

ICLEI European Secretariat, Eco-Procurement Programme

Study contract to survey the
state of play of green public
procurement in the Euro-
pean Union

Final Report

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This survey has been funded by the European Commission, DG Environment, Unit G.2 Industry. Important disclaimer: the publication of these results does not imply that the European Commission endorses the practices of the Member States surveyed or the responses received from the latter, nor accepts or condones them from a legal point of view.

ICLEI is a world wide association of 390 local governments (among them 190 in Europe) dedicated to sustainable development. ICLEI's mission is to build and serve a world wide movement of local governments to achieve tangible improvements in global environmental conditions through cumulative local actions. ICLEI forms a global network of cities and coordinates regional campaigns and subject-oriented networks. ICLEI's offices on all continents serve as technical assistance and training agencies. Having originally proposed Local Agenda 21 to the UN Conference on Environment and Development in Rio de Janeiro in 1992, ICLEI today is the leading inter-municipal clearinghouse on local sustainable development and Local Agenda 21 issues. Other activities include the Cities for Climate Protection Campaign, the Water Campaign and the development of environmental management instruments for local authorities.

Besides these topics, European ICLEI members have voted Eco-Procurement to be one of the top five issues for global action of local government. ICLEI has therefore launched the European Eco-Procurement Initiative, including the EcoProcura Conferences, the "Buy it green"-Network of procurement professionals in Europe (BIG-Net) and a number of projects.

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1 Introduction and objectives of the study

Green procurement, the integration of environmental requirements into public purchasing contracts, has been an occurrence in some of the Member States from as early as the 1980's. It is a field that is key to achieving more environmentally responsible economies and has long been recognised and recommended through the concept of sustainable development in guiding documents used in the Agenda 21 process.

The inclusion of green procurement as part of the development of environmental policies is increasing in the European Union. But until recently, this has not been accompanied by the collection of the information required in order to accurately analyse the impact of the actions already being taken in this area and the potential that remains ahead. This information is particularly significant for policy makers as this form of procurement continues to grow in the level of its political and practical importance. The RELIEF research project, an action under the "Cities of Tomorrow" section of the Fifth Framework Programme, aims to fill several of the information gaps. The present study aims to complement the RELIEF project, by also providing quantitative data on the numbers of authorities currently active in this field, and the extent of their actions. The objective of the study is to provide a snapshot of the state of play of green procurement actions and policies implemented by public authorities across the Member States of the European Union. The outcome should enable a clearer understanding of what the needs are regarding improved targeting of future awareness raising schemes by policy makers and other relevant actors.

For the purposes of this study, public authority is defined as any institution of the state that when procuring goods, works or services must do so according to the public procurement Directives 92/50 EEC, 93/36 EEC or 93/37 EEC. It does not include public utilities covered by Directive 93/38 EEC. Public purchasing covered in this study includes all procurement of goods, works and services by such public authorities, above or below the thresholds set.

The publication of these results does not imply that the European Commission endorses the practices of the Member States surveyed or the responses received from the latter, nor accepts or condones them from a legal point of view.

2 Methodology

The methodology used to carry out the present study contract on evaluating the state of play of green public procurement in the European Union consisted of the application of a number of steps. The given methodology follows the indicative standards introduced in Section 4 of the Technical Annex accompanying the previously mentioned call for tender.

2.2. Constitution of a sample and collection of contact details

As a first step in the methodology, the target group was defined in order to ensure the efficient collection of addresses and contact details. As a first priority, contacting the Head of purchasing departments or Purchasers belonging to any green procurement department was sought. In cases where the contact details of the previous were not obtainable, or in the case where the public authority did not have a defined purchasing department, the scope of the target group was widened to include heads of administration and environmental administrations (please also refer to part 2.5 of the methodology).

Upon the collection of contact details, equal focus was placed on geographical coverage, ensuring coverage of the whole European Union, size, level of action (that is, local, regional, central) and the function of the authority. This approach was applied in as far as possible.

The collection of 4000 contact details (at first instance) was achieved through a variety of means. Contacts from the European Local Government database “*elgo*” (HS Financial Publishing Ltd) were purchased by ICLEI. National purchasing associations in each of the Member States (except for Luxembourg) were contacted by ICLEI also. The associations were approached for the purposes of obtaining contact details, as a result of their membership, and also to verify translations and content (regarding the national conditions), specifically regarding question 4 of the first questionnaire – budgetary significance of procurement (please see Annex 1 and 2 for questionnaires) of questionnaires, prepared at a later stage. They were also offered the opportunity to collaborate in the present study, by having their logo printed on the questionnaires. Being reduced to a sample of three addresses and having received no answers, Luxembourg was de facto not included in the survey.

2.3. Questionnaires

The second step in the methodology involved the design and preparation of the questionnaire(s) used to carry out the survey. The questionnaire was prepared in consultation with the contracting authority. For the purpose of an efficient data collection, a short and simple questionnaire (3 pages in length including definitions) principally inquiring about green purchasing practices in the authority and budget information was sent to the 4000 public bodies identified. This questionnaire (questionnaire 1) was intended to filter those authorities involved in green procurement and to collect financial information intended to compare with national statistics, while at the same time, fulfilling the requirements of contacting a representative sample. It was hoped that the relatively short length of the first questionnaire (3 pages including glossary) would also serve to encourage more answers from respondents. A second and

more detailed questionnaire (questionnaire 2) was then sent to those respondents involved in green purchasing. The latter comprised of questions to evaluate specific environmental criteria in calls for tender related to a particular product group, use of ecological labels and environmental management systems and other issues pertaining to green purchasing.

An introductory letter explaining the aim of the study and for whom it is being carried out on behalf of (that is, the European Commission and the name of the national purchasing association, if also collaborating) was sent together with questionnaire 1. Explicit reference was made in the letter to the confidential nature of the information provided. A list of definitions for specific terms was also written, to assist with misunderstandings, and added to the end of the first questionnaire (please refer to Annex 1 for the introductory letter and list of definitions).

An authority identity code (ID) corresponding to a particular authority was allocated in order to identify numerous responses from the same authority, perhaps from various departments.

The texts sent to each public body targeted were translated into their respective national language. That is, translations were made into the 11 official EU languages. The latter were done through ICLEI staff capacities and through translation services.

The questionnaires were then sent to a sample of participants in the “Buy it Green” –Network of Municipal Purchasers in Europe (BIG-Net) once the translations were done. This was done for the purpose of testing the understanding of the overall context of the survey, the questions asked and also to evaluate the quality of the translated text in relation to the context.

In order to incite maximal participation in the survey reference to a lottery of prizes for respondents to questionnaires was also made on the introductory letter. The prizes offered aim to offer a personal incentive to the individual answering the questionnaire. The latter are prizes amounting to a total of 500 Euros, namely 50 LED key rings and 20 super-efficient torches. The plan to offer one main prize of high value was dismissed as a solution for a non-monetary prize, suitable for everybody in Europe, could not be found. A monetary prize was not seen as appropriate, considering that acceptance of “monetary-gifts” is a very touchy issue in public administrations.

The first questionnaire was sent via postal mail. The method of sending the second questionnaire was then dependant on the method in which the first questionnaire was received. That is, if the first questionnaire was received via fax the second questionnaire was sent via fax. A professional faxing service was used for the latter due to the high number of questionnaires received via fax. Reminder messages were sent via electronic mail for both questionnaires a short time before reaching the original return date for the questionnaires. The original deadlines were also extended by one week for questionnaire 1 and 12days for questionnaire 2. Mail-Merge software, enabling the preparation of serial letters, was used for all electronic mail outs.

The entire survey was also made available for online completion, shortly after the postal and electronic mail out, in the English, Spanish, French, German and Italian languages. These languages were chosen on the basis of language com-

mands of ICLEI staff and also according to the national language needs, for instance, people living in Scandinavian countries tend to generally have a relatively good command of the English language. The online survey includes an introduction to the study, section on frequently asked questions (in the English language only), and availability of both questionnaires to be completed either online or downloaded in Adobe Acrobat format.

2.5. Adaptations of methodology

Some provisions in the methodology were made in case specific situations arose at certain stages of the study (fallback plans). More specifically, this was done in part 2.2 of the methodology, where the scope of contact details used were widened in cases where there was a lack of contact details obtainable for procurement officials in a particular country, and/or where the procurement department was not clearly defined or did not exist within a particular public body. Where the previous scenarios occurred (as also stated in part 2.2), contact details of people working for the environment (due to their expertise in environmental issues), treasury/finance (through their expertise in budgetary issues) and public relations (due to their general responsiveness and general ability to find the information requiring communication) departments were used.

Lastly, follow up calls were made in cases where there was an insufficient number of responses once the deadline set for questionnaire 2 had passed.

3 Results

Following are the national purchasing associations that collaborated in carrying out the present study:

- Vereniging inkoop Bedrijfslogistiek (VIB) – Belgium (Flemish)
- Indkøbsservice (IKA) – Denmark
- Compagnie des Dirigeants d'Approvisionnement et Acheteurs de France (CDAF) – France
- Hellenic Purchasing Institute (HPI) – Greece
- Nederlandse Vereniging voor Inkoopmanagement (NEVI) – Netherlands
- Duurzaam Inkopen – Netherlands
- Associacao Portuguesa de Compras E Approvisionamento (APCADEC) – Portugal
- Asociación Española de Responsables de Compras y de Existencias (AERCE) – Spain
- The Chartered Institute of Purchasing and Supply (CIPS) – United Kingdom

The logos of each of these associations were printed on the corresponding introductory letters of their respective countries, the exception being the logo of Public Purchasers in Europe (PPE) which was included on all letters.

A summary of the survey results is presented in **Table 1**.

	Sent Q1 (A)	Q1 returned (B)	(B)/(A)	Inserting environmental criteria (C)	(C)/(B)	Q2 returned (E)	(E)/(C)
European Union	6342	611	10%	520	85%	200	38%
Austria	145	32	22%	27	84%	9	33%
Belgium	156	34	22%	30	88%	12	40%
Denmark	166	48	29%	46	96%	12	26%
Finland	75	21	28%	21	100%	10	48%
France	1906	43	2%	23	53%	12	52%
Germany	844	127	15%	121	95%	56	46%
Greece	470	8	2%	3	38%	3	100%
Ireland	38	19	50%	14	74%	6	43%
Italy	470	41	9%	29	71%	9	31%
Luxembourg	2	1	50%	1	100%	1	100%
Netherlands	248	27	11%	23	85%	11	48%
Portugal	369	12	3%	9	75%	6	67%
Spain	565	32	6%	20	63%	8	40%
Sweden	348	87	25%	85	98%	25	29%
United Kingdom	540	79	15%	68	86%	20	29%

Table 1: Summary of results (numbers and percentages) as at 9 July 2003 at the European Union and Member State level

4 Discussion of implementation

The sample size of some countries, namely Greece, Portugal, Spain, France and Italy was increased before the initial return date set for the first questionnaire was reached. This was done, after updating the contracting authority on the results achieved so far, due to the relatively low number of responses received already for the mentioned countries (the sample size used for Spain, Portugal and Greece was also relatively small). A variety of ICLEI's channels were used to distribute questionnaires and obtain new contacts (the majority of new contacts being local authorities). Questionnaires were distributed via the Coalition of 21 Municipalities in the Athens Region (Greece) and the Local Agenda 21 Network of Italian Authorities. The new contact details received were sent the first questionnaire at first instance via electronic mail and fax (through a professional fax service). A total of 2224 new authorities were contacted for these four countries (that is, France, Spain, Greece and Portugal).

4.1 Identifying budget indicators

Research into identifying appropriate budgetary indicators that could be used in the first questionnaire was undertaken during the initial stages of the study in a series of steps. National EUROSTAT offices were contacted in order to find out what information was collected on public finance for the whole government sector (general government). The purpose of collecting public finance indicators was to determine the relevance of green procurement in relation to public authorities' total expenditure in goods, works and services. In turn, this would enable cross-country analysis of the figures received by public administrations answering questionnaires to be made. The conclusion from this exercise was that large disparities between national accounting structures and EUROSTAT accounting structures made it unworkable to find appropriate budgetary indicators at the Member State level that could be used for this survey.

As a next step, the national statistical offices of the 15 Member States were contacted to find public finance indicators collected for the general government sector. The result from successful inquiries was that information reported and gathered for the latter was highly detailed and lengthy and could therefore not be appropriately formulated into questions suitable for this study. Budgetary indicators used to aggregate information collected were found to be too broad (in their aggregations) and hence also not suitable for the purposes of this study. The final decision to ask public administrations to provide figures for "intermediate consumption" and "gross fixed capital formation" was made after discussions with experts working for national statistical offices. Figures for intermediate consumption and gross fixed capital formation are reported by EUROSTAT for all Member States. Although figures for the mentioned indicators are not collected by public administrations, as such, it was assumed that generally financial officers would be capable of discerning what was required. Therefore, the two indicators used in the first questionnaire were, in theory, reliable proxies for enabling a subsequent

cross-country analysis of public administrations (in terms of budgetary importance) including environmental criteria into calls for tender.

Furthermore, a figure for total expenditure was also asked for in the questionnaire as a second proxy for evaluating budgetary importance. However, the suitability and relevance of this information for the purposes of this study would not have been as good as the other two proxies.

Following the mailout of the first questionnaire, a large number of inquiries were received from public administrations regarding the budgetary question. The phone calls and general correspondence (including comments on questionnaires returned and letters sent) received from the first phase of the survey, concerned questions and issues with the provision of the financial information. Regarding the quality of the figures received, the authorities that responded positively to inserting environmental criteria into calls for tender, 40% of them (on the EU level) provided financial information that could be analysed. From the results and inquiries received it can be deduced that in many cases this particular question posed a problem for respondents to accurately answer. Generally, this involved communication between finance and procurement/environmental departments, hence requiring a more co-ordinated approach. This approach can result in time delays, or can simply pose as a deterrent or a general burden on the willingness of the person responsible (or person who received the questionnaire) to complete the questionnaire. Furthermore, the first questionnaire was sent with a return date that was within the first 2 months of the year. This is precisely the time when financial departments from most public administrations are engaged in finalising the previous accounting year and their budgets, thus having less time and resources to handle other requests.

4.2 Turnout of the second questionnaire

The second phase of the current study was significantly more detailed (in terms of the content of the questions asked), lengthier and therefore more time consuming than the first phase. The results presented in table 1 also support this argument. 38% (or 200 responses) of public administrations who had answered the first questionnaire and had positively answered to including environmental criteria into calls for tender, responded to the second questionnaire. Despite this overall turnout being excellent, the majority of the results from Member States rather give a good indication than a reliable result (Germany, Sweden and the United Kingdom being the exceptions). In co-ordination with the contracting authority the focus of follow up activities was put on achieving the best coverage of different member states possible. Less priority was given to ensure the variety in terms of the size, sector of government and range of functions of public authorities.

A meeting between ICLEI and DG Environment took place on 26 May 2003 where presentation of interim results was made. Based on the interim results presented, decisions concerning the follow-up phase of the study contract were made. It was agreed that a targeted approach would be taken to carry out the follow-up phone calls. The approach involved identifying the number of responses received from both questionnaires from each level of government of the Member State. Given the generally low response rate from public authorities on the central/national government level, new contacts for the lat-

ter were established. This was done for all Member States except Belgium, Luxembourg, Netherlands, Sweden and the United Kingdom. Questionnaires were sent via electronic mail to Austria, Denmark, Finland, France and Germany to central government authorities only. Follow-up phone calls were not made to the latter as the overall number of second questionnaires returned was thought to be satisfactory. An intensive follow-up phase was undertaken for the remaining Member States (that is, Greece, Ireland, Italy, Portugal and Spain) due to the low number¹ of second questionnaires returned. This involved phone calls carried out in the national language by professionals experienced with working for ICLEI. Authorities from Greece, Ireland, Italy, Portugal and Spain who had failed to return the second questionnaire were contacted by phone as well as authorities that had also failed to return the first questionnaire. The initial idea of utilising professional calling centres to boost numbers generally was discarded.

In general, the follow-up phone calls made were successful in increasing the number of responses.² The results of the phone calls also revealed that some contact information that had been used (from the elgo database) was at least 2-3 years old. This means that questionnaires did not reach the intended recipients on several occasions.

¹ Second questionnaires received were as follows: Greece (4), Ireland (2), Italy (5), Portugal (6), Spain (8).

² The number of questionnaires received were: Ireland (4), Greece (2), Portugal (2: one being a central government administration) and Italy (1). One questionnaire was received from a Finnish central government administration in the second round of emails sent.

5 Discussion of results

The following section will highlight specific results of the survey and discuss these. Due to the high amount of information collected a discussion of all results found would go beyond the scope of this survey. All results are documented in the statistical annex.

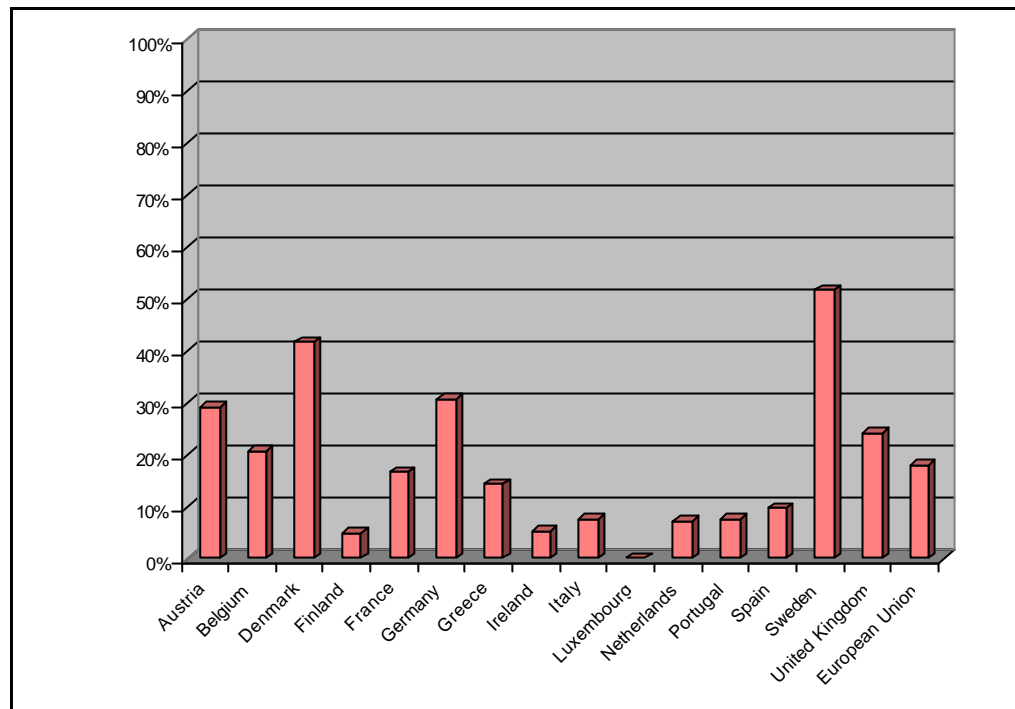
5.1 Application of environmental criteria in procurement

One of the principal aims of the survey presented was to assess the picture of how common green purchasing actually is amongst public authorities in Europe. The contractor made a special effort to achieve a representative picture, by assessing this answer through a first, very brief questionnaire and only asking more detailed questions to those, who had responded positively.

Nevertheless, the result of the survey appears to be rather confusing. A total of 85% of respondents indicated that they do apply green criteria when tendering. Experience tells that this figure is too high. Speculation as to why respondents might overestimate their contribution to green purchasing can be made. But what is certain, is that despite all efforts, there is an apparent bias towards environmentally conscious administrations amongst the respondents. This is underlined by the fact that a disproportionately high amount of responses were received from countries like Sweden, Germany and Denmark.

On this basis, the results of this survey should be treated with care. They are rather interesting when comparing policies in different countries and, if the survey is carried out again at a later point, to compare trends.

In order to obtain a valid picture of the European situation, the contractor suggests closer consideration of the share of public administrations indicating that they are doing green purchasing in more than 50% of their purchases. This is shown in the following graph:



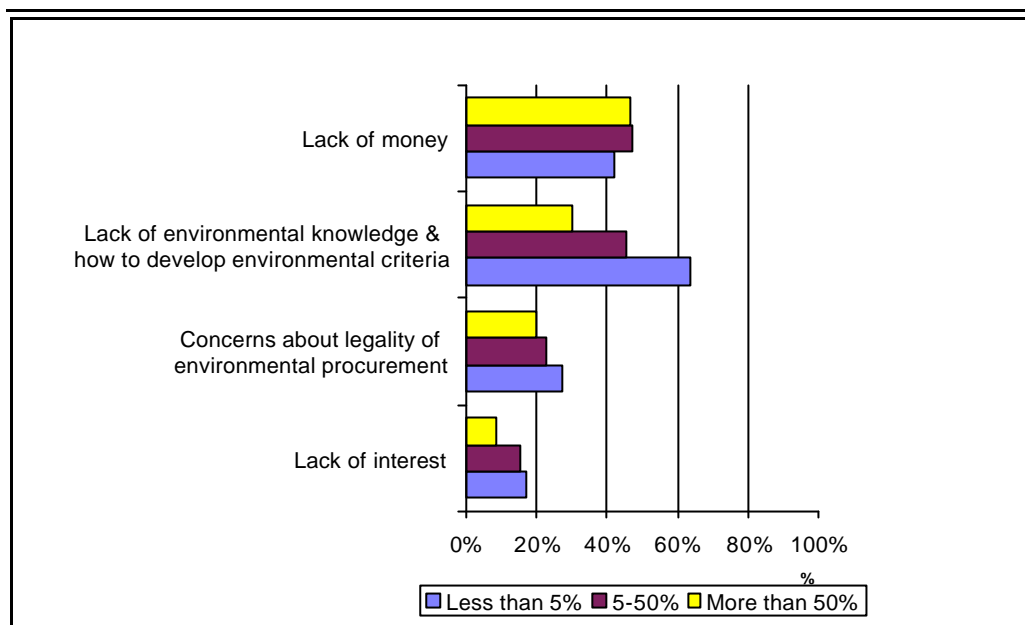
Graph 1: Share of administrations including environmental criteria for more than 50% of purchases

The picture shows that there are two countries that show a high-level of commitment to green purchasing: Denmark and Sweden. Germany, Austria and United Kingdom range above the average of 19% in the European Union.³

5.2 Hurdles and support needed

In order to support future policy making decisions, it is important to know which hurdles are perceived to hinder green purchasing, and how support could be organised to mitigate this. For this reason, the suggested assessment of these particular aspects in the survey. The following two graphs display the results according to the three various levels of green purchasing.

³ In fact, the figure of 19% is calculated as an average of the EU country values. If calculated as an average of the responses received, the figure is 27%.

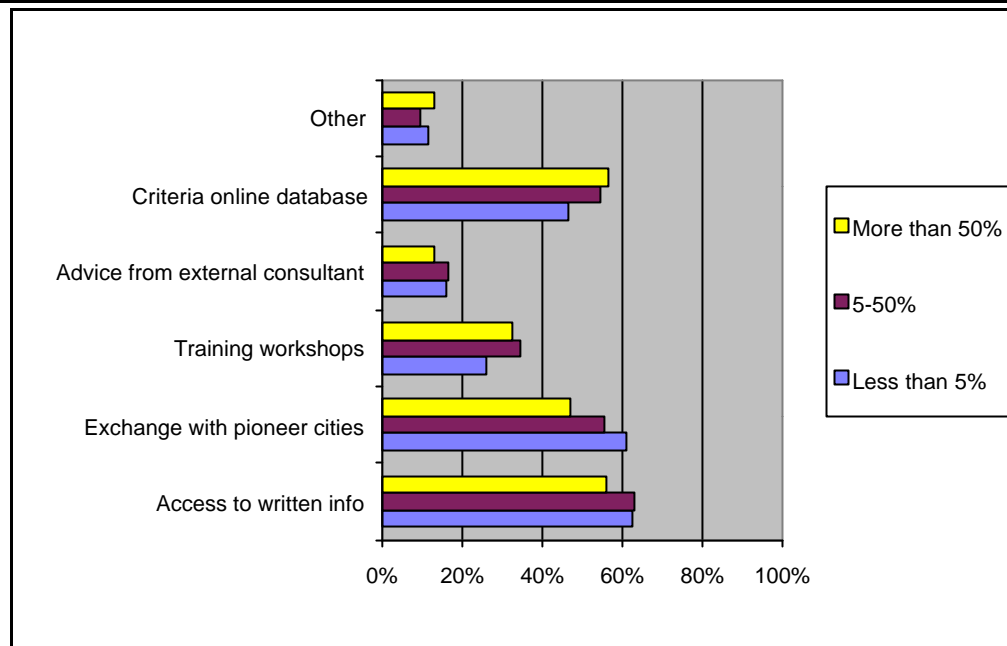


Graph 2: Obstacles in undertaking (more) green procurement in the organisation

The above graph shows that those authorities doing least amounts of green purchasing, that is, less than 5%, have indicated that lack of environmental know-how in developing green criteria is the most significant hurdle in their organisation. This result is not surprising and could also be assumed to be the reason why green procurement is rarely carried out within these administrations. On the other hand, authorities doing larger amounts of green purchasing perceive lack of money as the most significant hurdle. One may assume that this may be due to the least experienced authorities taking a more simple approach to green purchasing in terms of the products purchased and their corresponding financial relevance (for example, purchasing recycled paper compared to green electricity). Also beginners might focus on the products which bring savings with them (e.g. electrical devices, phasing out cleaning substances) while the more advanced face the products which (still) need some investment.

It is encouraging to see that only some 20% of respondents perceive lack of interest and legality concerns as an obstacle to green procurement.

The following graph presents the options of interest which may overcome the above hurdles:



Graph 3: Options that may assist in starting or developing green procurement activities in the organisation, differentiated by current level of green purchasing activities.

It should be encouraging for the European Commission to see that access to written material and an online database for green purchasing were both rated as significantly important for respondents – both of which are currently under development by DG Environment. Another option perceived as important for starting or developing green procurement activities in the organisation is to have an exchange with pioneer cities. All in all, differences between more and less experienced cities do not seem to play such a big role when it comes to support measures.

5.3 Green Purchasing by product

The second questionnaire focussed on the actual product criteria applied throughout Europe. For 10 products commonly bought in public administrations and known to be subject to green purchasing, up to five criteria were provided for selection. Furthermore, respondents were also given the opportunity to list up to two additional criteria.

As shown in **Table 1**, 200 responses were received for this part of the survey, all of them indicating that they are actively applying green criteria. The percentages presented in the statistical annex and in the following paragraphs therefore do not represent public authorities in general, but relate to the fraction already active in green procurement. Respondents that did not answer these product sections were counted as not applying any criteria for this product. Therefore, following figures might underestimate the use of criteria. The figures provide a good indication for most countries, except for Luxembourg and Greece, with only 1 and 3 responses, respectively.

In general, the results indicate that there are large variances with the application of environmental criteria for different product groups in different countries. Values range between “no application” of certain criteria to up to 60%

of public authorities applying criteria. It is interesting to note that there is no single criterion that is uniformly applied throughout one country, or even throughout Europe. On the other hand, criteria were not provided for selection on the questionnaire so that respondents could also indicate if no experiences were reported.

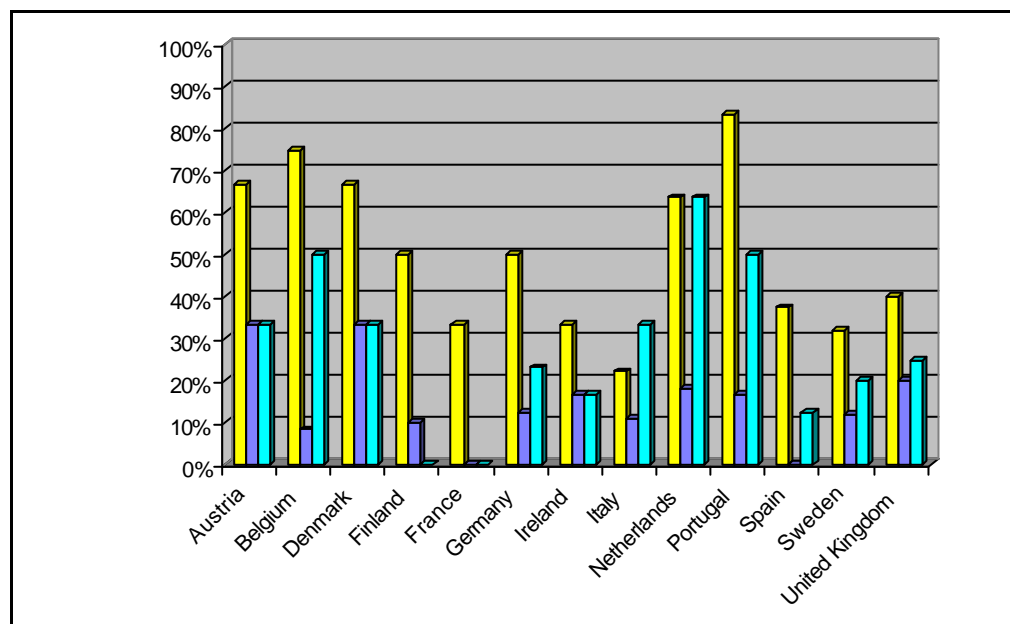
When comparing the use of criteria between different product groups, it can be said that paper, computers and vehicles are ranked the highest with many countries having more than 50% of authorities applying some sort of criteria.

The most interesting conclusions can be drawn from looking at the application of criteria in different countries. This shall be demonstrated for personal computers and for electricity in the following:

Example: Personal computers

The main environmental impact of computers occurs during the use phase of the computer through electricity consumption. Because of this, virtually all computers nowadays have an energy management system, turning the computer into stand-by mode. It is therefore not surprising that in virtually all countries, a high number of authorities indicated that they apply this criterion. The second option for energy saving asked for was that the computer should have a maximum consumption of 5W in energy saving. The last option was to buy energy-efficient flat-screen monitors.

The following graph displays the answers per country:



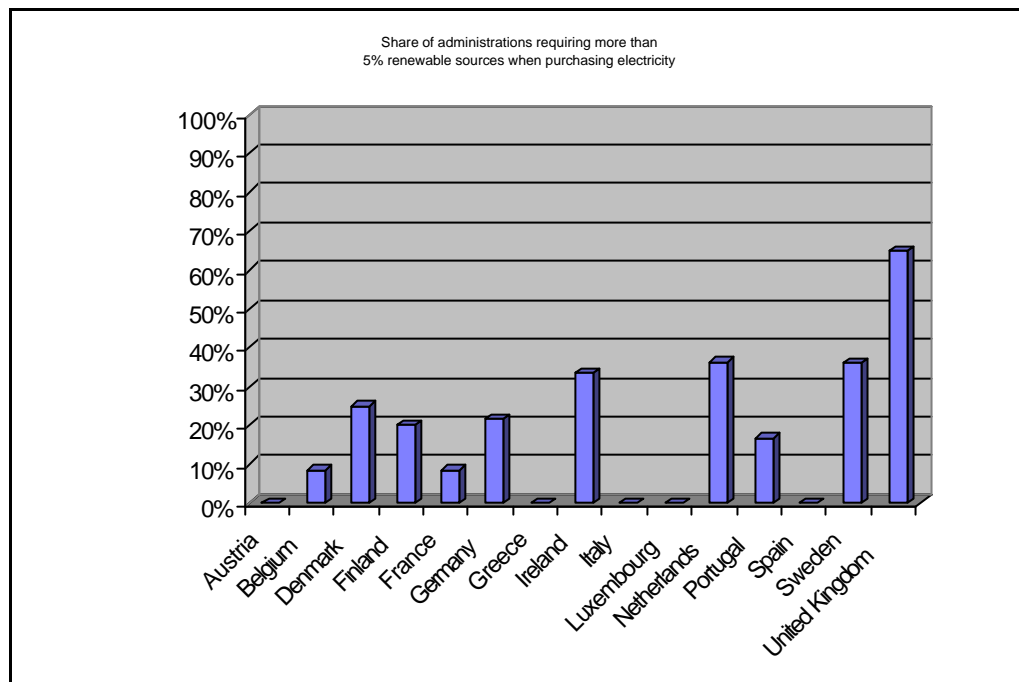
Graph 4: Share of administrations requiring energy-efficiency standards when purchasing Personal Computers (1. Column: Stand-By mode exists, 2. Column: <5W in Stand-By-Mode, 3. Column: Only Flat Screen monitors)

As previously mentioned, in most countries the existence of a stand-by mode is applied as a criterion. The more advanced criteria, though, are applied to a very different extent in different countries. Firstly, it is interesting to see that the “North-South” divide in these questions is not as apparent as may have been expected, particularly with regards to flat-screen monitors. Secondly, it

is interesting to see that choice of monitors, which are still actually more expensive than CRT monitors, seems to be more popular than the more cost-effective energy-saving requirement in some countries. One reason for this might be, that flat-screen monitors do not only offer energy-saving advantages, but also many other advantages.

Example: Green electricity

Public authorities switching from conventional electricity to electricity, which has been produced based on renewable sources, would have huge environmental impacts.⁴ The following graph shows the share of public authorities applying related criteria when purchasing electricity:



Graph 5: Share of administrations requiring more than 5% renewable sources when purchasing electricity

Firstly, purchasing green electricity is much less common in Europe than, for example, personal computers. Secondly, it is interesting to see that this is common practice particularly in the UK and to a certain extent in Ireland, Netherlands and Sweden. In all other countries, less than 20% purchase green electricity. Also, it is interesting to know that many of these countries have not liberalised their electricity markets yet.

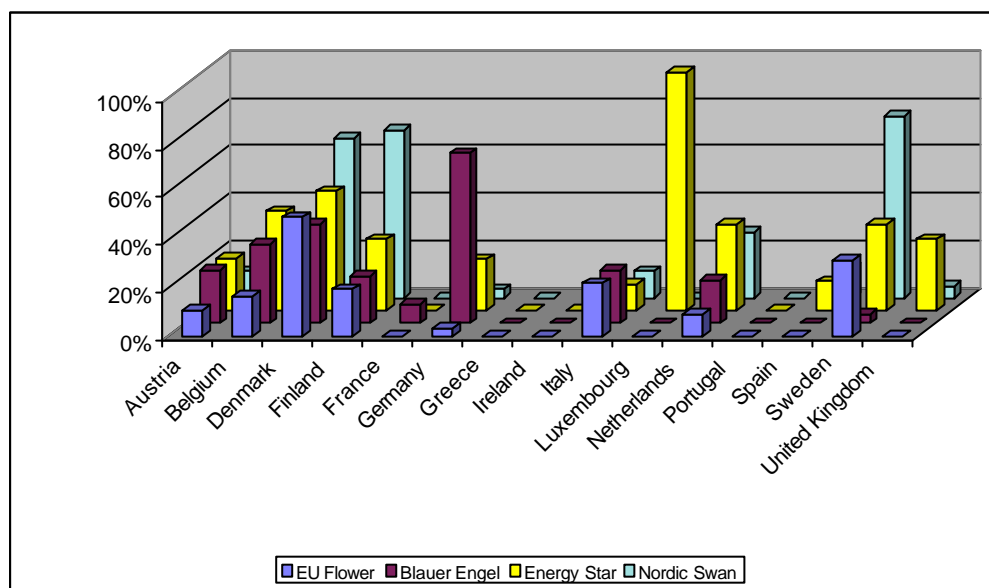
5.4 Eco-Labels

In light of the discussions concerning the use of Eco-labels in public purchasing, it is interesting to know what the results of this survey reveal as gen-

⁴ Cf. ERDMENGER, Christoph, *Buying into the environment*, Greenleaf publishers, 2003

eral practice in Europe. Respondents were asked to indicate whether they used a number of Eco-labels in procurement. In order to avoid any misunderstandings, it is important to add that according to EU public procurement legislation certification of a specific eco-label cannot be demanded as the exclusive proof for compliance with environmental criteria. As a technical specification in a call for tender, eco-label criteria should rather be included. Possession of the label pertaining to the criteria used will then be accepted as one means of proof of fulfilment of the technical specifications.

The four most commonly used Eco-labels are displayed in the following graph:



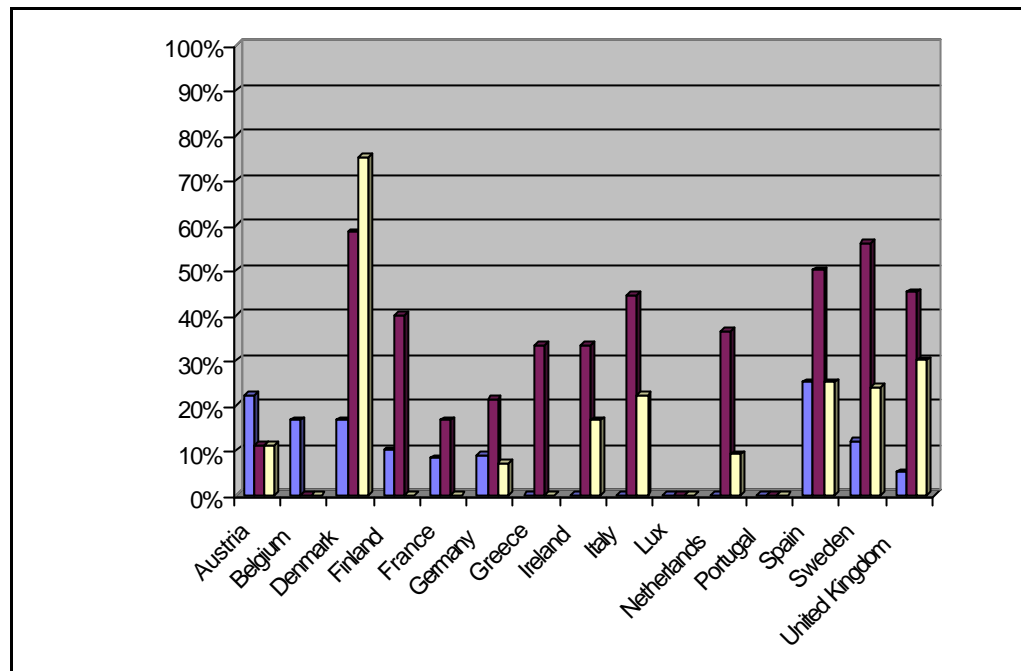
Graph 6: Share of authorities using Eco-labels (First column: EU Flower, Second Column: Blauer Engel, Third Column: Energy Star, Fourth Column Nordic Swan labels)

The results show that Eco-labels are hardly used in France, Greece, Ireland, Portugal and Spain. One may speculate that this is due to the lack of availability of a well-known national Eco-label corresponding to the lack of labelled products offered on the national market. For Germany and Nordic countries it can be seen that the respective national/regional eco-label has the highest importance, but that also levels of recognition of the EU Flower are comparatively high. Italy forms an interesting exception, where in the light of a lacking national eco-label, the EU Flower and the German Blue Angel seem to have some relevance.

5.5 Green purchasing and Environmental Management Systems

Environmental Management Systems have become popular in European public authorities in recent years. In fact, one of the aspects they promote is green purchasing. Therefore it could be expected that there is a close relationship between the existence of an EMS and the positive answers to the questionnaires.

The following graph examines how many of those administrations that apply environmental criteria (i.e. answering to the second part of the survey) have an EMS in place:

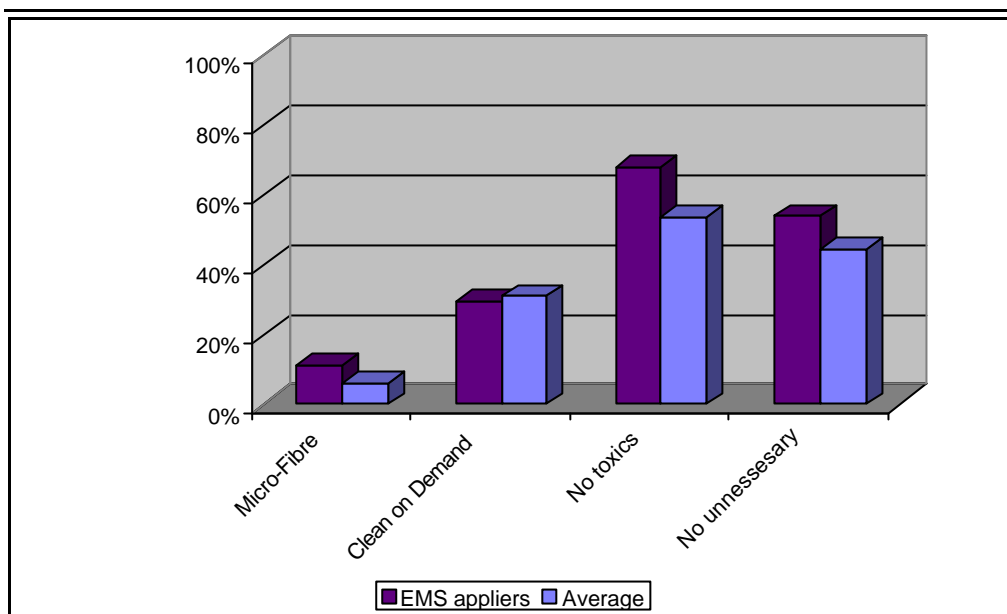


Graph 7: Share of authorities doing green purchasing with an EMS (1. Column: Other EMS, 2. Column: ISO 14001, 3. Column: EMAS)

The results show that EMS's are relatively widespread in UK, Sweden, Spain, Italy and Denmark. It is interesting to see that EMAS is most commonly used in Denmark, whilst in all other countries ISO 14001 dominates. Belgium, Austria and Spain seem to have relevant other EMS in place.

The above graph does answer the question of how many authorities doing green purchasing use an EMS. A deduction as to whether the use of EMS has an effect on green purchasing cannot be made from the survey's results. The survey only can provide proxies to this answer, as authorities using EMS were not asked whether they do green purchasing or not (i.e., administrations using EMS's were not the target group of this survey). But if the EMS does have an impact on green purchasing, this should be detectable in the criteria applied for the various product groups.

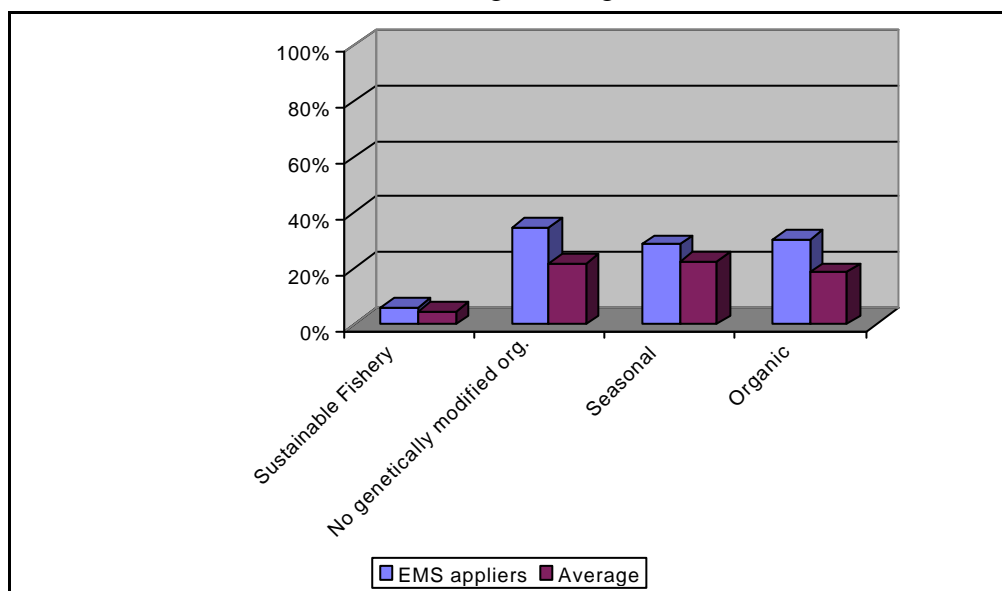
The following graph analyses this using the example of cleaning services:



Graph 8: Share of authorities with EMS and average respondents applying criteria for cleaning services

The above result shows that there is slight evidence supporting the case that authorities with an EMS use more environmental criteria. Nevertheless, it is surprising that the most management intensive aspect, applying “clean on demand” strategies, is underrepresented amongst EMS users. On this basis, no strong evidence can be drawn from this example.

A second example is displayed in the below graph, where the same comparison as above is made but instead using catering services:

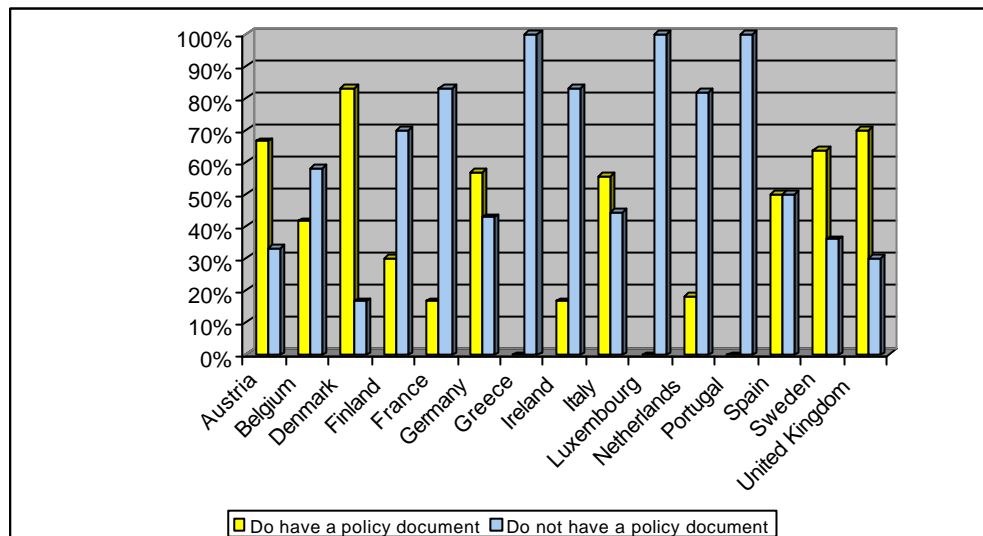


Graph 9: Share of administrations using an EMS and including environmental criteria when purchasing canteen food or catering services

As occurred with the previous example, the results do not provide very strong evidence to suggest that an EMS leads to a more systematic application of environmental criteria. The fact that the share of authorities requiring organic food rises from 19% on average to 30% among EMS users can be interpreted as a signal. However, this is the only one for this product group. It is confusing, though, that the highest values achieved are for the exclusion of genetically modified organisms – an aspect that is not general subject to EMS.

5.6 Formalisation of commitment

The questionnaire also assessed, whether there is any policy document in existence, which formalises the commitment to green purchasing. In fact, 50% of respondents answered that such a policy did exist in their organisation.⁵



Graph 10: Share of administrations that have a policy document in their organisation on green purchasing or have signed up to a green procurement commitment.

The number of administrations indicating that they would be interested in participating in a green purchasing activity similar to ICLEI’s campaigns on Local Agenda 21 and Cities for Climate Protection is also quite variable. Member State comparison shows that several countries such as Greece, Ireland, Spain and Italy are strongly in favour of becoming involved in such an activity. Interestingly enough, the majority in these countries also indicated that no form of policy document on green purchasing exists in their organisation.

⁵ The average rate among the EU countries is 38% ranging from 0% in Portugal and Greece to 83% in Denmark.

6 Concluding remarks

A number of interesting analyses can be made from the responses received from this survey, such as what kind of hurdles are faced by administrations when trying to do green purchasing, future support options that could be targeted, the frequency of use of Eco-labelled products and EMS across the EU Member States. Certain parts of this information are particularly significant regarding targeting of future awareness raising schemes. At the same time, what must also be borne in mind when interpreting these results is that this survey is a snap shot of what kind (and the extent of) green procurement activities being undertaken by public administrations in the European Union. The information therefore has certain limitations, as presented in sections 4 and 5 of this report.

Given the number of responses (relative to the number of questionnaires sent) received from certain Member States, it can be said that administrations are widely interested in the topic and eager to report what they are doing. Authorities from more environmentally conscious countries were significantly more responsive to the survey.

More and more countries are discovering green purchasing as a powerful and efficient policy making tool for sustainable development. In fact, all OECD countries, and this means all EU countries, have committed to foster green purchasing among their national, regional and local administrations. This commitment includes monitoring also. Therefore countries, for whom this survey provides only a fragile basis for analysing the national situation, should consider a reinforced effort to achieve a higher turnout.

Many of the results will develop added value, if the exercise of the survey is repeated regularly. By this developments can be seen and analysed. This should be particularly important for the European Commission: This survey has shown that there is a need for the new tools that the commission develops or endorses: the handbook on green procurement, the online-database of criteria and the support for networking and campaigning. After these tools had two years to unfold their full support to administrations, another evaluation should tell the story of the positive influence on greening the European internal market.

6 Description of Technical Annex

Due to the length of the technical annex, this is provided in table format in a separate file.

The technical annex has been formatted as follows: Figures (including counts and percentages/proportions) are set out in order of the 11 questions asked by the contracting authority (i.e. from 1-11). The second row in the spreadsheet indicates the number of the question from the technical annex. The first row in the spreadsheet indicates, at the beginning of the question, the source where the exact question on the questionnaire can be found, for example, questionnaire 2, question 1 (on the first row); Q4 (on the second row).

Additionally, responses received from questions also included in the questionnaires but not forming part of the technical requirements of the study contract are included in the same table following the 11 answers.

Another file (Technical Annex Written Answers, for technical reasons in Microsoft Excel format) contains all the written responses received placed in the order of the questions asked in both questionnaires. These are not presented in an aggregate format and are listed by country in alphabetical order.

The questions answered in the technical annex are listed below.

- i) What proportion of public authorities in the Member State, expressed in terms of numbers of authorities, are placing environmental criteria into some or all of their calls for tender?
- ii) What proportion of public authorities in the Member State, expressed in terms of budgetary importance, are placing environmental criteria into some or all of their calls for tender?
- iii) What proportion of public authorities in the Member State that are placing environmental criteria into some or all of their calls for tender are central or national authorities, and what proportion are local or regional authorities?
- iv) What proportion of the public authorities that insert environmental criteria into some of their calls for tender use such environmental criteria when they purchase the 10 products or services set out below?
 1. Copying paper
 2. Personal computers
 3. Canteen food or catering services
 4. Electricity
 5. Vehicles
 6. Cleaning services
 7. New buildings
 8. Horticultural services
 9. Timber products
 10. Office furniture

v) What percentage of the public authorities that insert environmental criteria into some of their calls for tender are using the following environmental labels in their green purchasing?

(1) The EU Eco-label

(2) Another eco-label, including single-use environmental labels and private environmental labels, or an environmental product declaration

vi) What percentage of the public authorities that insert environmental criteria into some of their calls for tender are using the following environmental labels in their green purchasing?

(1) EMAS

(2) ISO 14001

(3) Another environmental management system

vii) What percentage of the public authorities that insert environmental criteria into some of their calls for tender are applying a different approach to contracts according to whether they fall above or below the thresholds governing the applicability of the public procurement Directives?

viii) What proportion of public authorities in the Member State have formulated a green procurement action plan, policy or strategy?

ix) What proportion of public authorities in the Member State have made training available for their purchasers on green public procurement?

x) What proportion of public authorities in the Member State have put in place mechanisms or structures to organise co-operation between purchasers and environmental experts?

xi) What proportion of public authorities in the Member State have received information on green public procurement (advice, guidelines, access to a website etc) from:

(1) The national government

(2) The European Commission

(3) An NGO

(4) A body put in place by a group of public authorities

(5) Industry

(6) Another source

7 Annex

7.1 First Questionnaire



Survey on the state of play of green public procurement in the European Union

Please write clearly in BLOCK CAPITALS.

Name: _____
(Surname) (First name)

Position/Job title: _____

Full name of organisation: _____

Section/Directorate: _____

- 1 Which sector of government does your institution fall under? Please tick.
- | | |
|---|--|
| <input type="checkbox"/> Local government | <input type="checkbox"/> State government |
| <input type="checkbox"/> Central government | <input type="checkbox"/> Social security funds |
- 2 How many people are employed in the organisation you are working for? Please tick.
- | | | |
|----------------------------------|--------------------------------|---------------------------------|
| <input type="checkbox"/> 0-20 | <input type="checkbox"/> 21-50 | <input type="checkbox"/> 51-100 |
| <input type="checkbox"/> 101-500 | <input type="checkbox"/> >500 | |
- 3 Out of the following government functions, please choose the one that your institution falls under. Please tick.
- | | |
|--|---|
| <input type="checkbox"/> General public services | <input type="checkbox"/> Defence |
| <input type="checkbox"/> Public order and safety | <input type="checkbox"/> Economic affairs |
| <input type="checkbox"/> Environment protection | <input type="checkbox"/> Housing and community amenities |
| <input type="checkbox"/> Health | <input type="checkbox"/> Recreation, culture and religion |
| <input type="checkbox"/> Education | <input type="checkbox"/> Social protection |

Please return this questionnaire by the 15th February, 2003
Address: ICLEI European Secretariat, Eschholzstrasse 86, D-79115 Freiburg, Germany
You can fax the completed questionnaire to: Fax. +49 761 3689249
For inquiries or assistance with the questionnaire contact: Tel. +49 761 3689245
Please, feel free to fill in the questionnaire online at: <http://www.iclei.org/ecoprocura/survey>
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- 4 What was your organisation's total expenditure in goods and services accounted for as current expenses (intermediate consumption) and as investments (gross fixed capital formation) in the year 2001?

Current expenses (Intermediate consumption)	x1000 €
Investments (Gross fixed capital formation)	x1000 €
Sum	x1000 €

What was your organisation's total expenditure in the year 2001?

x1000 €

- 5 When purchasing, does your organisation include environmental criteria into its calls for tender? Please tick.

No Yes

If yes, please estimate the percentage of calls for tender which contain environmental criteria.

Less than 5% 5-50% More than 50%

- 6 On a scale of 1 to 10, please rate how centralised the procurement structures in your organisation is (with 1 being 100% centralised).

1					5						10

- 7 What do you see as the obstacles to your organisation undertaking (more) green procurement?

Lack of interest Concerns about legality of environmental procurement
 Lack of knowledge about the environment and how to develop environmental criteria
 Lack of money Other:

- 8 Which of the following options might help to start or develop green procurement activities in your organisation? Please feel free to tick more than one and to specify your own.

Access to written information (e.g. manual, procurement guidelines)
 An exchange of current green procurement practices with pioneer cities
 Training workshops
 Advice from an external consultant
 Access to an online database of environmental criteria
 Other: _____



Survey on the state of play of green public procurement in the European Union

Glossary

Public purchasing: buying of goods and services by public authorities. Although the questionnaire refers to competitive tendering procedures very often, also all other purchases are included in purchasing.

Environmental criteria: set of technical and objective requirements aimed at incorporating environmental concerns in the procurement process. These criteria can be part of the tendering specifications, the selection criteria, the award criteria or the contract clauses.

Intermediate consumption: “Intermediate consumption consists of the value of the goods and services consumed as inputs by a process of production, excluding fixed assets whose consumption is recorded as consumption of fixed capital. The goods and services may be either transformed or used up by the production process” (ESA95, par 3.69)

Gross fixed capital formation: “Gross fixed capital formation (P.51) consists of resident producers' acquisitions, less disposals, of fixed assets during a given period plus certain additions to the value of non-produced assets realised by the productive activity of producer or institutional units. Fixed assets are tangible or intangible assets produced as outputs from processes of production that are themselves used repeatedly, or continuously, in processes of production for more than one year” (ESA95, par 3.102).

Sector of government: Is a subdivision of the general government that reflects the administrative territory over which the public authority has competence (ESA95, par 2.68)

Central government: “includes all administrative departments of the State and other central agencies whose competence extends normally over the whole economic territory, except for the administration of social security funds” (ESA95, par2.71).

State government: “are separate institutional units exercising some of the functions of government at a level below that of the central government and above that of the governmental institutional units existing at local level, except for the administration of social security funds” (ESA95, par2.72).

Local government: “includes those types of public administration whose competence extends to only a part of the economic territory, except for the administration of social security funds” (ESA95, par2.73).

Social security funds: “includes all central, State and local institutional units whose principal activity is to provide social benefits and which fulfil each of the following criteria: by law or by regulation, certain groups of the population are obliged to participate in the scheme or to pay contributions; general government is responsible for the management of the institution in respect of the settlement or approval of the contributions and benefits independently from its role as supervisory body or employer” (ESA95, par. 2.74).

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7.2 Second Questionnaire



Survey on the state of play of green public procurement in the European Union

Please write clearly in BLOCK CAPITALS.

Name: _____
(Surname) (First name)

Position/Job title: _____

Full name of organisation: _____

Section/Directorate: _____

- 1 Please go through the 10 different products and service groups listed below and the corresponding environmental criteria provided. Please mark the environmental criteria that are currently being included into the calls for tender for each group. If your institution includes other criteria, please identify them in the space provided. If you are integrating more than one criteria then please base your estimation of percentages on the criterion that you use most often.

Copying Paper			
<input type="checkbox"/>	A - Contains recycled fibres	<input type="checkbox"/>	E - Is bleached chlorine-free
<input type="checkbox"/>	B - Is 100% recycled paper	<input type="checkbox"/>	F -
<input type="checkbox"/>	C - Contains 50% or more of post-consumer waste	<input type="checkbox"/>	G -
<input type="checkbox"/>	D - Is non-bleached	<input type="checkbox"/>	H -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/> Less than 5%	<input type="checkbox"/> 5-50% <input type="checkbox"/> More than 50%

Personal Computers (PC)			
<input type="checkbox"/>	A - Require that PC turns in stand-by mode	<input type="checkbox"/>	E - Require that supplier assume take-back responsibility for all parts
<input type="checkbox"/>	B - Require that PC uses less than 5Watts whilst in stand-by mode	<input type="checkbox"/>	F -
<input type="checkbox"/>	C - Require that monitors be energy-efficient flat-screen monitors	<input type="checkbox"/>	G -
<input type="checkbox"/>	D - Require that PC components can be upgraded for a number of years	<input type="checkbox"/>	H -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/> Less than 5%	<input type="checkbox"/> 5-50% <input type="checkbox"/> More than 50%

Please return this questionnaire by the 18th of April, 2003
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Canteen food or catering services			
	A - Require that fish products come from a sustainable fishery		D - Require food is from organic agriculture
	B - Require that food or food products are free of genetically modified organisms (GMO)		E -
	C - Require that food or food products take account of what is in season		F -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%

Electricity			
	A - More than 5% of electricity is from renewable resources		D - Require that electricity is nuclear free
	B - Require that electricity be produced from highly efficient power generators (e.g. combined heat and power)		E -
	C - Require that electricity purchased comes from additional renewable supply capacity		F -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%

Vehicles			
	A - Require that vehicles are fuelled by natural gas (CNG or LPG)		E - Require that vehicles meet the Euro IV emission standard
	B - Require that vehicles are fuelled by biodiesel		F - Require that the vehicles meet the Euro V emission standard
	C - Require that vehicles are fuelled by methanol		G -
	D - Require that vehicles be fuel efficient		H -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%

Cleaning services			
	A - Require that micro-fibre cloths be used		D - Require that unnecessary substances be excluded from use
	B - Specify that cleaning be done according to the demand (i.e. only when necessary)		E -
	C - Require that toxic substances be excluded from use		F -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%



Survey on the state of play of green public procurement in the European Union

Buildings			
<input type="checkbox"/>	A - Require that high insulation standards than legal standards	<input type="checkbox"/>	D - Require use of grey water or water efficiency measures
<input type="checkbox"/>	B - Require that materials used are from renewable resources	<input type="checkbox"/>	E -
<input type="checkbox"/>	C - Require that building be designed to maximise use of solar energy or similar energy improvement measures	<input type="checkbox"/>	F -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%

Horticultural services			
<input type="checkbox"/>	A - Require that street maintenance is carried out without pesticides	<input type="checkbox"/>	C -
<input type="checkbox"/>	B - Require that park maintenance is carried out without pesticides	<input type="checkbox"/>	D -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%

Timber products			
<input type="checkbox"/>	A - Require that timber products come from legally logged forests	<input type="checkbox"/>	D -
<input type="checkbox"/>	B - Require that timber products come from certified sustainable forestry	<input type="checkbox"/>	E -
<input type="checkbox"/>	C - Exclude certain timber origins	<input type="checkbox"/>	F -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%

Office furniture			
<input type="checkbox"/>	A - Ask where the timber originated from	<input type="checkbox"/>	D - Require that the product(s) be repairable
<input type="checkbox"/>	B - Require that volatile substances for surface	<input type="checkbox"/>	E -
<input type="checkbox"/>	C - Require that the product(s) be durable	<input type="checkbox"/>	F -
Please provide an estimation on the percentage use in calls for tender of the single most used criterion			
<input type="checkbox"/>	Most used criterion (letter)	<input type="checkbox"/>	Less than 5%
<input type="checkbox"/>		<input type="checkbox"/>	5-50%
<input type="checkbox"/>		<input type="checkbox"/>	More than 50%

Please return this questionnaire by the 18th of April, 2003

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- 2 Out of the following Eco-labels provided below, please mark the ones that you use in calls for tender.

Eco-labels	no	yes	For the following products
EU Flower Eco-label			
Blauer Engel			
Energy Star label			
Forest Stewardship Council (FSC)			
Greenline carpet label			
Marine Stewardship Council			
Nordic Swan			
Pan-European Forest Certificate (PEFC)			
TCO 95/99			
Transfair fairtrade label			
Umweltzeichen Austria			
...			
...			
...			

If any, please supply the name in the space provided below of your Eco-label used for purchasing organic food:	If any, please supply the name in the space provided below of the Eco-label used for electricity:

- 3 Out of the environmental management systems provided below, please specify which of these is used as a criterion in procurement, if any.

- EMAS
 ISO 14001
 Other (please provide the name) _____

- 4 When inserting environmental criteria into calls for tender, do you apply a different approach to contracts according to whether they fall above or below the thresholds governing the applicability of the public procurement directives?

- No
 Yes. If yes, then please specify whether you:
 insert more environmental criteria for contracts above the threshold
 insert less environmental criteria for contracts above the threshold



Survey on the state of play of green public procurement in the European Union

- 5 Do you have a policy document in your authority on green purchasing or have you signed up to a green procurement commitment? (e.g. Green procurement action plan, Green procurement policy, Green procurement strategy)

No

Yes, Name: _____

Adopted on _____
(Date – Year yyyy)

By (Decision-making body or person)

Council/Parliament Mayor

Chief Executive Other _____

- 6 Is training on green public procurement made available for purchasers in your organisation?

No

Yes

- 7 Is there a defined mechanism or structure that serves to organise co-operation between purchasers and environmental experts?

No

Yes

If yes, please specify which of the following exists within your organisation:

Regular working group meetings between purchasers and environmental experts

Advice from environmental unit or external environmental consultants is sought on a regular basis by procurement unit

A work plan exists, whereby calls for tender are worked on both by the environmental and purchasing departments

Other (specify): _____

- 8 Which of the following information sources on green public procurement have you used?

National government Regional government

Local government association Central purchasing body

The European Commission

The International Council for Local Environmental Initiatives (ICLEI)

Industry Eco-label organisation

Commercial consultancy firm (please provide name) _____

Other (please provide name) _____

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- 9 Does your organisation belong to any of the following:
- National/regional purchasing association (please provide name)
- _____
- Independent networking body (please provide name)
- _____
- None of the above
- _____

- 10 Do you know ICLEI's Campaign on Local Agenda 21 and Cities for Climate Protection?
- No Yes
- If yes, would you consider a similar activity on green purchasing useful?
- No Yes

Glossary

GMO: Genetically Modified Organisms (GMO) – Comprise the group of food products that are based on organisms which have been genetically engineered.

Renewable resource: Is a resource that is replaced by natural processes in human relevant periods, in general solar power, wind power, biomass, geothermal power and hydropower.

Additional renewable supply capacity: As the aim of buying green electricity is to replace fossil and nuclear fuels, it is necessary that purchasing leads to the creation of additional capacities. Additional capacities supply energy obtained from the additional investment by suppliers in renewable energy generation.

Toxic substances: These are substances having a toxic effect on humans, animals or plants. Examples are: Chlorine based bleaching agents, EDTA builders and phosphates, Aromatic hydrocarbons, Butanol, Nitric acid, Surfactants that are classified R50/53, among others.

Unnecessary substances: chemical substances, whose use is not required for the main function of the product being used (e.g. aromatic substances for cleansing products).

Exclude certain timber origins: some timber products come from specific, endangered ecosystems/tree species, e.g. for tropical hardwood.

Eco-label: is an award scheme that distinguishes products which are environmentally friendly. Based on a set objective criteria, these labels allow manufacturers to communicate to their customers that their products respect the environment.

Environmental management system – It is a set of management processes and procedures that allows an organisation to analyse, control and reduce the environmental impacts of its activities, products and services and operate with greater efficiency and control.

Please print clearly (in BLOCK Capitals) the appropriate contact details of the person responsible for green purchasing in the procurement unit of your organisation.

- Please tick here if the appropriate contact details are the same as those already provided at the beginning of the questionnaire

Surname: First Name:

Title (Mr, Ms, Dr,...): Function:

Address:

Postal Code: City: Country:

Telephone: Fax Nr.:
(Int. number)

E-mail address: