/</a>
<b>United Kingdom</b>	Wood Products GPP	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/construction/wood-products.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/construction/wood-products.htm</a>
<b>EU</b>	GPP Construction Product sheet GPP Construction Background Report	<a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/construction_GPP_product_sheet.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/construction_GPP_product_sheet.pdf</a> <a href="http://ec.europa.eu/environment/gpp/pdf/toolkit/construction_GPP_background_report.pdf">http://ec.europa.eu/environment/gpp/pdf/toolkit/construction_GPP_background_report.pdf</a>

## 12.9 Tissue/Toilet Paper

Tissue and toilet paper are extremely common products across the western developed world. Tissue usage in the home includes **toilet** paper, household towels, paper napkins, facial tissues and handkerchiefs, while away from home categories also include hands towels and wipes for cleaning. The manufacture of kitchen and toilet paper is either from virgin fibres or recycled paper. The use of recycled fibres dominates the manufacture of tissue paper products, on average, around 61% of the used fibres are recycled fibres (CEPI 2003<sup>96</sup>).

Tissue is a one use product and is not suitable for general recycling. Used tissue is disposed of by incineration, landfill or through the sewers. Tissue products are predominantly used for hygiene, which is ensured by their disposability. Figure 8 indicates that Germany and the UK are the biggest consumers of tissue paper using 1.381kT and 1.030kT respectively.

**Figure 8 Tissue paper consumption in ('000) tonnes and % weight of total Western Europe consumption.**  
Source: RISI Tissue Monitor Q2 2009<sup>97</sup>



Seven of the countries being reviewed have criteria for this product group: Austria, Belgium, Denmark, Finland, Germany, Sweden and the UK.

Table 60 provides a brief summary. The EU currently has no criteria for Tissue/Toilet Paper, and neither does France, the Netherlands or Norway.

<sup>96</sup> CEPI. (2003). Special Recycling 2002 statistics. CEPI. October 2003. [www.cepi.org](http://www.cepi.org)

<sup>97</sup> <http://www.eurotissue.com/wp-content/uploads/Western-Europe-Tissue-Consumptions-by-Country-2008.pdf>

**Table 60 Information on Tissue and Toilet Paper taken from the ten countries being reviewed**

Member State	Document Type	Environmental and/or social aspects addressed
<b>Austria</b>	Criteria Document - Criteria for Tissue Paper Core and Advanced	<ul style="list-style-type: none"> <li>• Chemical restrictions during manufacture</li> <li>• Energy Use</li> <li>• Additive Use</li> <li>• Use of recycled materials</li> <li>• Packaging</li> <li>• Emissions from Production</li> </ul>
<b>Belgium</b>	No Background Document Criteria Document - Paper Products for Personal Hygiene, Basic and Advanced Levels	<ul style="list-style-type: none"> <li>• Use of recycled materials</li> <li>• Optical Brighteners and Dyes</li> <li>• Chemical restrictions during manufacture</li> </ul>
<b>Denmark</b>	Background document Environmental document	<ul style="list-style-type: none"> <li>• Use of recycled materials</li> <li>• Low gram weight &amp; sufficient absorbency</li> <li>• Total chlorine free bleach</li> </ul>
<b>Finland</b>	Examples of criteria requirements available on website. Full criteria documents not received	<ul style="list-style-type: none"> <li>• Use of recycled materials</li> <li>• Sustainable Raw Materials</li> <li>• Chemical Content</li> <li>• Chlorine gas free bleaching</li> <li>• Packaging</li> </ul>
<b>Germany</b>	Ecological Document for Tissue Core Environmental Criteria for Tissue Paper	<ul style="list-style-type: none"> <li>• Total chlorine free bleach</li> <li>• 100% recycled fibres</li> <li>• Chemical content</li> </ul>
<b>Sweden</b>	Procurement Criteria Document for Paper Products Background Documents: Methods/principles for calculating releases to air and water Methods/principles for calculating carbon dioxide releases from fuels	<ul style="list-style-type: none"> <li>• Packaging</li> <li>• Total chlorine free bleach</li> <li>• Emissions to air and water</li> <li>• Product Safety</li> <li>• Legislation</li> <li>• Carbon Dioxide releases</li> </ul>
<b>United Kingdom</b>	Criteria Document - Paper/Tissue Standards	<ul style="list-style-type: none"> <li>• Emissions to Water and Air</li> <li>• Energy Use</li> <li>• Hazardous Chemical Substances</li> <li>• Waste Management</li> <li>• Recycled Content</li> </ul>

### **Austria**

The scope of the criteria Austria adopted in 2006 is partially from the “Okokauf Vienna” and partially from the Austrian Ecolabel. In turn these were based on studying 24 pulp mills and 23 tissue paper mills, taking into consideration the emissions and energy use.

A number of key core criteria are set in Austrian for the tissue paper product group. These focus on the following:

- Paper should be made of 100% recycled fibres.
- Packaging must consist of paper, cardboard, cards or PE or PP film.
- Requirements relating to wet strength and elongation.
- Dry tear strength.

In addition there is a set of advanced criteria, which include the following requirements:

- Chemical restrictions
  - Use of substances that are classified as very toxic, toxic, carcinogenic or mutagenic are limited to 0.1% (R23, R24, R25, R26, R27, R28, R39, R40, R45, R46, R48, R49, R50, R50/53, R51/53, R59, R60, R61, R62, R62).
  - Chlorine bleach should not be used for bleaching pulp.
  - EDTA and optical brighteners should not be used, neither should azo dyes that may cleave a particular range of amines.
  - Use of dyes is limited to kitchen towels, and should not contain mercury, lead, cadmium or chromium.
  - Antimicrobials should not be detectable in the final product (other than paper towels).
- Emissions from production phase are established, including chemical oxygen demand (COD), sulphur emissions and CO<sub>2</sub>.
- Raw material: only recycled paper should be used.
- Packaging: any packaging used should be free of halogenated organic compounds, composites should not be used, and collection and recycling schemes should be utilised.

No specific guidance is given for this product group over that for copying paper above.

## Belgium

The emphasis of the Belgian criteria for toilet and tissue paper is sustainable raw materials, chemical content and packaging. As with other product groups developed by Belgium, this area has a basic set of criteria and an advanced set of criteria, both of which have various levels of criteria to enable extension of the requirements where desired. These requirements are summarised below.

The basic criteria include the following technical specifications:

- Raw materials: virgin fibres must not originate from forestry environments with a large need for protection for biological and/or social reasons.
- Chemical restrictions: Chlorine gas should not be used for bleaching.

In addition when awarding the contract, there are a number of additional environmental criteria that can be considered:

- Raw materials: virgin fibres must originate from forests that are sustainably managed. Alternatively the fibres used can be 100% waste paper in the following categories:
  - Toilet paper must consist of low, medium and special waste paper grades.
  - Crepe paper towels must be made of low to medium, kraft-containing and special waste paper grades.
  - All other sanitary paper products must consist of at least 60% of low to medium, kraft-containing and special waste paper grades.

The advanced criteria, as well as requiring the above also places further restrictions on the use of chemicals. Additional technical specifications are included as follows:

- Chemical restrictions: Optical brighteners and dyes must not bleed and no azo dyes or pigments that may release a specified list of amines are permitted. In addition limits are placed on the levels of glyoxal, formaldehyde and chloro-organic substances as well as micro-organism growth restrictors used on dry tissue.

The following additional environmental criteria are also included in the advanced criteria:

Chemical restrictions:

- No optical brighteners; no dyes based on heavy metals, aluminium or copper; dyes do not contain phthalates; heavy metal impurities must be below a total content of 100ppm with further restrictions placed on specific metals.
- Paper napkins and kitchen crepes must demonstrate high level (5) of colour fastness.
- Use of substances classified as environmentally hazardous must be no higher than 2%.
- An extensive list of chemical products have restrictions applied ranging from not being deliberately added to the product (APEOs), not be used at all (including EDTA), or to having certain levels which must not be exceeded in use or in the final product (formaldehyde). Many

of these will fall into the specific R-phrase categories that are banned: R40, R43, R45, R46, R49, R60, R61, R62, R63, R68.

Complete verification of all requirements is confirmed by award of the Blue Angel, Nordic Swan or EU Ecolabels, while FSC and PEFC certificates confirm raw material compliance. Once again, an alternative is for suitable evidence from a recognised body to be made available instead.

## Denmark

The Danish have both a Background Document and an Environmental Guide for this product group that was published in 2005. The Background Document introduces and defines kitchen and toilet paper. It considers the tissue market in Denmark, the life cycle of tissue, the environmental and health impacts of its manufacture as well as the energy consumption. It finally makes recommendations on the selection of the product as well as the use of the product.

The Environmental Guide contains the specifics of the criteria requirements as well as suggested questions to ask the supplier covering ecolabelling, product information (weight, proportion of recycled fibres), material information (sourced from sustainable forests, use of bleach, type of bleach) and information about the manufacturer such as whether they have ISO 14001 or EMAS.

The key criteria requirements are:

- Select products labelled with the EU or Nordic Swan Ecolabels.
- Choose low gram weight and sufficient absorbency.
- Raw material: Choose tissue paper made from recycled fibres – the recycled fibres content should be maximised as far as possible.

With additional suggestions including:

- Raw material: where virgin fibre is used, ensure it is from sustainably managed forests.
- Chemical restrictions: use of chlorine containing bleach is not recommended, and ideally unbleached paper should be used.
- Manufacturing conditions: select a manufacturer with an EMAS in place.

Verification can be confirmed by using products that have been awarded the Nordic Swan or EU Ecolabel.

## Finland

Finland has established a range of criteria that are split into three groups.

- The sustainable raw materials criterion requires that at least 15% of raw materials used in production are taken from sustainable forest management produced timber or shall use completely recycled fibre.
- The second area of criteria focuses on chemical content: the fibres or tissue paper products must not contain set levels of formaldehyde, glyoxal and PCB (polychlorinated biphenyl). In addition chlorine gas should not be used as a bleaching agent; however, this requirement does not apply to recycled fibres made during the previous cycle bleaching. Finally in relation to chemical content, a limit of 0.05 kg / tonne of paper is set for the level of organic chlorine compound that may be used in bleaching (specialty products may not exceed 0.25 kg / tonne of paper product).
- The final area of the criteria focuses on packaging, taking into account the product packaging and transportation.

The Finnish criteria also stipulate that packaging should not be made of chlorine-containing plastics and where a combination of packaging material are used, they should be recyclable. Packaging should be optimised to ensure efficient transportation, and therefore reduce emissions resulting from transportation.

Verification guidance is provided against each criterion, and this product group refers to the Blue Angel, the Nordic Swan or the EU Ecolabel or equivalent, together with FSC, SFI and PEFC systems

or manufacturers statement relating to bleaching. Various testing methods are cited for verification of recycled fibre content.

## Germany

The German information covers toilet paper, paper towels, paper hankies, paper serviettes and cleaning and household wipes. For all of these products the information is the same, and refers the user to the Blue Angel requirements for this product group. The criteria are chemical specific and quite detailed. The tendering recommendations for sanitary papers include:

- Only additives listed in the XXXVI recommendation of the Federal Institute for Risk Assessment may be used
- Chemical restrictions: glyoxal may not be used in the manufacturing process
- No, colourants, surface refinements, additives or coatings with specific R-phrases or classified as carcinogenic, mutagenic or teratogenic may be used.
- Restrictions are placed on the use of azo colourants and metals in colourants.
- Restrictions are placed on the levels of formaldehyde and pentachlorophenol in the final product.
- Chlorine and other bleach may not be used in the manufacturing process.
- Sanitary papers must meet the legal requirements of the Foodstuffs and Consumer Goods Law.
- The paper fibres must consist 100% of recovered paper.
- Chelating agents that are biologically hard to biodegrade must not be used e.g. EDTA, DTPA.
- Crêpe toilet papers must be made exclusively from recovered paper of the ordinary, medium or special grades (Groups 1, 2 and 5).
- Crêpe paper tissues must be made exclusively of recovered paper of the ordinary, medium or kraft and special paper grades (Groups 1, 2, 4 and 5).
- All other sanitary papers must consist of at least 60% recovered paper of the ordinary, medium or kraft and special paper grades (Groups 1, 2, 4 and 5 – with the exception of the individual kinds 4.01 and 4.07).

Priority should be given to single-ply crepe papers that are easy to produce instead of multi-ply tissue products that require intensive processing. Germany recommends that products meet the requirements of the Blue Angel Ecolabel.

## Sweden

The criteria in Sweden cover soft paper, printer and copy paper, wrapping and envelopes all as one Product Category. For the purposes of comparing tissue and toilet criteria for different countries, the soft paper in the Swedish criteria is particularly relevant.

The scope of the Swedish paper products criteria defines soft paper as including; toilet paper, household paper, paper towels, handkerchiefs, serviettes, underlay paper, examining table paper, wash cloths and paper covers. The criteria are split into three sections; mandatory supplier requirements, mandatory requirements on the goods and award criteria. The mandatory supplier requirements focus on packaging to ensure producer responsibility and design requirements for packaging are met.

The mandatory criteria for goods state the following:

- Pulp used in the paper products shall be bleached without chlorine gas.
- AOX release to the environmental receptor e.g. lake or river, is limited.
- Limits relating to the annual release of COD, phosphorus, sulphur and nitrogen oxides from the manufacturing of the product. Guidance on the calculation of the release values is provided in a separate attachment to the criteria document.
- Legislative requirements relating to general product safety shall be met.
- Products conform to all legislation relevant to the product.

The award criteria requirements are as follows:

- State the carbon dioxide release from non-renewable sources, including the release from electricity production whether or not this takes place at the production site.
- The principles for calculating this release are provided in a separate attachment to the criteria document.

- The principle for this award criterion is the lower the value the better.

Specific verification guidance is given as a section of the product group document. This gives detailed verification guidance for each requirement and makes reference to the REPA registry and/or Swedish Glass Recycling or other in house system for product responsibility, EN standards, third party verification and ISO or EMAS systems.

## United Kingdom

The UK criteria are brief and focus on the recycled content of the products, requiring 100% recycled content and this includes only genuine recovered fibre (i.e. no 'mill broke'), as defined by the National Association of Paper Merchants<sup>98</sup>. No specific verification guidance is given.

The current guidance<sup>99</sup> indicates that best practice is now the ecological criteria of the EU Ecolabel for 'tissue paper'<sup>100</sup>, – or an equivalent standard. The applicable sections of the EU Ecolabel documents are listed as: emissions to water and air; energy use; hazardous chemical substances; and waste management (as applied to paper production and not general management practices).

### 12.9.1 Similarities of National criteria

There are overlaps between the criteria developed by the different countries being reviewed for tissue and toilet paper. These are summarised in Table 61, followed by a more detailed discussion.

**Table 61 The Similarities of Aspects Addressed for Tissue and Toilet Paper**

Criteria	Use of Recycled/sustainable Material	Use of dyes/bleach	Emissions/Waste from production	Chemical content	Packaging
Austria	x	x	x	x	x
Belgium	x	x		x	
Denmark	x	x			
Finland	x	x		x	x
Germany	x	x		x	
Sweden		x	x		x
United Kingdom	x		x	x	

There are a number of similarities between the different national criteria documents. This would be expected, as criteria are generally developed around the key characteristics relevant for a particular product group. These focus on the following areas:

- Use of recycled materials and/or sustainable materials.
- Chemicals/additives used.
- Use of bleach/dyes.
- Emissions from the production phases.

The majority of countries with criteria for this product group include requirements relating to the use of recycled fibres. However there are differences in how this is approached. For some countries this is a specific limit e.g. 100% whereas others leave this more open and require the use of recycled fibres to be maximised where possible. Only Sweden does not have raw material requirements relating to the use of recycled fibres or material to be sourced from sustainably managed forests.

<sup>98</sup> [http://www.napm.org.uk/recycled\\_mark.htm](http://www.napm.org.uk/recycled_mark.htm)

<sup>99</sup> <http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/paper/spec/paper.htm>

<sup>100</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2009:197:0087:0095:EN:PDF>

In addition some countries, for example Belgium and Denmark, go further and set requirements or suggest that raw materials i.e. wood/fibres should not come from forested areas that are protected, or should be from certified sustainable forests.

The second area of similarity is the inclusion of criteria relating to the chemicals and additives used when making the product. This is a broad area and there are similarities and differences within the criteria set by the different national documents. For example, all countries with criteria include requirements to prevent the use of chlorine gas for bleaching, and Finland, Austria and Sweden all set AOX limits. AOX are chlorinated compounds that result from the bleaching of pulp with chlorine or chlorine based chemicals.

Some countries, for example Belgium, Germany and Austria include detailed criteria regarding the use of chemicals. They include reference to specific R-phrases and/or highlight specific chemicals that should be restricted. A number of countries restrict the use of EDTA, optical brighteners and azo dyes. In some instances specific limits are set, but this can vary between countries, for example the German criteria set a limit for formaldehyde of 0.5 mg/dm<sup>2</sup>, whereas the Belgium specifications set a limit of 1 mg/dm<sup>2</sup>. Additives containing glyoxal cannot be used in the manufacturing of products in the German criteria; however others including the Belgium and Finnish criteria set limits relating to glyoxal that must not be exceeded in the final product.

Both Austria and Sweden include process requirements, relating to emissions to water and air. Parameters considered include COD, phosphorus, sulphur and nitrogen dioxides. The approach to setting limits is differs between the countries: the Swedish criterion is based on a release index, whereas Austria sets specific limits. In addition carbon dioxide releases from the production process are also considered, with Austria setting a specific limit and Sweden requiring the information to be stated.

The above discussion focuses on the key areas identified from the criteria. Other criteria that are specific to only one or two countries include:

- Packaging – general requirements are included in the Austrian, Swedish and Finnish criteria.
- Austria requires product data sheets to be provided.
- Austria includes requirements relating the use of the paper. This includes the wet strength, elongation, absorption and dry tear strength.
- Austria and Germany include details regarding the grade of paper to be used for specific tissue and toilet paper products.
- Denmark includes requirements relating to the choice of paper with a low gram weight and sufficient absorbency and suggests considerations include whether the manufacturer has an environmental management system in place.
- The UK and Denmark include fewer requirements, but suggest the use of tissue and toilet paper that meets the requirements of an ecolabel, for example the EU Ecolabel or the Nordic Swan. These ecolabels will address many of the key points highlighted above.

## 12.9.2 Common Criteria

The analysis and discussion above has indicated that there is a wide range of criteria that can be included in relation to tissues and toilet paper. These may focus on the process/use of raw materials, the manufacturing of the product, the product itself and the use phase. The criteria developed by the different countries being reviewed incorporate various aspects of these elements, to varying degrees of detail. This means requirements for a particular area may be dealt with and worded slightly differently.

These differences are likely due to differing levels of ambition, the different levels of detail required under individual schemes, and the various national priorities held by the individual countries. The criteria may also differ due to when they have been developed.

This makes it difficult to suggest specific common criteria. However the assessment of tissue and toilet paper indicates that it would be beneficial to establish common criteria for this product group, as seven of the ten countries reviewed already have criteria and it is a commonly used product

Key areas that common criteria should focus on include:

- Use of recycled fibres
- Use of sustainable raw material
- Restriction in relation to chemical use:
  - Chlorine free
  - R-Phrases to limit the use of hazardous substances
  - Specific substances e.g. formaldehyde, glyoxal
- Production emissions to air and water.

Although there are similar areas, the detail of how these are dealt with often differs between countries. It is therefore proposed that common criteria should be developed using the EU Ecolabel criteria that were revised in 2009 and are valid until 2013. This will provide a robust evidence base, which would allow criteria to be developed relatively quickly, with a relatively low resource effort.

### 12.9.3 Next steps for EU GPP Criteria

The EU GPP Scheme includes criteria relating to copying and graphic paper;<sup>101</sup> however this does not extend to tissue and toilet paper. As outlined above it is recommended that common criteria are developed for this product group using the existing EU Ecolabel criteria.

This product group has the potential to be a politically sensitive one. As with office paper, most of the countries reviewed encouraged the incorporation of recycled fibres into the product. However Sweden does not have this requirement, Finland has the relatively low level requirement of 15% and Norway does not have criteria for this product group at all.

It is likely that a prudent course of action is to refer to the EU Ecolabel for tissue paper (published in 2009) and to consider the dual approach that has already been employed for office paper, i.e. an approach that embraces requirements both for the sustainable sourcing of raw materials as well as encouraging the inclusion of increased recycled content, of clear relevance for this product group as the vast majority of the material is used once and subsequently disposed. This is an alternative approach that would allow countries to select criteria that reflect their national priorities, while also developing procurers knowledge about this very common product.

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<sup>101</sup> [http://ec.europa.eu/environment/gpp/toolkit\\_en.htm](http://ec.europa.eu/environment/gpp/toolkit_en.htm)

**Table 62 Reference Materials for review of Tissue and Toilet Paper**

<b>Member State</b>	<b>Document Type</b>	<b>Source of Material</b>
<b>Austria</b>	Criteria Document - Criteria for Tissue Paper	<a href="http://www.nachhaltigebeschaffung.at/node/122">http://www.nachhaltigebeschaffung.at/node/122</a> <a href="http://www.nachhaltigebeschaffung.at/node/124">http://www.nachhaltigebeschaffung.at/node/124</a>
<b>Belgium</b>	Criteria Document - Paper Products for Personal Hygiene, Basic and Advanced Levels	<a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090306_PUB_DOfiche_papieren%20doekjes_uitgebreid_EN.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090306_PUB_DOfiche_papieren%20doekjes_uitgebreid_EN.pdf</a> <a href="http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090306_PUB_DOfiche_papieren%20doekjes_uitgebreid_EN.pdf">http://www.gidsvoorduurzameaankopen.be/sites/default/files/file/20090306_PUB_DOfiche_papieren%20doekjes_uitgebreid_EN.pdf</a>
<b>Denmark</b>	Criteria document	<a href="http://www.miljoevejledninger.dk/vejledninger/personlighygiene/koekkenogtoiletpaper">http://www.miljoevejledninger.dk/vejledninger/personlighygiene/koekkenogtoiletpaper</a>
<b>Finland</b>	Examples of criteria requirements available on website. Full criteria documents not received	<a href="http://www.hymonet.com/hymonet/tuotteet_ja_palvelut/pehmoaperit/">http://www.hymonet.com/hymonet/tuotteet_ja_palvelut/pehmoaperit/</a>
<b>Germany</b>	Ecological Document for Tissue Core. Environmental Criteria for Tissue Paper	<a href="http://www.umweltbundesamt.de/produkte-e/beschaffung/doks/tendering_recommendation_for_sanitary_papers.pdf">http://www.umweltbundesamt.de/produkte-e/beschaffung/doks/tendering_recommendation_for_sanitary_papers.pdf</a>
<b>Sweden</b>	Criteria Document	<a href="http://www.msr.se/en/green_procurement/criteria/Office/Paper-products/">http://www.msr.se/en/green_procurement/criteria/Office/Paper-products/</a>
<b>United Kingdom</b>	Criteria Document - Paper/Tissue Standards	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/paper/spec/paper.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/paper/spec/paper.htm</a>

## 12.10 Windows

Windows are a ubiquitous building component and their primary function is to allow light into internal spaces. However the presence of a window in a buildings envelope can result in energy transfer between the inside and outside environments, as windows have been the traditionally 'thermally weak' point in the envelope. In addition windows will have material related impacts on the environment through the types of materials and chemicals used in their construction and disposal methods associated with their end of life.

Windows are a useful product group to illustrate the differing approaches taken within the area of construction as a whole. As discussed previously the EU GPP Scheme has a general construction product group which includes related services such as cooling, heating and ventilation services and the provision of electricity, as well as the design, construction, use and disposal phase of buildings. The criteria address energy consumption, the use of renewable energy sources (RES), construction materials and products, waste and water management as well as other aspects influencing the environmental impacts of construction: architects' experience, monitoring and user aspects.

In addition the EU GPP scheme has further, specific product groups for windows, wall panels, thermal insulation, hard floor coverings, CHP (combined Heat and Power), and road construction and traffic signs.

At a national level construction is addressed in the following ways:

- Austria encompasses general construction with criteria set as well as several specific products that have their own individual sets of criteria (mineral insulation, paints and glazes and wall paint). Austria also has a separate product group for civil engineering.
- Belgium covers general consultancy and architecture services as well as the specific product groups of hard floor coverings, insulation, windows and exterior doors, wood and gypsum wall panels, wood protection substances.
- Denmark divides this area down into 6 specific products each with their own set of guidance and suggestions: district heating pipes, paints, painting services, cables and wires, road markings and sustainable wood.
- Finland had two product groups under Building Supplies, windows and light bulbs, but does not address construction itself
- France covers this area with a single product group of construction and refurbishment, but has a separate product group covering wood as a material specifically.
- Germany provides guidance for floor coverings and wall paper.
- The Netherlands has a large number of product groups that cover this area, 12 or more. They cover product groups and products that range from cables and pipelines, demolition, to general works and preservation works.
- Norway has the single product group of 'execution and construction of buildings'.
- Sweden has a single product group of 'building contracts', which includes a whole building approach, as well as requirements for individual components such as floor materials and paints.
- The United Kingdom has the product group of construction, which is then broken down into 23 sets of product guidance, including air conditioning units, CHP, glazing, low flush toilets and paints and varnishes.

As can be seen from the above breakdown, there are two different approaches employed; a 'whole building' approach and a 'component level' approach. Although neither of these two approaches require following to the complete exclusion of the other, which method to use is an area of considerable debate. The whole building approach may be most appropriate for new builds, while the individual component level approach may be most appropriate for retrofit and updating of properties.

Europe has a considerable building and housing stock, much of which falls woefully short of current standards.

Specifically looking at windows as a product group, three of the countries reviewed have window criteria; Belgium, Finland and the UK. Meanwhile Austria, France, the Netherlands, Norway and Sweden have requirements that although not designed to apply to windows, will have an effect on the windows selected as they contain material requirements and/or building energy efficiency requirements. Sweden intends to adapt the EU GPP Criteria for which there are dedicated documents for windows.

**Table 63 Information on Windows, or taken from general construction documents, taken from the ten countries being reviewed**

Member State	Window specific product group	General construction product group	Document Type	Environmental and/or social aspects addressed
Austria		X	Criteria Document - Construction	<ul style="list-style-type: none"> <li>• Wood from legal sources</li> <li>• Overall building efficiency</li> <li>• Waste reduction</li> </ul>
Belgium	X	X	Criteria Document – Sustainable Procurement Guide Windows and Exterior doors  Criteria Document – Construction Works	<ul style="list-style-type: none"> <li>• Thermal efficiency, solar gain and air tightness requirements</li> <li>• Material restrictions for wood and plastic in frames</li> <li>• Chemical restrictions</li> <li>• Waste requirements</li> <li>• Lifetime considerations</li> </ul>
Finland	X		Criteria Document – Criteria for Windows	<ul style="list-style-type: none"> <li>• Thermal efficiency, solar gain and air tightness requirements</li> <li>• Adequate installation and operational instructions</li> <li>• Expected life time warranty</li> <li>• Chemical restrictions</li> </ul>
France		X	GEM Guide – Environmental quality in the construction and rehabilitation of public buildings	<ul style="list-style-type: none"> <li>• Overall building efficiency</li> <li>• Waste management</li> </ul>
Netherlands		X	Criteria document – Construction and Renovation of Office Buildings	<ul style="list-style-type: none"> <li>• Overall building efficiency</li> <li>• Sustainable timber</li> <li>• Waste management requirements</li> </ul>
Norway		X	Criteria Document - Execution and construction of buildings	<ul style="list-style-type: none"> <li>• Tropical timber is not to be used</li> <li>• Overall building efficiency</li> <li>• Waste management</li> </ul>
Sweden		X	Building Contracts (flats)	<ul style="list-style-type: none"> <li>• Whole building approach</li> <li>• Waste management</li> <li>• Daylight factor requirements.</li> </ul>
United Kingdom	X	X	Criteria Document: Glazing Standards	<ul style="list-style-type: none"> <li>• Thermal efficiency, solar gain and air tightness requirements</li> <li>• Sustainable supply of timber as a raw material</li> <li>• Overall building efficiency</li> </ul>
EU	X	X	Criteria Document – Windows	<ul style="list-style-type: none"> <li>• Thermal efficiency, solar gain and air tightness requirements</li> <li>• Material restrictions for wood and plastic in frames</li> </ul>

				<ul style="list-style-type: none"> <li>• Chemical restrictions</li> <li>• Waste requirements</li> <li>• Lifetime considerations</li> <li>• Overall building efficiency</li> </ul>
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### Belgium

Belgium directs procurement professions to the EU GPP criteria for windows. Present on the website for this product group are also the labels of Energy Star, Nature Plus and the Nordic Swan.

Belgium also has the intention of introducing an overall building product group.

### Finland

The Finnish criteria focus exclusively on Windows. The key requirement is that the windows procured must meet a specific thermal requirement, taken as a combination of the U-value for thermal insulation, the g-value for solar gain and the air tightness value. In addition adequate installation and operating instructions are required, a warranty of at least ten years, and conformation that materials classified with a range of risk phrases are not included within the product.

Verification guidance is provided against each criterion, and his product group refers to energy ratings (within the Finnish model), product warranties, manufacturer certificate and the Nordic Swan Ecolabel as appropriate means of verification.

### United Kingdom

The UK use the British Fenestration Rating Council's (BFRC) Window Energy rating scheme to assess the effectiveness of the window, and for verification. This uses a scale from A to G (where A is the best performing). The scheme guidance provides details on how the scale should be calculated using the g-value of solar gain, the U-value for thermal transmittance and the air leakage component. The UK's criteria are split between mandatory requirements of C or better, and best practice requirements of B or better.

Timber window frames in the UK must comply with the mandatory standards for wood products. Standards for use of other materials in frames are still in development.

### Other approaches of interest

#### Austria

Austria has criteria for construction, both for new build and refurbishment. The criteria place limits on the level of energy consumption that is acceptable for the building, and require that wood is from legal sources, but makes no specific mention of windows.

#### France

France does not have guidance specific to windows. It does have general guidance on the environmental quality of the construction and refurbishment of buildings. The French guidance in this area provides advice rather than specific criteria or requirements for construction. The guidance recommends the use of eco-labels such as the HQE (Haute Qualité Environmental, High Environmental Quality) and the HPE (Haute Performance Energetique, High Energy Performance). The HQE refers to overall environmental performance, whereas the HPE only addresses the energy performance of the building. The document emphasises that use of these eco-labels is not compulsory, but can be useful.

In addition to energy performance of buildings, other areas of interest for environmental performance identified are water consumption (acoustics is also identified as an area of interest, but refers to the human environment rather than green environment issues addressed in this review).

**Netherlands**

The Dutch don't produce advice on specific building elements. Instead they employ a 'whole-system' approach which considers all elements of the building. Greencalc+ translates materials, energy, water and mobility into an environmental index. This total provides a score against which any building can be objectively assessed. For example in the guide 'Offices to be newly built' for new offices the minimum requirement is a score of at least 200.

The Netherlands do specify that sustainable timber must be sustainably procured. This can be demonstrated by any certification system approved by the Timber Procurement Assessment Committee, including FSC and PEFC.

**Norway**

Norway doesn't have specific window criteria, however they do provide generic guidance in the NAP, where three parts of the guidance have the potential to impact on windows:

- Tropical timber is not to be used in any form.
- There should be set requirements for a building's energy use measured in kWh per m<sup>2</sup>.
- Avoid building materials containing substances on the authorities' priority list of pollutants or relevant substances on the Norwegian Pollution Control Authority's (SFT) list of hazardous substances requiring special attention.

**Sweden**

Sweden provides guidance and criteria for the building of new flats. This guidance contains sections that focus on the project management of the project, guidance for the structuring of the contract as well as energy efficiency and air tightness requirements for the building, white good requirements, energy monitoring requirements and water saving devices. In addition, windows must have a daylight factor of at least 1%, i.e. the ratio between the light level inside at that outside.

**12.10.1 Similarities, Differences and Common Criteria**

The requirements of Finland and the UK are very similar, both have developed a system based on an assessment of the thermal efficiency of a window, which is a composite value derived from an assessment of three factors: the thermal efficiency of the window, the solar gain and the air tightness. In addition both countries have additional material requirements; the UK has timber requirements, while Finland has the exclusion of certain classified substances as well as warranty and operating requirements.

Belgium meanwhile, follows the arrangement of the EU GPP criteria for windows.

**Table 64 The Similarities of Aspects Addressed for Windows or construction in general where appropriate to windows**

Criteria	Thermal efficiency (U rating)	Solar Gain (G-value)	Air tightness	Accreditation for the sourcing of wood	Overall Building Energy Efficiency	Waste
Austria				x	x	x
Belgium	x	x	x	x	x	x
Finland	x	x	x			
France					x	x
Netherlands				x	x	x
Norway				x	x	x
Sweden		x			x	x
United Kingdom	x	x	x	x	x	
EU	x	x	x	x	x	x

The alternative approach has been employed by Austria, France, the Netherlands, Norway and Sweden. These countries have developed an overall building energy efficiency rating that must be achieved and windows are a building envelope component, contributing to this end value.

Directly comparing the various thermal requirements or energy efficiency requirements holds little value, as each country has selected appropriate values for the various climatic regions the country's experience.

### **12.10.1 Next steps for EU GPP Criteria**

Windows has been included as a key product group within the second phase of EU GPP Criteria development. The proposed criteria focus foremost on the thermal efficiency of the windows, in a similar fashion to the UK and Finnish requirements. As well as consideration of the thermal efficiency, the solar gain and the air tightness, consideration of the day light transmittance is a requirement. However, Europe-wide criteria for windows must recognise the large variation of climatic conditions across Europe, and this is incorporated through requiring a % improvement of the four values above against the National Legislation requirements, rather than setting specific individual values.

In addition the proposed EU GPP criteria include material requirements, for example:

- The use of best practice in PVC frame manufacture.
- The use of legal sources of Timber i.e. chain of custody can be demonstrated.
- Plastic components over 50g must meet the requirements of ISO 11469.
- Restrictions placed on the range of filler gases that can be used in insulating units.
- Restrictions on the chemical products applied to the windows.

Verification recommends use of appropriate ecolabels for material and manufacturing requirements, but is brief in detail. Wood certification schemes are recommended as verification sources.

There is merit in establishing requirements for individual building products, as has been done within the EU GPP Scheme, as windows especially must be refurbished and refitted several times over the lifetime of a building.

The product groups of windows is a good illustration of the challenges faced when trying to establish criteria for a specific building element, as such a requirement instantly runs into the challenge of establishing common requirements for the many different climatic regions of Europe and their differing expectations of a building. This is an area where an alternative solution is required for the key impact – thermal efficiency, as it is not possible to set one numerical requirement as has been done by the UK and Finland. When exploring the material impacts of glazing and frame materials, European variation is a less complicated issue and common ground can be identified.

It is interesting to observe increasingly stringent requirements that are established at a European level for the thermal efficiency and energy efficiency of buildings. The legislation is developing all the time, but has taken the route of overall building efficiency, rather than specifying individual product requirements (Energy Performance of Building Directive). The EU GPP criterion for the product group of construction contains a requirement for the overall building thermal efficiency, while the new Energy Performance of Buildings Directive contains the requirement that all new Public Buildings must be near zero carbon by January 2019.

**Table 65 References Material for review of Windows**

<b>Member State</b>	<b>Document Type</b>	<b>Source of Material</b>
<b>Belgium</b>	Sustainable Procurement Guide Windows and Exterior doors	<a href="http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=124&amp;pid=527">http://www.gidsvoorduurzameaankopen.be/?q=en/node/47&amp;cid=124&amp;pid=527</a>
<b>Finland</b>	Construction equipment - Windows	<a href="http://www.kommunerna.net/k_etusivu.asp?path=255:80796:120427">http://www.kommunerna.net/k_etusivu.asp?path=255:80796:120427</a>
<b>France</b>	Environmental quality in the construction and rehabilitation of public buildings	<a href="http://www.minefe.gouv.fr/directions_services/daj/guide/gpem/qualite_environmentale_dans_construction_rehabilitation_batiments_publics/qualite_environmentale_dans_construction_rehabilitation_batiments_publics.htm">http://www.minefe.gouv.fr/directions_services/daj/guide/gpem/qualite_environmentale_dans_construction_rehabilitation_batiments_publics/qualite_environmentale_dans_construction_rehabilitation_batiments_publics.htm</a>
<b>Netherlands</b>	Dutch Procurement Criteria for Timber	<a href="http://www.tpac.smk.nl/webadmin/files/pdf/system%20documents/Procurement%20Criteria%20+%20PEM%20oct%202008%20(2).pdf">http://www.tpac.smk.nl/webadmin/files/pdf/system%20documents/Procurement%20Criteria%20+%20PEM%20oct%202008%20(2).pdf</a>
	Sustainable Procurement Guide – Office Buildings to be Newly Built	<a href="http://www.senternovem.nl/sustainableprocurement/criteria/index.asp">http://www.senternovem.nl/sustainableprocurement/criteria/index.asp</a>
<b>Norway</b>	Environmental and Social Responsibility in Public Procurement	<a href="http://www.regjeringen.no/en/dep/fad/whats-new/news/2007/Environmental-guidelines-for-purchases-i.html?id=473572">http://www.regjeringen.no/en/dep/fad/whats-new/news/2007/Environmental-guidelines-for-purchases-i.html?id=473572</a>
<b>United Kingdom</b>	Mandatory Glazing Standards Best Practice Glazing Standards Supply chain requirements (Mandatory)	<a href="http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/construction/spec/glazing.htm">http://www.defra.gov.uk/sustainable/government/advice/public/buying/products/construction/spec/glazing.htm</a>
<b>EU</b>	EU GPP Criteria Document – Windows	<a href="http://ec.europa.eu/environment/gpp/toolkit_en.htm">http://ec.europa.eu/environment/gpp/toolkit_en.htm</a>

## 13 Conclusions – Phase 2

This work has focused on the product groups that form the central element of the ten national GPP/SPP schemes of Austria, Belgium, Denmark, Finland, France, Germany, the Netherlands, Norway, Sweden and the UK, as well as those that exist within the EU GPP scheme. Although the overarching aims and intentions of national schemes are important in establishing guiding principles and direction, it is often the criteria documents themselves that are highly valued by procurers.

A complete review of all product groups covered by the schemes of each country has been undertaken and consideration was given to the scope of the requirements and criteria used by each particular country.

Comparison of this information reveals considerable variation in the product groups covered. An illustration of the variation in the number of product groups covered is given below in Table 66.

**Table 66 Number of product groups covered by each of the ten national schemes and the EU GPP scheme**

Country	Number of product groups	Criteria
Austria	16	Technical specifications, award criteria, contract clauses
Belgium	18	Technical specifications, award criteria, selection criteria and performance criteria
Denmark	12	Voluntary guidelines, procurement agreements, environmental declarations
Finland	10	Technical specifications, award criteria
France	6 specific GEM guides 17 within Etat Exempleire (there is product group overlap between the two), totalling 20	Contract conditions
Germany	1 mandatory 1 ICT 7 guidance	Guidance and basic award criteria
Netherlands	52	Minimum requirements, award criteria (points)
Norway	14 (7 as product groups, with a further 7 specified in the NAP)	Selection criteria, (supplier qualification requirements), technical specifications, (requirements), award criteria (product) and contract clauses.
Sweden	10	Selection criteria (supplier requirements), technical specifications (product requirements), award criteria, contract performance clauses
United Kingdom	9	Mandatory criteria and best practice
EU	18	Subject matter, technical specification, award criteria, selection criteria, contract performance clauses

The results of this deceptively simple task revealed the variation present at this level, in direct contrast to the broadly achieved consensus concerning the aims and intentions of the national schemes. The ten national schemes cover a wide range of product groups, some of which are common to all countries such as computers and photocopiers, some of which are common to most countries such as paper (9/10), office furniture (8/10) and laundry detergents (8/10), but many product groups are specific to a few countries or a single country.

One aspect that must be highlighted is the complicated and interwoven nature of the product groups. For example, although all of the countries reviewed may nominally cover a particular product group, the specific products covered within it will vary, the number of sub-product groups it is divided into will vary as will the nomenclature used. All this makes it difficult to be clear which aspects are common and which vary between countries.

### **Formats used for Criteria Documents**

The review of the ten national schemes and the criteria available allowed leading practice to be identified. This included that criteria should be clearly grouped under categories, whether these are stages of the procurement process or impact areas. The guidance provided with the criteria should state clearly the mechanisms for verification. Using ecolabels is the most favoured approach within the ten countries here and has the advantage, from the point of view of procurement staff, of putting the onus on manufacturers.

The product sheets from the Netherlands offer very clear advice to procurers on how to verify compliance, while the information provided by Belgium gives excellent guidance on ecolabels and awards that may be relevant and can be used to guide verification.

The EU GPP criteria are based around technical specifications, selection criteria, award criteria and contract performance clauses. The ten countries reviewed here also use these terms, or similar ones; however it is not always clear whether they are used in exactly the same context as those in the EU GPP criteria. This is a key area where clarity and potential harmonisation would be of benefit, particularly as the criteria are intended to be used by a growing number of procurers.

For each product group within the EU GPP approach there may be a number of different products captured within it. A result of this is that it is not always immediately obvious which products are contained within a product sheet. This is an area the EU GPP team may wish to consider and potentially amend the arrangement of information. The Danish website provides a good example of how this can work well, allowing quick and easy access to the specific information required.

Overall, the current EU GPP criteria strike a good balance between the approaches used by different countries reviewed here. It provides two levels of criteria, core and comprehensive, allowing flexibility for those who wish to set more demanding requirements.

It is interesting to observe that as countries naturally update and expand their national level guidance for green and sustainable procurement, considerable attention is given to leading practice elsewhere. Some countries have recently made specific efforts to incorporate the EU GPP criteria, information and advice into their national updates, such as Austria, Belgium and the United Kingdom. A consequence of this is a natural graduation towards a more common approach. This includes moves towards more streamlined arrangements of information and product group divisions, as well as clearer distinctions between criteria levels. Such developments are recognition of the importance of a standardised and well informed approach that can be used by all.

However where product group requirements are already well established, or the approaches adopted by different countries vary considerably, there is stronger resistance to moving away from what is currently undertaken.

### **Review of Ten Product Groups**

Ten product groups were highlighted from across the countries being reviewed, and their criteria reviewed to identify similarities, differences and development opportunities for the EU GPP scheme. This identification phase was achieved by considering the headings and definitions given for product groups and products by each of the countries under review and drawing together similar categories where information and guidance was made available.

In many cases the similarities in a particular product group's criteria requirements were considerable across many, if not all, countries reviewed. This is mainly a result of the criteria historically and

predominantly being based on information and guidance provided by European ecolabels (the EU, the Nordic Swan and Blue Angel Ecolabels).

As can be seen from each analysis, different product groups have different areas that they address, depending on the major impacts of the products and their specific uses. So, for example, criteria for office and copy paper across most of the countries reviewed here focuses on the material requirements such as sourcing of raw materials, whether they are virgin materials, or recycled materials, as well as focusing on the production criteria such as chemical and dye use during manufacture as well as some countries addressing further manufacturing conditions such as waste water.

Other product groups use functional criteria to a greater extent, such as photocopiers, where the major focus is on energy efficiency, as well as noise levels generated, output speeds and duplex availability of the products. Often once these areas have been discussed, material requirements such as plastic content and chemical restrictions are then discussed.

Although functional criteria may be most appropriate for the major impacts of one product group (such as vehicles), while material and production criteria are most appropriate for the major impact of other product groups (such as textiles), all product groups reviewed here had aspects of both criteria types from the majority of countries.

Table 67 shows, in summary the ten product groups considered, the number of occurrences of each product group and consideration of the future direction of EU GPP for each of these product groups. In only one instance does the EU GPP scheme not have criteria for a product group, that of toilet paper and tissue, and now that the EU Ecolabel for this product group has been finalised, an opportunity to develop GPP criteria exists.

**Table 67 The ten product groups reviewed, and recommendations for future EU GPP development**

Product group	Number of occurrences	Recommendations for future EU GPP direction
Personal computers and monitors	10	Now that the update of the ecolabel criteria for laptops and personal computers has been finalised the EU GPP criteria should be reviewed to ensure they are up to date. If ecolabel criteria have been developed for recycled content of equipment then this should provide the basis of a similar EU GPP requirement.
Photocopiers	10	This consistency between the criteria specified in the EU documentation and the common criteria across the countries being reviewed demonstrates that the current direction of EU GPP for this product group is accurate and that it would be relatively straightforward to move towards a single set of criteria across Europe for photocopiers.
Office and copy paper	9	This product group is a sensitive one, as the approach taken by different countries varies considerably, likely due to the differing national priorities surrounding the use of national forests. The EU GPP criteria for paper already use the <u>alternative approach</u> of permitting dual raw material requirements: recycled fibre content and/or fibres from virgin material. This approach is a necessary compromise currently. It is possible that the position of the countries reviewed here is beginning to converge, as Norway does have paper as a product group within its NAP and cites raw material use as an area to focus on, and Sweden anticipates introducing some form of sustainable forestry requirement in the next revision of paper criteria. However it does seem that this product group is some way from reaching a consensus, and progress across all ten countries reviewed should be closely monitored to ensure the EU GPP criteria reflect a central position.
Office furniture	8	The EU GPP criteria are arranged as the specification of general environmental criteria, followed by material-specific criteria, including requirements for wood, as adopted by Austria, Belgium and others at present. Although material considerations are the most prevalent concern within the countries reviewed here, the EU GPP approach of covering this in detail together with longevity, recyclability, raw

Product group	Number of occurrences	Recommendations for future EU GPP direction
		material supply chain and packaging is an appropriate one as it serves to bring together the range of concerns within this product group and gives a good foundation for potential harmonisation.
Laundry detergent	8	The EU GPP Criteria express some of the same requirements as those cited by the individual countries being reviewed. Many of the countries that have criteria for laundry detergents have more detailed and likely stricter, requirements for this product, for example specifically banning the use of optical brighteners or perfumes as components. Therefore an opportunity exists for the EU GPP requirements for laundry detergents to be updated and expanded to reflect the wider areas addressed by other GPP/SPP schemes.
Textiles	8	<p>The EU GPP criteria for textiles cover the three main criteria found in the national product sheets: chemical content, organic fibres and recycled fibres. While there were a number of other criteria covered by other countries, such as wastewater treatment by Denmark, or ethical trade by Belgium, these are not covered by enough countries to warrant their introduction to the EU GPP scheme.</p> <p>For those areas where there are overlaps between the national schemes, there is scope to harmonise the limit values specified for individual chemicals. The EU product sheet is in line with the most comprehensive of the national criteria documents. It would be helpful to suppliers if a standard definition of textile products was adopted across Europe. At present the definitions used by national schemes vary, with some including leather and protective clothing, others covering services and some focusing only on clothing.</p>
Vehicles	8	Two countries (Belgium and the UK) have adopted criteria which are fully in line with the EU GPP criteria. The remaining countries follow their own systems, which often include criteria that are included within the EU GPP. It is recommended that fuel consumption and tyre specific requirements be considered as a criterion for the EU GPP product sheet when it is next due for revision. Ultimately the current position of the EU GPP criteria for this product group appears to be satisfactory.
Wood products	8	<p>The EU GPP Scheme has specific criteria for the use of timber in construction: core requirement - timber should be from legal sources; award requirement - timber to be sourced from sustainable sources. This is in line with what has been identified during the review of this product group.</p> <p>It is interesting to note the requirements from France that wood to be used as a biomass resource also falls within the wood product group. With interest in this area rapidly expanding in a number of countries within the EU, this is an area the EU GPP Scheme may wish to consider further, and focus on providing general wood guidance. This product group overlaps to some degree with the product group of office furniture above.</p>
Tissue and toilet paper	7	This product group has the potential to be a politically sensitive one. As with office paper, most of the countries reviewed encouraged the incorporation of recycled fibres into the product. However Sweden does not have this requirement, Finland has the relatively low level requirement of 15% and Norway does not have criteria for this product group at all. It is likely that a prudent course of action, once the EU Ecolabel is released, is to consider the dual approach that has already been employed for office paper. This is an <u>alternative approach</u> that would allow countries to select criteria that reflect their national priorities, while also developing procurer knowledge about this very common product.
Windows	3	Windows has been included as a product group within the second phase of the EU GPP criteria development process, with the thermal efficiency of the windows as a key focus. This inclusion has identified the challenge of introducing specific building element requirements in an area where many are proposing whole building solutions, in line with the Energy Performance of Buildings Directive.

Product group	Number of occurrences	Recommendations for future EU GPP direction
		<p>This is a product group where an <u>alternative solution</u> is required for the key impact, thermal efficiency, as it is not possible to set one numerical requirement as has been done by the UK and Finland, across the entire EU. When exploring the material impacts of glazing and frame materials, European variation is a less complicated issue and common ground can be identified.</p>























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# Appendix 1































## Summary of Scheme and Criteria Ranking































### Scheme Ranking





















	Austria	Belgium	Denmark	Finland	France	Germany	Netherlands	Norway	Sweden	United Kingdom
Aim	 <p>The aim clearly states the contribution towards the protection of the environment, climate change and developing the market for sustainable production and consumption.</p> <p>The target audience is all public procurers, although there is a light touch at the federal level.</p> <p>Target of NAP is that 95% of tenders should include environmental criteria.</p>	 <p>The aim is clearly outlined and indicates the focus is on federal public procurement, as a lever towards markets for sustainable products and services.</p> <p>Federal target of 50% sustainable procurement by 2011.</p>	 <p>Target is information dissemination with themes clearly outlined.</p> <p>Clear identification of the target audience – public procurers and professional buyers in the private sector.</p>	 <p>The aim is to reduce the environmental load and climatic impacts caused by the public sector as well as to encourage innovation.</p> <p>Includes binding targets of 100% for state central government and recommendations of 50% for municipalities and state enterprises.</p>	 <p>Wide reaching aim targeted at all public procurers, i.e. State and local authority procurers.</p> <p>High level of political support.</p>	 <p>Aim is expressed in the National Sustainable Development Strategy.</p> <p>Each procuring entity defines its aim on the basis of national eco laws.</p> <p>The Alliance for Sustainable Procurement has a political mandate to develop challenging product criteria and aims to promote green and sustainable purchasing in the public sector.</p> <p>Mandatory target for all contracting authorities to use LCC in their procurement procedures and to use criteria for wood.</p> <p>UBA criteria aim to cover top 20-30% of products – highly ambitious.</p>	 <p>Clear, specific targets set for different target audiences – 2010 target of 100% sustainable procurement within central government and municipal authorities aiming for 75% by 2010 and 100% in 2015.</p>	 <p>Targeted at the whole public sector, with Institutions required to document that they have taken environmental criteria and lifecycle costs into account.</p> <p>Aim clearly outlined as minimising the impact of government procurement and encouraging innovation.</p>	 <p>A clear outline of the intended audience and the objective is given.</p> <p>Aim is to increase use of environmental requirements in public procurements at government, municipality and county level.</p>	 <p>The key motivation is to reduce the impact of Government operations and in terms of procurement to make the UK among the EU leaders in sustainable procurement.</p> <p>Target audience is central government departments and its implementation agencies.</p>
Stakeholder Involvement	 <p>Wide consultation undertaken on the development of the NAP, which forms the basis of the scheme (11 workshops, 250 representatives).</p> <p>Stakeholders from a range of organisations, including ministries, regional and local government, chamber of business and other technical experts.</p> <p>Public consultation undertaken – gained input from wider businesses.</p>	 <p>National advisory bodies consulted on the methodology development process, while criteria were consulted on by a range of stakeholders, and will be consulted on again.</p>	 <p>Stakeholder involvement during development of scheme.</p> <p>Panel for green procurement established – 14 organisations from public and private sector provided the main input in the scheme development.</p> <p>Partnership established between the Ministry of the Environment and key cities.</p>	 <p>A stakeholder working group was established to develop a strategy, from which the resolution for GPP/SPP was developed.</p> <p>Range of stakeholders (academia, enterprises and NGOs) engaged through seminars and workshops.</p>	 <p>Two levels of consultation – one with external public and private stakeholders, the second with internal stakeholders.</p> <p>Feedback from stakeholders used to develop the scheme.</p>	 <p>All government initiatives include stakeholder consultation; however the criteria development for GPP has no formal stakeholder involvement.</p> <p>There is a formalised process for criteria development for the Blue Angel Ecolabel.</p>	 <p>Consultations take place with stakeholders (procurers, suppliers and branch organisations) throughout the process.</p> <p>No extensive market research was carried out before developing the scheme.</p>	 <p>A procurement panel (public procurers and representatives from environmental organisations, ecolabelling and suppliers) contributed very strongly to the action plan.</p>	 <p>Various government stakeholders consulted and action plan presented to Parliament.</p> <p>Its content agreed following a consultation process with all sectors of society, both in the public and private domain.</p>	 <p>Targets and criteria development include stakeholder involvement and consultation.</p>

	Austria	Belgium	Denmark	Finland	France	Germany	Netherlands	Norway	Sweden	United Kingdom
Communication	 <p>Variety of communication methods used to raise awareness of the scheme, including newsletters, events/fairs on GPP/SPP, and use of the internet.</p> <p>Existing network of procurers used to disseminate and exchange information – includes the FPA and provinces.</p>	 <p>General procurement information is communicated to public procurers through leaflets, a helpdesk and website with bi-monthly presentations on the scheme itself.</p>	 <p>Focus of the action plan is on dissemination of information and awareness raising.</p> <p>Website and events used to promote the scheme.</p> <p>Panel and partnerships allow effective exchange of information.</p>	 <p>Currently much GPP information is available through a subscription only website.</p> <p>Information seminars and educational sessions run during the past year.</p>	 <p>GEM-DD guides are available through online media. One press conference referenced.</p> <p>Etat Exemplaire circulated to all ministries in 2008.</p> <p>Local authority networks used to advance the aims of the Scheme.</p>	 <p>All communication is web-based (<a href="http://www.blauer-engel.de">www.blauer-engel.de</a> or <a href="http://www.beschaffung-info.de">www.beschaffung-info.de</a>)</p> <p>Points for internet communications have been awarded in the section on Criteria as this is the focus of the websites.</p>	 <p>Various methods used to communicate with existing and new stakeholders including: newsletters and seminars; information sent to listed interested parties, directed communications from ministers to procuring authorities, monitoring, the criteria documents and supporting instruments; inclusion of training material in student procuring courses; information shared with advisory companies and consultants.</p>	 <p>Public procurement networks are used, together with County level steering groups.</p> <p>Product criteria available online.</p> <p>Helpdesk available at County level.</p>	 <p>Online sources and helpdesk.</p> <p>Conferences and road-shows used to communicate GPP to a wider audience.</p> <p>Procurers, purchasers and suppliers all attended the large annual conference.</p>	 <p>Variety of communication routes, including website, stakeholder events, procurement professionals' networks, newsletters.</p>
Monitoring	 <p>Data on procurement by ministries collected by FPA, but no systematic monitoring currently in place.</p> <p>National monitoring is planned under the NAP, due to start in 2010/11, and will occur every three years.</p> <p>Parameters to be monitored include website hits, discussion forum users, attendance at events and the number of tender documents that include criteria on sustainability.</p>	 <p>Research is currently underway to assist in the development of a monitoring system.</p>	 <p>Monitoring the effects of GPP is not undertaken at a national level. The results of the EU survey are relied upon for this.</p> <p>The knowledge study planned to assess the impact and success of the guidelines and communication methods has been postponed.</p>	 <p>No monitoring has been undertaken, the EU level assessments are relied upon.</p> <p>Mechanisms for monitoring are still under consideration and development.</p>	 <p>Monitoring focuses on the inclusion of one environmental and one social criterion per tender in large procurements (over 90,000 Euros).</p> <p>Financial "bonus-penalty" system was introduced in 2010 to reward the well-performing Ministries and penalise the poorer performing ones.</p>	 <p>No national monitoring has been undertaken.</p> <p>Monitoring of the impact of the new Act Against Restraints on Competition is intended within the current legislative period.</p>	 <p>Monitoring takes place every 2 years on the basis of the 100/75/50% target, measuring the volume of the contracts in Euro's which comply with the criteria as defined within the programme.</p> <p>The House of Commons receives half yearly progress reports on SPP.</p> <p>Recent study on the effect of scheme on the environment and market.</p>	 <p>2010 monitoring exercise identified the proportion of government tenders including environmental criteria, although the focus of the research was to identify how many specify eco-label criteria rather than national procurement criteria.</p>	 <p>A range of monitoring methods used including a qualitative survey of procurements, case studies and interviews.</p>	 <p>Government environmental impacts in general (SOGI) are already monitored and use of the 'buying solutions' criteria is built into procurement requirements against which progress can be assessed annually.</p> <p>A methodology to measure the take-up of sustainable procurement is under development.</p>
Training	 <p>Training and workshops provided for procurers.</p> <p>Procurement Service Austria provides support to procurers and suppliers.</p> <p>Plan to provide additional support to improve knowledge sharing and co-operation at different government levels and between suppliers and procurers as well as awareness raising campaigns and further communication on SPP planned.</p>	 <p>Specific training courses held on the action plan and scheme. Regulatory training on SPP provided to staff annually.</p> <p>Telephone helpline is available and wider PP training is available.</p> <p>Businesses and suppliers can attend the bimonthly presentations and make use of the helpdesk.</p>	 <p>Extensive training programmes for procurers have taken place.</p> <p>No help line available.</p> <p>Private sector organisations involved within the Panel for Green Procurement.</p>	 <p>Seminars provided relating to strategy.</p> <p>No helpline available</p> <p>Additional guidance and support available through the subscription website.</p>	 <p>Helpdesk for general public procurement practice. Not GPP specific.</p> <p>Training courses are provided by the central administration and by ADEME to public purchasers from all administrative levels.</p> <p>Best practise shared through local authority networks.</p>	 <p>Training provided related to non-national level schemes.</p> <p>Political commitment for close cooperation and exchange of good practice between federal and regional governments.</p> <p>Series of training documents provided.</p> <p>20 training sessions provided nationally.</p>	 <p>Training provided to public procurers via local public procurement organisation.</p> <p>Good support for procurers and some support for suppliers.</p>	 <p>Courses, website and County-based support</p> <p>Training courses provided for procurers, suppliers may attend these.</p>	 <p>A helpdesk is provided for procurers and suppliers.</p> <p>Extensive training sessions provided for procurers (3000/yr).</p> <p>Procurers report that training sessions do not cover the topic in depth, however additional online resources are available to aid self-study.</p>	 <p>Training and guidance available from a variety of sources.</p> <p>The OGC Service Desk could direct calls and queries to CESP.</p> <p>Recent dissemination and training given to local government.</p>

Criteria

	Austria	Belgium	Denmark	Finland	France	Germany	Netherlands	Norway	Sweden	United Kingdom
Time to Develop Criteria	 <p>Full criteria development process can be between a few months to more than one year.</p> <p>Development of first draft is from existing sources e.g. ecolabels, and so is rapid, generally just days.</p> <p>Significantly more time is required for dialogue with procurers.</p>	 <p>Clear timescales outlined, implying a medium development time.</p> <p>Draft criteria for 70 product groups drafted in 4-5 months</p> <p>Translation and final editing 4-5 months</p> <p>6 month stakeholder consultation.</p>	 <p>Between 3-6 months for criteria development depending on the product group.</p>	 <p>Between 6-8 months depending on the product group.</p> <p>Update when there is considerable change in the evidence base e.g. legislation updates, ecolabel updates or market situation change.</p>	 <p>The development of the GEM-DD criteria and guides takes at least one year. The validation process requires extra time.</p>	 <p>Blue Angel Ecolabel criteria are developed within a time loop ranging from 3 months to 1 year.</p> <p>GPP criteria are generally based on Blue Angel Ecolabel criteria once these have been developed. This is a rapid process as there is little further stakeholder consultation.</p>	 <p>The previous system took, on average, ten months to develop criteria, but legal assessment often caused a delay or new work had to be done. In the new process, that sort of delay is not anticipated.</p>	 <p>About 25-50 consultant days plus internal time in Difi following up the project and participants in the reference group (unpaid).</p>	 <p>Criteria development 6-12 months depending on the complexity of the product.</p> <p>Updating takes place every 3 years. A shorter interval may apply if there is a change to legislation, additional technical findings or new scientific endeavours.</p>	 <p>6-12 months for each product group for a new product. 3-6 months for a revision.</p>
Evidence Base	 <p>Use ecolabels and LCA/LCC to develop criteria.</p>	 <p>Based on ecolabels.</p> <p>Check criteria are up to date yearly.</p> <p>Provision of LCC study in the NAP.</p> <p>Market analysis undertaken to check availability against draft criteria.</p>	 <p>Life cycle approach used.</p> <p>Documents developed by consultants, usually experts in LCA.</p> <p>Documents use ecolabel criteria or other product criteria e.g. Energy Star where available.</p> <p>Market research undertaken.</p>	 <p>Use feedback from previous similar criteria.</p> <p>Legislation, Ecolabels, LCA used where available.</p> <p>Market analysis done in criteria development phase.</p>	 <p>Scientific evidence from existing studies and notably from LCAs is used.</p> <p>No specific market research or analysis is undertaken due to the financial costs and the length of time that would be required for such an activity.</p>	 <p>LCA data is always used from the Blue Angel Ecolabel process and other ecolabel studies together with market research.</p> <p>UBA website lists references, but not within tender recommendations document and refers procurers on to Blue Angel documents.</p>	 <p>Based on nationally defined priorities and common sense, making use of existing LCA studies if available, expert opinions and stakeholder experiences.</p> <p>Ecolabels and LCA only used where already available.</p>	 <p>Literature search, ecolabelling systems (in particular Nordic Swan), EU criteria, LCA studies.</p> <p>If an LCA is available it will often be used as the basis for identifying hotspots.</p>	 <p>Information taken from market analysis, environmental review, LCA compilation, stakeholder analysis and procurement law considerations.</p>	 <p>Expert consultants are commissioned to form an evidence base from sources such as LCA data.</p> <p>Based on national priorities in relation to GHG emissions, energy efficiency, waste and water usage.</p> <p>Impact assessment performed considering potential impacts on the market.</p>
Stakeholder Involvement	 <p>All criteria finalised by a steering committee.</p> <p>Stakeholders identified and process defined, including workshops and written correspondence to understand what is feasible both technically and politically.</p> <p>Range of stakeholders involved for ten workshops, including procurers, chamber of commerce, environmental experts.</p>	 <p>Six month stakeholder consultation period - currently assessing comments received from this on draft criteria documents.</p> <p>Range of stakeholders consulted, including businesses, environmental groups and social NGOs.</p>	 <p>Reference is made to a two-step consultation approach: on an initial draft and then on an updated version.</p> <p>Range of stakeholders involved, including NGOs and industry.</p> <p>Identify early engagement as being vital.</p>	 <p>Suppliers and technical experts were consulted for market analysis.</p> <p>Experts and suppliers were consulted on the criteria and experts addressed received comments.</p> <p>Where necessary a second draft and consultation is undertaken.</p>	 <p>Consultation on criteria developed through GEM-DD process but not through "Etat Exemplaire" for specific product groups.</p> <p>No specific events for suppliers and procurers when new criteria developed.</p> <p>Recognition that suppliers should be involved to assess feasibility of criteria.</p>	 <p>All government initiatives include stakeholder involvement.</p> <p>There is an informal process with informal stakeholder consultation in the criteria development phase for GPP.</p>	 <p>Public meeting held to discuss process for criteria development and composition of the workgroup, including stakeholders.</p> <p>Workgroup meetings result in a draft criteria document, which is communicated to all stakeholders.</p>	 <p>Reference group and supplier networks consulted and public hearing used.</p> <p>Feedback is incorporated into criteria.</p>	 <p>Strong focus on identifying key stakeholders in public and private sector, and gaining their involvement in the working group.</p> <p>Draft documents also opened up to consultation.</p>	 <p>High level of stakeholder engagement at various levels, including supply chains and public procurers.</p> <p>Additional 4 week public consultation open to all.</p> <p>Criteria revision takes into account advice from suppliers.</p>

	Austria	Belgium	Denmark	Finland	France	Germany	Netherlands	Norway	Sweden	United Kingdom
Communication	 <p>Criteria available through website.</p> <p>New criteria communicated through information networks, procurement platforms, newsletters and events.</p>	 <p>Guidance documents are provided for all product groups - available through the website.</p> <p>Other methods of communication are primarily used to promote GPP generally, rather than criteria specifically.</p> <p>Communication of new criteria will become clearer in the future.</p>	 <p>Guidance for small and large procurement is available on the website.</p> <p>Short summary guides available to make the criteria more accessible.</p> <p>Other key GPP news is communicated through partnerships, networks and co-operation platforms.</p>	 <p>Criteria currently only available through subscription website - intention to set up free website/databank, but not available yet.</p>	 <p>Most communication is through web based sites.</p> <p>Local authority network used to raise awareness, representing approximately 300 local authorities, although it is not clear to what extent this reaches beyond the existing contact list.</p> <p>Bonus penalty scheme introduced to encourage take-up.</p>	 <p>Variety of vehicles used to communicate existing criteria to new and existing contacts, e.g. website, newsletter, PR activities.</p>	 <p>Various methods used to engage with various stakeholders including public meetings, website and emails. Very transparent process.</p>	 <p>Internet site and news (e-mail to many public procurers) plus outreach through the county focal points.</p> <p>Contact with the supplier networks .</p>	 <p>SEMCo publish all related documents at <a href="http://www.msr.se">www.msr.se</a>, including criteria, motive and background documents, answering forms, guidelines, and reports.</p> <p>Other methods of communication include regional seminars, open conferences, dissemination at political party events and distribution of information through the Confederation of Swedish Enterprises</p>	 <p>Methods of communication include the website which contains the criteria documents, stakeholder events, procurement professionals' networks, newsletters and directed email alerts to central government procurers and industry stakeholders.</p>
Level of Uptake	 <p>Current level of GPP indicated as 50% (before the implementation of the National Action Plan).</p> <p>EU level monitoring shows that based on procurement value uptake is 52%, while based on the number of contracts it is 62%.</p>	 <p>Have an aim of 50% in all federal public procurement by 2011.</p> <p>Monitoring/assessment against this target is underway.</p> <p>Current levels of use are not clearly established as Belgium was not involved in the last EU level monitoring assessment.</p>	 <p>The level of GPP was 42% based on the number of contracts, according to the last EU study, while it was 59% for value of contracts.</p>	 <p>EU assessment indicates a GPP level of 50% based on the number of contracts awarded, or 43% for procurement value.</p>	 <p>In 2008, 2.1% of contracts from national, regional and local authorities (equal or above 90,000 Euros) included environmental criteria (up from 1.3 % in 2007) and 1.5% included social criteria.</p> <p>France was not involved in the EU assessment of GPP achievement,</p>	 <p>The EU level assessment revealed that 30% of all German procurement can be considered "green" when counting the value of the contracts. By counting the number of the contracts, 46 can be considered "green".</p>	 <p>National 2008 figures:</p> <p>Central government: over 50% of the purchasing volume was sustainable and in number of contracts 65%.</p> <p>Decentralised governments: about 40% of the purchasing volume.</p> <p>According to the EU level assessment 27% of public procurement in the Netherlands can be considered "green" based on the value of contracts, or 50% when the number of contracts is assessed.</p>	 <p>65-70% of public tenders contained environmental criteria in 2009.</p> <p>Greater proportion of national government tenders than local authority tenders.</p> <p>Norway was not involved in the EU level assessment of use of GPP criteria in public procurement.</p>	 <p>County Councils 94% GPP, Municipalities 84% GPP and state agencies 80% use some form of GPP.</p> <p>Use of SEMCo's procurement criteria has increased from 42% in 2004 to 57% in 2009. County councils and municipalities utilise them more (89% and 75%, respectively) than the public authorities, where only 27% of procurement units make use of the criteria.</p> <p>EU level assessment demonstrates that the level of GPP use is 49% based on the value of contracts issued, or 61% based on the number of contracts released.</p>	 <p>Government statistics show most Departments are participating at central levels. There is no regional or local information.</p> <p>EU level assessment of the use of GPP criteria demonstrate that based on the value of contracts let the UK achieved 75% GPP, while based on the number of contracts released, this was 59%.</p>
Compliance and Verification	 <p>Verification requirements clearly indicated against each criteria.</p> <p>Linked to ecolabels where appropriate.</p> <p>Indicate where information for verification may be obtained e.g. safety data sheets.</p>	 <p>Part of the methodology ensures basic criteria are easily verified.</p> <p>Clear details regarding verification for basic level provided in criteria documentation. No specific detail on compliance of award criteria given in criteria documents.</p>	 <p>Procurers are directed to relevant Ecolabels for each product group, both for criteria and for verification of the criteria.</p>	 <p>Guidance is provided for verification, and directs procurers towards ecolabels or similar quality labels.</p> <p>Criteria documents only available through subscription website – significantly hinders suppliers access to this information.</p>	 <p>Proof of compliance based on ecolabels or technical reports given by suppliers.</p>	 <p>Depending on the importance of the criteria and the availability of measuring methods, both systems (Ecolabel and GPP) use manufacturer's declarations, independent and accredited test laboratories.</p> <p>Guidance documents give details of ecolabels, and their requirements, as well as discussing the tender recommendations and how these can be verified.</p>	 <p>Minimum requirements refer, where possible and available, to elements of an ecolabel, a % target or a European norm.</p> <p>Functional criteria are sometimes applied, using LCA-calculation-instruments and energy labels.</p> <p>All criteria include suggestions for means of proof and suggestions for verification of means of proof.</p>	 <p>Do not require third party verification, but try to make it easy (for everyone) when this is available (e.g. labelling).</p> <p>Criteria are followed by details of the verification requirements, e.g. which ecolabel will confer the requirements.</p>	 <p>Verification can be a third-party verification, for example, environmental labelling or EPD. Other examples of verifications are second-party verifications or self-declarations from a quality or monitoring system.</p> <p>Details and guidance for verification requirements are given after criteria.</p>	 <p>There is verification guidance in relation to some product groups (timber, construction, energy-using products), while the EU GPP Criteria is referenced for others.</p>

	Austria	Belgium	Denmark	Finland	France	Germany	Netherlands	Norway	Sweden	United Kingdom
Ambition	 <p>Core standards are to be adopted as part of the NAP, with a 95% target.</p> <p>Indicate that criteria developed on a regional level mostly go beyond the basic requirements and that procurers are free to use more ambitious criteria (voluntary basis).</p>	 <p>The use of up to date ecolabels should ensure the level of ambition is high.</p> <p>Basic, medium and extended criteria are available.</p> <p>Criteria use is mandatory but not policed.</p>	 <p>Central government institutions are obliged to incorporate some form of environmental criteria, but are at liberty to select which criteria to include. Therefore different levels of criteria in use.</p> <p>Based on ecolabel / LCA approach which should ensure a relatively high level of ambition.</p>	 <p>All central ministries will be required to take environmental requirements into consideration by 2015 at the latest, and it is recommended that the regional and local government use the scheme.</p> <p>Criteria are voluntary.</p> <p>Use ecolabels, which it is assumed will ensure a relatively high level of ambition.</p> <p>One level of criteria is used.</p>	 <p>GEM guide criteria are voluntary, although incentives exist for compliance.</p> <p>Etat Exemplaire contains objectives for each product category, together with indicators and connected bonuses.</p> <p>Do not have a national level SPP objective except the one contained in the National Action Plan about France joining the best performing Member States.</p>	 <p>GPP product criteria aim to cover the top 20-30% of products on the market.</p> <p>GPP criteria have 1 level of criteria requirements.</p>	 <p>Criteria consist of mandatory minimum criteria and voluntary award criteria which intend to stimulate frontrunners and innovation.</p> <p>Top 25% of market targeted by award criteria.</p>	 <p>One level of criteria and minimum requirements can be set.</p> <p>Level of ambition varies by product group depending on the market situation, level of requirement and the market availability of the product.</p>	 <p>3 levels of criteria: Basic, Advanced (comprises products that fulfil the top 25% of the market) and Spearhead criteria (comprises products that are in the front line with current environmental technique, i.e. BAT: Best Available Technology).</p>	 <p>Use of minimum criteria is mandatory, while voluntary best practice has criteria for products in the top 10-15% of the market.</p>
Scope of Criteria	 <p>Focus on key environmental criteria.</p> <p>No social criteria – under development through an expert group in 2010/11.</p> <p>Include aspects that are easily verified.</p>	 <p>Basic criteria may not include all key environmental impacts, as ease of verification is used as a selection parameter.</p> <p>Advanced criteria covering all key environmental impacts are available for those who wish to use them.</p> <p>Some product groups cover both environmental and social criteria - depends on scope of ecolabel used for criteria development.</p>	 <p>Environmental and energy criteria are taken into account, depending on the product group.</p> <p>Social criteria are included within the Action Plan on CSR and mandatory for state procurement.</p> <p>Guidelines/criteria focus on the key environmental impacts from all those identified in the background documents.</p>	 <p>Cover a range of environmental criteria including energy, climate impact, resource use etc.</p> <p>Do not cover social criteria.</p>	 <p>Scope of criteria cover a range of aspects including hazardous substances, waste emissions, supply chain concerns as well as a number of social aspects if relevant to the product group.</p>	 <p>Wide coverage.</p> <p>Most criteria come from the UBA and are based on the Blue Angel Ecolabel.</p> <p>Social aspects may be considered for future criteria.</p> <p>Obligatory use of LCC at central level.</p>	 <p>A limited number of criteria per group through prioritisation.</p> <p>Social criteria have been agreed upon at government level but not rolled out to procurers yet – due to happen by the end of 2010.</p>	 <p>Environmental criteria cover a variety of topics, including climate impacts, chemicals and biodiversity (where applicable).</p>	 <p>Many environmental areas covered.</p> <p>Social aspects are not included.</p>	 <p>Product groups have been chosen for their environmental / financial impact, scope for environmental improvement and political or example-setting function.</p> <p>Some social criteria are included in relation to timber and timber utilising products.</p>