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Improving the Environmental Performance of Public Procurement: Report on Implementation of the Council Recommendation

This document was prepared for the OECD Council in response to an invitation to the Environment Policy Committee to report on the implementation of measures related to the Recommendation of the Council on Improving the Environmental Performance of Public Procurement (C(2002)3). It was reviewed and noted by the Council on March 20th, 2007.

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IMPROVING THE ENVIRONMENTAL PERFORMANCE OF PUBLIC PROCUREMENT: REPORT ON IMPLEMENTATION OF THE COUNCIL RECOMMENDATION

1. Introduction

1. The OECD Council Recommendation on Improving the Environmental Performance of Public Procurement (C(2002)3) "…invited the Environment Policy Committee to … monitor, assess, and report to the Council in 2005 on Member countries' implementation of this Recommendation, and on any barriers to further implementation" (Appendix I).

2. To help evaluate the extent to which member countries have implemented the Recommendation, a questionnaire was developed and applied (Appendix II). An informal Steering Group on Greener Public Purchasing was also established to guide the process. This Steering Group provided inputs to both the development of the questionnaire and the interpretation of its findings.

3. In total, 19 responses[1] were received from the 30 member countries. The objective of the questionnaire was to elicit information on the comprehensiveness and efficiency of 'greener public purchasing' policies and programmes,[2] as a means to determine the extent to which the Council Recommendation had been implemented. It was not meant to be an exhaustive review of current practice in Member Countries, but merely to provide some insight into the extent to which specific aspects of the Recommendation are being addressed.

4. An earlier draft of this paper was discussed by the Environment Policy Committee (EPOC) at its meeting of 25-27 October 2006. EPOC agreed at that time to forward this (slightly revised) version to the Council, in fulfilment of the invitation contained in the 2002 Recommendation.

2. Overview of Responses

5. Given that 'green public procurement policies' can be implemented at various levels (local, regional/state, national/central), respondents – who were primarily from central government offices - were requested to indicate (Question A8) whether the responses provided also included inputs from lower levels of government. Slightly more than half of responses (58%) come from the national/central level of government, with the remainder coming from other levels.

6. In order to help gauge the relative influence of the OECD Recommendation, respondents were asked if they had heard of it (Question B11.1). Not surprisingly, all persons with primary responsibility for the completion of the questionnaire had heard of it, since they are either delegates to the EPOC Working Party on National Environmental Policy and/or members of the Steering Group on Greener Public Purchasing – both of which were active in generating this report. However, other officials who provided inputs into to the response were also asked the same question (Question B11.2). 26% of other officials who contributed to the completion of the questionnaire were not aware of this Recommendation. For 32% of cases, no answer was provided. Thus, as much as 58% of respondents – most of whom presumably have some

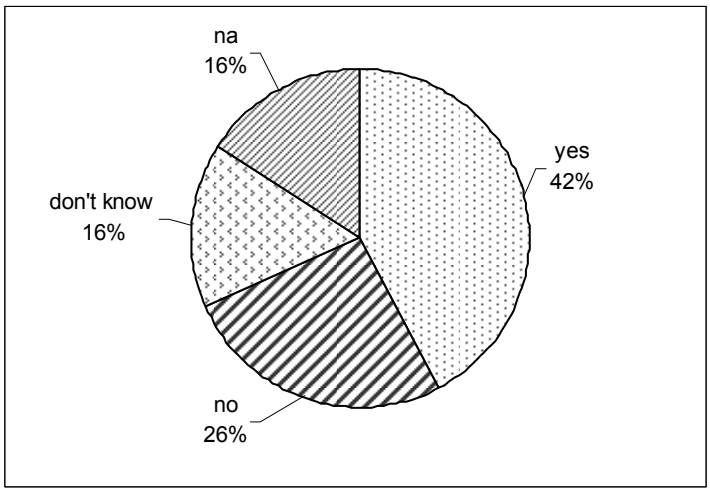
1 Australia, Austria, Belgium, Canada, Czech Republic, Denmark, Finland, France, Italy, Japan, Korea, Mexico, Netherlands, New Zealand, Norway, Sweden, Switzerland, United Kingdom and United States.

2 For the purposes of both the questionnaire and this report, the term Green Public Purchasing (GPP) is taken to mean 'procurement policies for which environmental criteria are explicitly applied in the procurement decision-making process'.

responsibility for the 'greening' of public procurement - were not aware of this particular international commitment of their government.

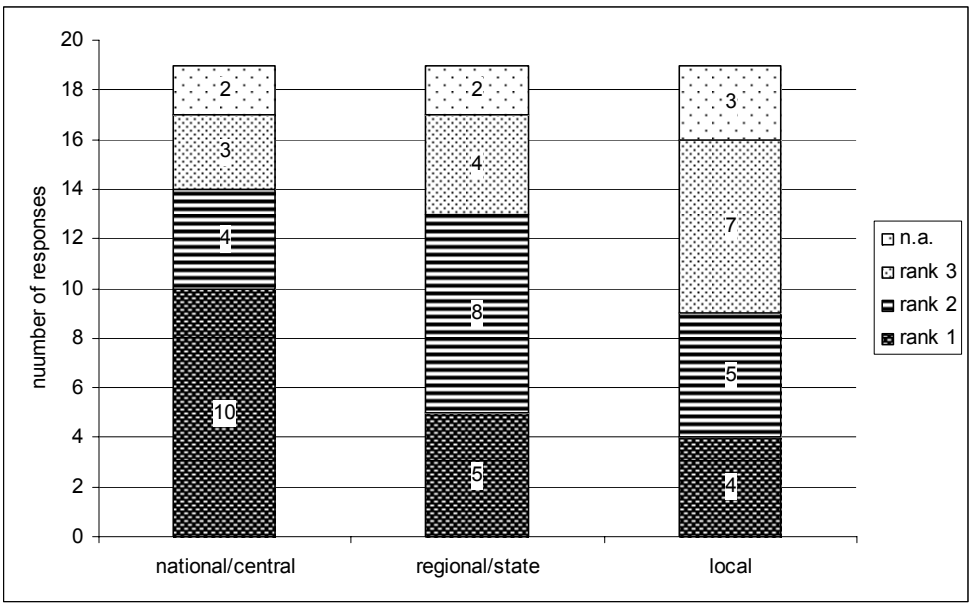
7. Given the correlation between this response and the response given for the level of the government officials involved in preparing the response, it is reasonable to conclude that it is mainly officials dealing with public procurement policies at national/central level of government who are aware of the OECD Recommendation, whereas officials dealing with public procurement policies at a lower levels of government may not be aware.

Figure 1. Awareness of OECD Recommendation (Secondary Respondents)



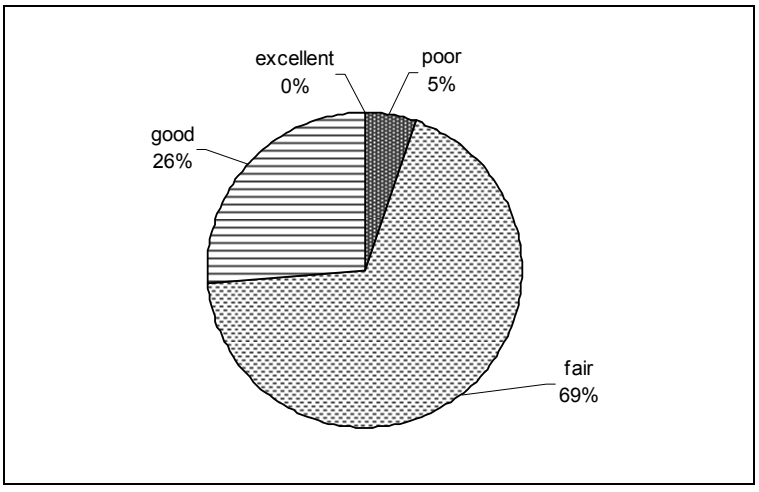
8. Respondents were also requested to indicate at what level of government GPP policies are most often implemented, by ranking the relative importance of the three primary levels (national/central, regional/state, and local) (Question A10). The results are presented in Figure 2. For somewhat more than half of the respondents (10 countries out of 19), central/national governments were seen to be most influential; in only three cases were they considered to be the least important. Conversely, local governments were considered to be least important by seven respondents, and in only four cases were they most important. However, bearing in mind the location of most respondents at the central government level, there is likely to be some bias here – with respondents being more aware of policies implemented at their own level of government.

Figure 2. Level of Government for Implementation of GPP Policies



9. In addition to the GPP involving different levels of government, procurement is also decentralised inter-departmentally. As such, if greener public purchasing is to be effective and efficient, significant inter-governmental and intra-governmental coordination is required. Respondents were also requested to evaluate how effective co-ordination is between government departments with respect to the implementation of GPP policies (Question B20). A majority of respondents estimated that co-ordination between government departments in implementing GPP policies is broadly satisfactory (95% for "fair" and "good") (Figure 3).

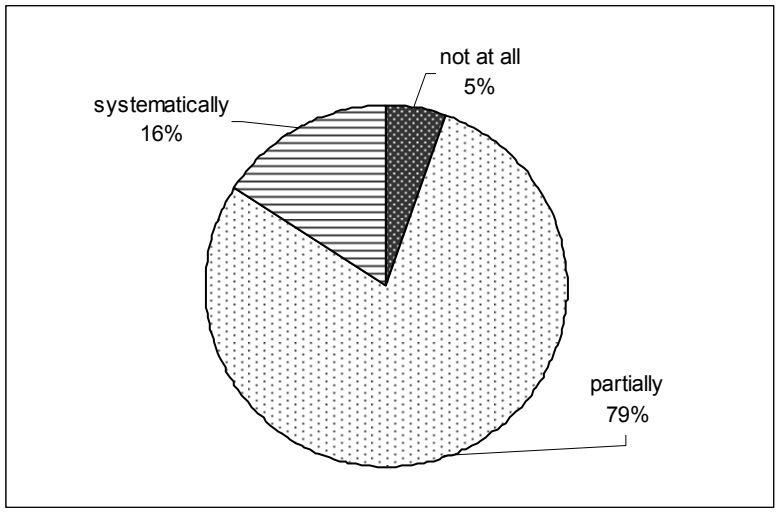
Figure 3. Evaluation of Interdepartmental Coordination of GPP



10. The existence of the OECD Council Recommendation is only one among many motivations for the introduction of greener public purchasing. In order to determine its relative influence, respondents were requested to indicate whether environmental considerations formed part of their government's procurement strategy before the OECD Recommendation was approved in January 2003 (Question B12). 79% indicated that this was partially the case; only 5% (i.e. one respondent) indicated that this was not at all the case

(Figure 4). Only Japan, Norway and Sweden reported that they systematically took environmental considerations into account in their public procurement policy prior to 2003.

Figure 4. Procurement and Environmental Considerations Prior to 2003



11. However, slightly more than half of respondents reported that the Recommendation had encouraged their governments to take environmental considerations into account in their procurement strategy to some extent (Question 13). Almost 80% indicated that the OECD Recommendation had facilitated or supported the development of explicit greener public purchasing programmes and policies (Question B.14). Thus, even if the impact of the Recommendation is still relatively limited, countries do appear to feel that it may be helping their governments to develop green public procurement policies over time.

12. A number of countries have also made significant strides in 'greening' their procurement since the Recommendation was introduced in 2002. For instance, in Canada, the Office of Greening Government Operations was set up in April 2005, and a new Policy on Green Procurement was issued in April 2006.[3] Box 1 also provides an example from Switzerland.

Box 1. OECD Council Recommendation Backs Swiss Sustainable Development Strategy Concerning Public Procurement

In Switzerland, top-down support and promotion of green procurement (which originated as a bottom-up movement) began before the publication of the OECD "Recommendation of the Council on Improving the Environmental Performance of Public Procurement" C(2002)3. However, at the federal level, there is no real green or sustainable policy on procurement. Nor is green procurement legally mandatory. Nonetheless since 2002 sustainable procurement (with the three dimensions of ecology, economy and society) has been a component of the overall Strategy on Sustainable Development. In that strategy, Measure N° 4 (introduction of integrated product policy within the fiscal policy field of action), envisages shifting public consumption towards goods and services that correspond to high ecological, economic and social standards throughout their life cycle. The suggestions that are made to implement this measure mainly agree with the 2002 OECD Council Recommendation. The OECD Recommendation confirmed to the Swiss Government that Switzerland was not isolated internationally in the implementation of its sustainable procurement policy, and provided some necessary backing to pursue such a strategy.

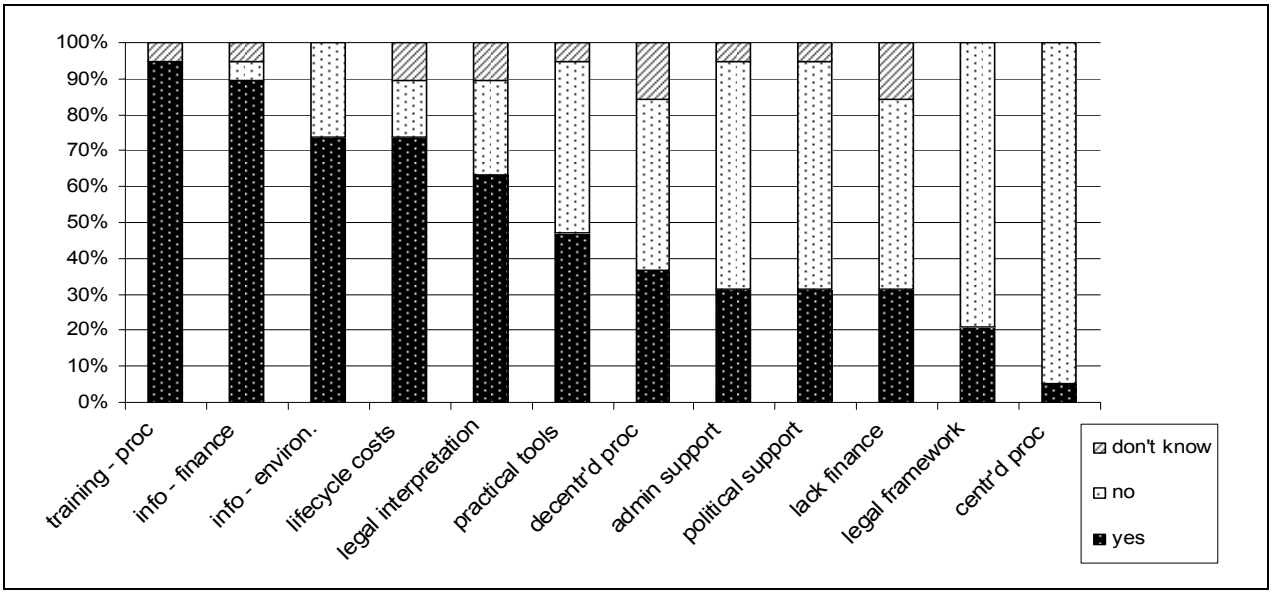
[3] See http://www.pwgsc.gc.ca/greening/text/index-e.html) and http://www.pwgsc.gc.ca/greening/text/proc/pol-e.html.

13. Respondents were also asked to indicate if GPP policies were being implemented as "part of a broader policy on sustainable development' or as 'a policy in its own right' (Question B.15). All but three respondents (Japan, Netherlands, and the United States) replied that it was part of a broad policy on sustainable development. Japan indicated that it systematically takes environmental considerations into account in procurement decisions and that it applied GPP as a 'stand-alone' policy.

3. Barriers to, and Benefits of, GPP

14. An effort was also made to assess the most important barriers to the implementation of GPP policies (Question B.16). Twelve potential barriers were cited, with respondents being asked to indicate whether each was a barrier or not (see Figure 5). The barrier most often cited was the lack of training for public procurement officers (by 18 countries out of 19). Just behind comes the lack of information on financial benefits (17 countries), followed by lack of information on environmental benefits, and procurement decisions not taking life-cycle costs into account (14 countries).

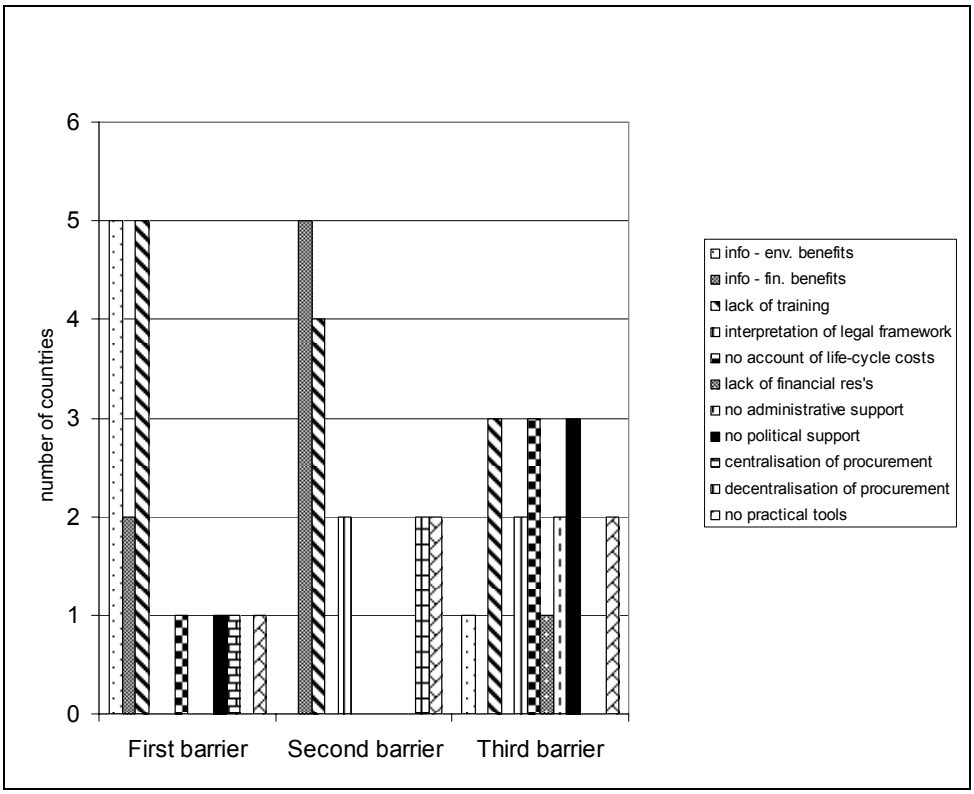
Figure 5. Reported Barriers to GPP



15. The centralisation of procurement practices (1 country out of 19), and to a lesser extent, the existing legal framework, are not considered to be obstacles to the introduction of GPP policies. Lack of financial resources, lack of support from public administration and lack of political support were also not cited frequently as being significant barriers.

16. While some barriers may be commonly cited, their relative importance also needs to be ascertained. In an attempt to do so, respondents were requested to rank their three most important barriers (Question B17). Lack of training for procurement officers was cited five, four, and three times respectively (Figure 6). Interestingly, lack of information concerning environmental benefits was ranked first by five countries, but never as the second most important barrier; and only once as the third most important barrier. Lack of information on financial benefits was cited as the second most important barrier five times.

Figure 6. Ranking of Reported Barriers to GPP



17. Respondents were also able to indicate whether 'other' barriers were significant, to which the following responses were provided:

- personnel resources
- fear of non-compliance with EU legislation
- motivation and habit
- time and knowledge
- lack of motivation
- poor supply of green products and services
- difficulties to set up and review procurement criteria
- additional work load for public procurement officers
- distrust of new products/change
- confusing array of purchasing mandates

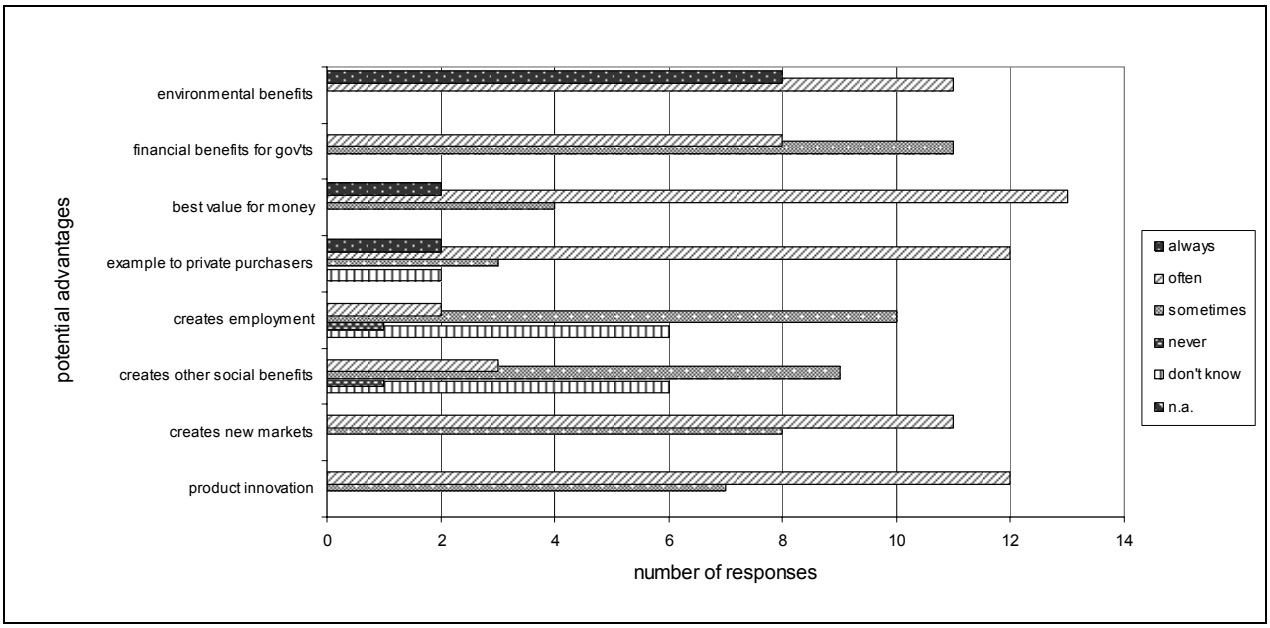
18. In many cases, these were ranked highly by the respondents. It is interesting to note that the "supply side" was cited in only one case. Despite this, discussions within the Steering Group on GPP suggested that market transformation is perceived to be a potentially important effect of GPP programmes. Unfortunately, empirical evidence in this area remains limited.

19. Overall, these responses show that there is a perceived need to train public procurement officers, as well as to inform them (as well as the public-at-large) of the benefits of green procurement. Respondents

appear to be indicating that information concerning the benefits of a GPP policy creates stronger incentives and support for its implementation. Issues related to public sector budgeting (although not a lack of finance *per se)* also seemed to be problematic. In effect, there is a perception that financial barriers relate primarily to the implementation of public expenditure management systems and not to financial costs *per se*. In particular, not taking into account life-cycle costs (purchase, use, disposal) is perceived as a significant constraint on the uptake of GPP. This highlights the potential for 'win wins', if such budgeting inefficiencies can be addressed.[4]

20. It is interesting to compare reported barriers to the implementation of GPP with the evaluation of their potential advantages. Respondents were requested to indicate how frequently (never, sometimes, often, always) GPP resulted in significant environmental, financial, demonstration, and other (employment, social, market creation, innovation) benefits (Question B.18). Only in a minority of cases (8) was GPP reported to "always" result in environmental benefits, with the remainder responding that it "often" did so (Figure 7). This suggests either that respondents feel that implementation of GPP policies may not always achieve their primary policy objective (improved environmental performance) or that evaluation of such benefits is beyond the existing capacity of existing monitoring and assessment systems (see below). With regard to potential financial benefits from GPP, 8 countries estimated that they "often" arise, but the other 11 think they only arise "sometimes". Interestingly, in no cases are they felt to always come at a positive cost.

Figure 7. Evaluation of Potential Advantages of GPP



21. The term "best value for money" -- which is applied in the United Kingdom and which can be equated with similar terms used in other countries – seeks to balance the environmental and financial implications of a given GPP policy. Fifteen countries feel that GPP "always" or "often" reflects best value for money. This response is somewhat surprising, given the more qualified responses to the two previous questions.

4 See Johnstone, N. (2003). 'The Implications of Budget Systems for the Environmental Characteristics of Public Procurement' in OECD. *The Environmental Performance of Public Procurement: Issues of Policy Coherence.* (OECD: Paris).

22. Respondents were also asked to indicate the criteria which are applied before the introduction of a GPP programme (Question D.25). Three countries imposed the most stringent criteria, stating that financial benefits must be in excess of costs for purchaser itself. (Note that, in such cases, a GPP programme or policy should not be required at all.) Another 3 countries responded that benefits must exceed costs for the public sector as a whole, thus allowing for some financial benefits to be realised by authorities or agencies other than the direct purchaser – e.g. reduced health service or waste management costs. And finally, 10 countries directly include some valuation of environmental benefits as a justification of expenditures on GPP programmes and policies.

Box 2. Case of Road Paint in France

The application of road paint can have significant environmental impacts. Since public authorities are (directly or indirectly) the primary purchasers of such paint, public procurement criteria are keys in the determination of the relative importance of such impacts. One French firm (400 employees), specialised in paint used for road markings, has captured an increasing share of the market through environmentally-beneficial innovation. During the past 10 years, this firm invested in R&D before obtaining (in 2002) the eco-label "NF Environment" for a paint used specifically for road signs. In fact, the investment in R&D led the firm to develop a series of products which have low impact on the environment through specialization in a technology based on the substitution of solvents by products in a liquid phase. These efforts are also reflected in the packaging of paints which have become considerably lighter in weight.

The widespread supposition that eco-labelled products are more burdensome than standard products is not entirely true. For one thing, eco-labelled products are much in demand, and reflect considerable investment in R&D. Hence, their market (at least in France) is far from sufficient to have allowed for the exhaustion of scale economies. It is for these reasons that they are more expensive than the standard products, even though they have the same end uses.

However, when the cost of utilisation (not to mention the cost of environmental externalities) is taken into account, a more favourable assessment emerges, which can be seen in the numerous examples in which the paints have been applied. The buying price per kilogram is higher than a substitute product which is not eco-labelled. But if the use cost is included (loss of product during packaging, product life, and cost of waste elimination), the result is slightly favourable toward eco-labelled products.

On the one hand, for identical performances, the recommended dosage of an eco-labelled product is 30% less than a non eco-labelled product (400-500 g/m2 as compared to 600-700 g/m2). On the other hand, the life of an eco-labelled product is 25% higher than that of a non eco-labelled product (30 months compared to 24 months on an average for paints with solvents).

In addition, the soft plastic packaging developed by this firm has resulted in a loss of 6% of the product as compared to 12% for a metallic bucket). By taking into account all these factors, the real cost of an eco-labelled product is 0.20€/kg less than that of a non eco-labelled product, even without taking into account the benefits for the buyer due to the absence of measures needed to protect workers against contamination from using the product (the product, in a liquid phase is without danger).

23. Other commercial benefits (market creation and product innovation) are cited frequently. For instance, 11 respondents reported that GPP 'often' creates new markets and 12 reported that it 'often' encourages product innovation. It can also provide secondary benefits, influencing the procurement practices of private agents -- with 12 countries reporting that this is 'often' the case. For instance, in Australia, it is felt that GPP has encouraged the take-up of fuel-efficient vehicles, energy-efficient appliances, and lighting. Austria cited the case of refilled toner cartridges and recycled paper. In the case of Switzerland, several products were mentioned: metals for roofing and cladding, paints free of organic solvents, and various

renewable energy options. The US cited energy-efficient computers and appliances, alternative fuel vehicles, recycled paper, tires, and construction materials.

24. Conversely, social benefits (including the creation of employment) do not seem to be seen as important potential advantages from GPP programmes and policies. Not surprisingly, many respondents report that they have no idea what the employment and social impacts of GPP policies are likely to be. However, the Swiss respondent did mention health benefits explicitly (see below).

25. As with other questions, respondents were free to indicate any other benefits they perceived to arise from GPP policies, and the following list emerged. Some of these overlap significantly with other response categories (i.e. health benefits, efficiency in procurement), but others are distinct:

- productivity improvement
- improved image
- employee awareness
- trustworthiness
- birth of new service firms
- policy consistency and better credibility
- raise environmental awareness
- fair trade
- more efficiency in procurement
- "walking the talk" toward sustainability
- help develop sustainable industry
- build cross-sectoral partnerships
- health benefits.

26. As for the previous question, respondents were requested to rank the potential advantages of GPP programmes and policies (Question B.19). Not surprisingly, environmental benefits were ranked highest by 12 of 19 respondents. 'Best value for money' was cited by 3 respondents as the most important advantage, and overall this was the second-ranked potential benefit (after environmental benefits). Financial benefits were cited by one country as the most important benefit of GPP (i.e. greater than environmental benefits). Presumably, this reflects significant perceived inefficiencies in existing procurement practices, and the role GPP programmes might indirectly play in helping to overcome such inefficiencies. Financial benefits from GPP are not generally perceived as a strong advantage, which can be correlated with the previous response to Question 16, where the lack of information on financial benefits was identified as a barrier to GPP.

4. Products Targeted and Measures Used to Implement GPP

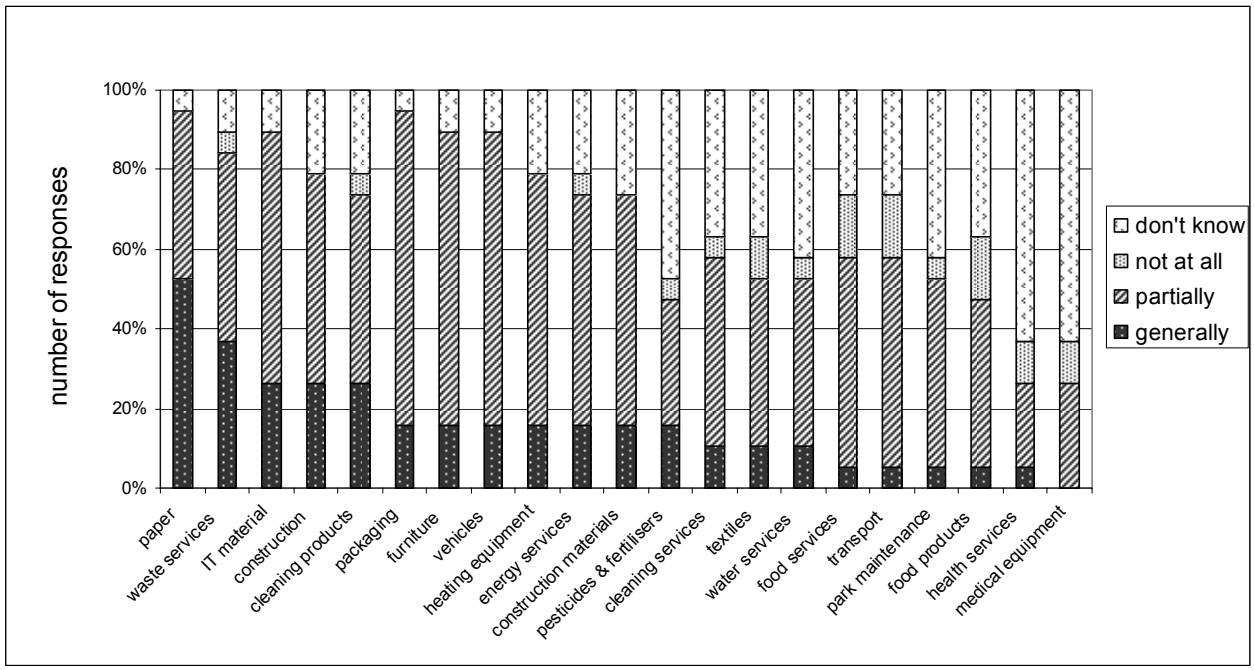
27. In an effort to identify which goods and services are most frequently 'targeted' in GPP policies, respondents were requested to indicate whether environmental criteria were taken into account (mostly, partially, not at all) for a specific list of goods and services (Question B.21).

28. Paper products (recycled paper, chlorine-free paper or tree-free paper) appear to be the most frequent category for which procurement officers take environmental criteria into account (Figure 8). However, since paper products were frequently the focus of the first GPP programmes, this may be a reflection of

historical trends, rather than present policy priorities. Frequent targets for new programmes include construction, as well as services for which legal constraints on the use of GPP programmes are less important.

29. Waste services (e.g. including separate collection, in compliance with environmental standards, etc.) are also often cited -- a direct consequence of their inherent environmental importance. IT equipment (electronic equipment that saves energy, is recyclable or free of hazardous substances), cleaning products (not containing hazardous substances, or biodegradable), packaging and furniture follow in descending order. Products and services for which energy consumption (or production) is significant are next in importance: including motor vehicles, heating appliances and energy services. Other goods and services are less frequently cited.

Figure 8. Goods and Services for Which Environmental Criteria are Taken Into Account



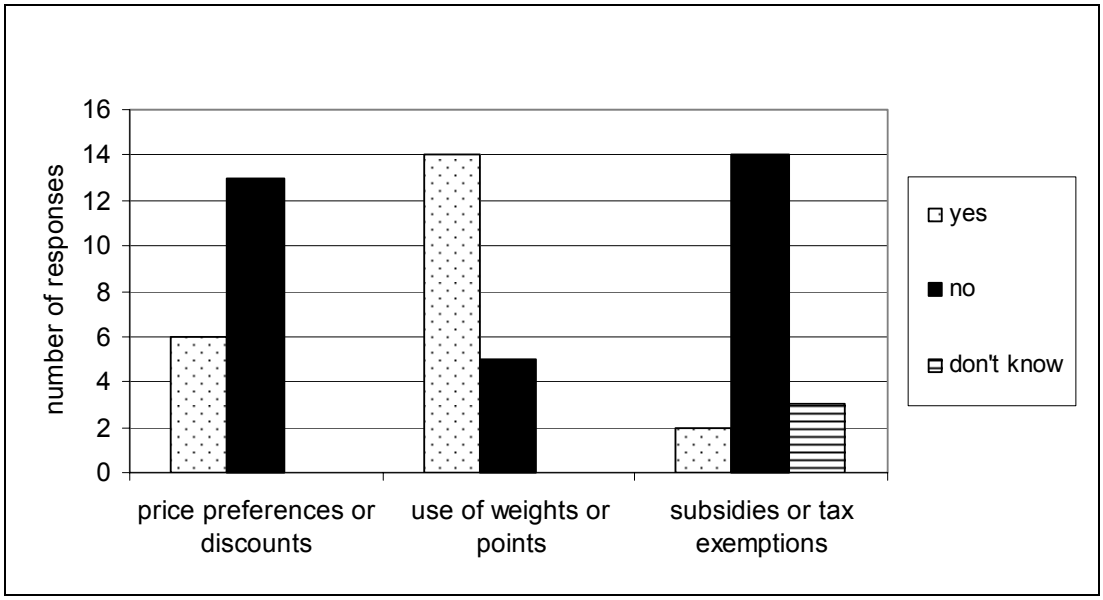
30. In response to Question C.22, slightly more than half of responding countries (58%) reported that they had modified their legislation in order to incorporate environmental criteria into public procurement activities. The earliest reported date of doing so was 1995 in Denmark and Korea, but it appears that many of the legislative initiatives are quite recent, with many countries reforming legislation in the last three years. It should be noted that all EU member states had to modify their legislation, due to recent changes in EU Procurement Directives which oblige Member States to allow public purchasers to include environmental considerations in their procurement procedures.

31. GPP is implemented through many different policy instruments. For the purposes of the questionnaire, these were classified into four broad groups: financial and contractual instruments, regulatory instruments, information-based measures, and training and education instruments (Question C.23). In each case, more specific types of instruments were listed, and the respondent was requested to indicate whether the instrument was being applied or not.

32. In the case of financial and contractual instruments (Figure 9), the use of “points” or “weights” has been reported to have been applied by 14 countries. In Denmark, environmental criteria are reported to be

included on an 'equal footing' as price, quality, etc., but it is not specified how this weighting is done. Conversely, the use of price preferences is not applied frequently (only 5 positive responses). Subsidies or tax exemptions are even rarer. Three countries also mentioned they are using other instruments such as energy contracting (Austria), and loan schemes (New Zealand).[5]

Figure 9. Use of Financial and Contractual Instruments



33. Very few respondents reported that they mandated purchase of eco-labelled products, or restricted potential suppliers to those with an Environmental Management System. Six countries (Austria, Denmark, Finland, France, Japan, USA) are using other kinds of regulatory instruments, but most of these can be classified as one of the above, or in other response categories.

Box 3. The Use of Weights in Procurement Decision in the Netherlands

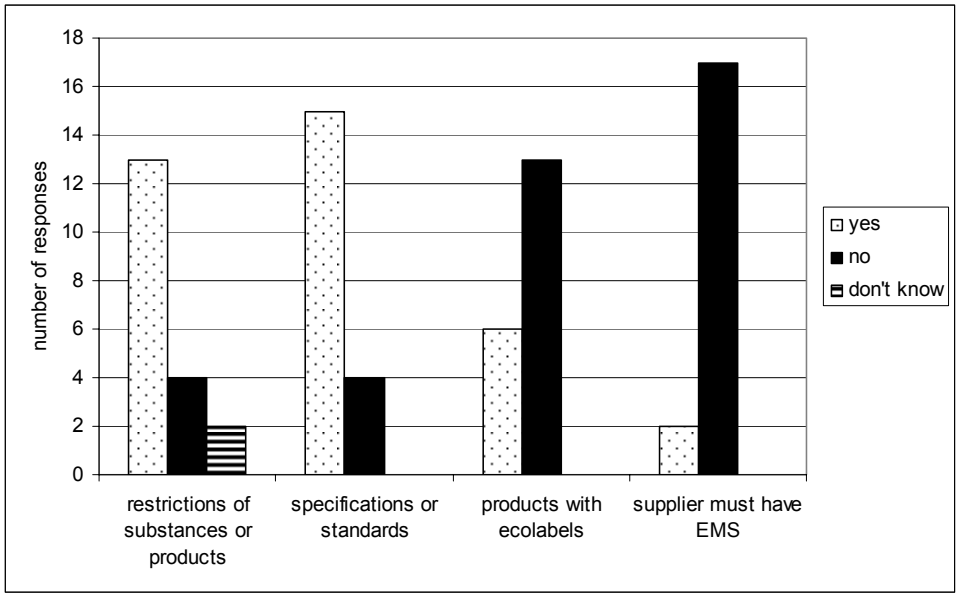
In the Netherlands a joint project of ECN (Energy Research Centre), GG&GD Amsterdam (Municipal Health Service Amsterdam) and IVV (the Department of Infrastructure, Traffic and Transport of the city of Amsterdam) is responsible for the development of a Traffic Decision Support System (TDSS) to assist local councils in the choice of cleaner technologies for transport by bus. It facilitates evaluation of the environmental (air quality), epidemiological (public health) and financial (investments in technology versus savings related to improved health) impacts of a specified alternative procurement scenario in comparison with standard current practice. The TDSS can be used as a means to value health and environmental aspects in tendering bus services and can be seen as an instrument for Life Cycle Costing (LCC) or Total Cost of Ownership (TCO). A prototype of TDSS has been developed and tested with four case studies. The report can be downloaded at http://www.ecn.nl/library/reports/2004/c04002.html.

34. In the case of regulatory instruments (Figure 10), standards (for recycled content, energy efficiency, or other criteria) are applied by a majority of countries (14 positive responses). Outright product or substance

[5] According to a recent EC study carried out in 2005-2006 seven of the 25 Member States – Austria, Denmark, Finland, Germany, Netherlands, Sweden and the UK – practise a significant amount of GPP, with 40-70% of all existing tenders incorporating some environmental criteria. In the other 18 countries, this figure was below 30%. (http://ec.europa.eu/environment/gpp/pdf/info_note.pdf.)

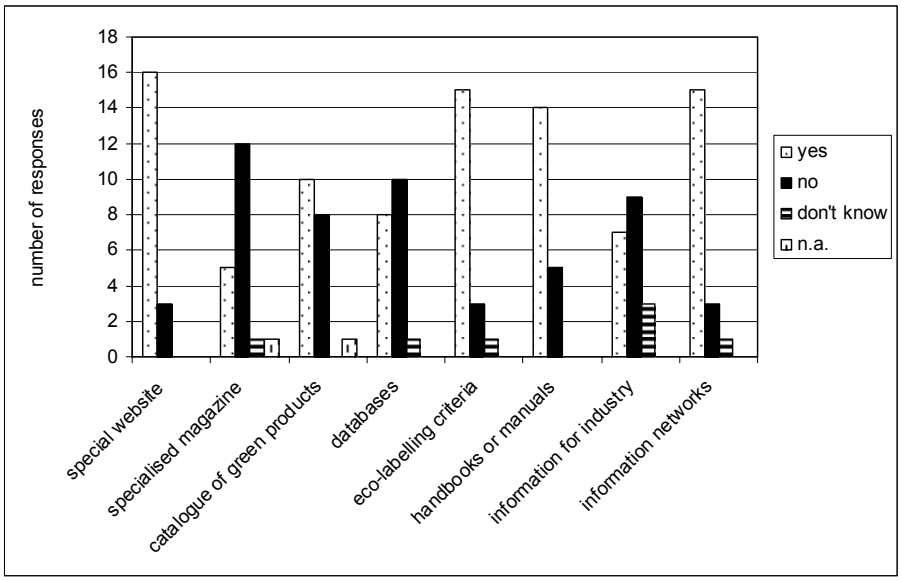
bans are also very common (13 positive responses). Interestingly, in the area of recycling, it appears to be less common to impose a percentage of recycled products in total purchases than to impose minimum recycled content per product requirements.

Figure 10. Use of Regulatory Instruments



35. Overall, the use of communication and information instruments is most common (Figure 11). The development of web-sites, information networks, handbooks, and catalogues are common, all of which reduce the costs for procurement officers to identify 'greener' products. In addition, the use of eco-labelling criteria (but not the mandated purchases of eco-labelled products) is common. It is less frequent to target information at industry (i.e. to access public markets), whereas greening products and services principally relies on industry initiative and awareness about the needs of their clients. This is reflected in France, where the lack of green products on the market is mentioned as a barrier to the development of GPP. If this perception is more widespread, a stronger case could be made for the targeting of information at industry.

Figure 11. Use of Communication Instruments

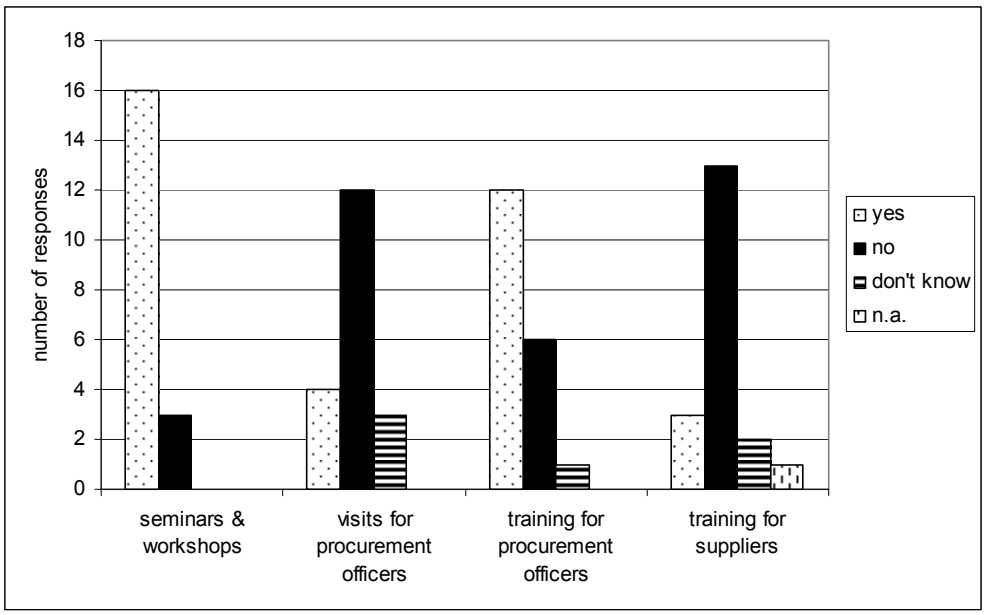


36. In addition, 5 countries mentioned the use of additional measures -- which they considered to be communication and information-based instruments. Interestingly, this often seems to involve the targeting of information at the higher levels of public administration of political leadership, rather than at procurement officers.

37. The use of education and training instruments is also common (Figure 12), especially seminars and workshops (16 positive responses). It appears that governments are seeking to address one of the most frequently-reported barriers (training for public procurement officers), with 12 countries reporting training programmes. Conversely, training for potential suppliers is not very common.

38. Finally, 5 countries indicated that they are using additional instruments beyond the four categories mentioned explicitly. This includes measures such as: negotiated voluntary partnerships between government and suppliers (Korea); support for demonstration projects (France); competition and awards for best practice among local authorities (Austria) and suppliers (New Zealand).

Figure 12. Use of Education and Training Instruments



39. When comparing categories of instrument overall (financial, regulatory, communication, education, etc.), the responses indicate that communication and information approaches -- especially the development of dedicated websites -- are most common. However, data on the use of such sites is not widely available. Regulatory instruments are also commonly used. Financial and contractual instruments are quite rare.

Box 4. Professional Education and Training of those Responsible for Procurement in Switzerland

In order to achieve the objectives of procurement legislation - transparency, economic viability and improved competitiveness - those responsible for procurement must be well-qualified. They should understand the main objectives of procurement and what the concept of procurement means. The Federal Procurement Commission approved the plan in 2003. Following pilot courses, regular courses have been run since autumn 2005. The response to the courses has been good and there is great demand. The new plan cites the following objectives and topics for education and training:

- Promotion of legal conformity
- Promotion of the economic use of public resources
- Implementation of procurement strategies and policies (e.g. sustainable development strategy)
- Promotion of social and personal competence
- Exchange of information and of experience
- Business information.

The following points are given as the underlying principles which should guide public procurement:

- In the procurement of goods, the financial and environmental impacts of the entire life cycle of the product should be considered
- Procurement is a specialised interdisciplinary activity, which should be understood as a dynamic process
- Procurement takes place in a social context, which requires appropriate professional competence and approach, balanced with ethical considerations
- The education provided by the federal government should strive to achieve a balance between theoretical basic knowledge and practical experience.

The plan is intended for a wide public. There are education and training units for those responsible for procurement, strategic buyers and purchasing managers, members of supervisory bodies, lawyers, and for middle and senior managers. A module normally lasts for one to two days. The educational programme comprises:

- Basic education
- Further training
- Special offers and
- News

The trainer first completes a training course, in which he or she is made familiar with the goals and contents of the modules and gets to know the different educational methods. (Source: http://www.bbl.admin.ch/bkb_kbob/kompetenzzentren/00269/index.html?lang=fr)

5. Monitoring and Assessment of GPP Policies

40. Questions about the evaluation of the economic efficiency and environmental effectiveness of GPP programmes and policies reveal a mixed picture. Reassuringly, 84% of responding countries state that they are monitoring progress made in the implementation of GPP (Question D.24). The 3 countries which do not yet monitor such progress plan to do so very soon. However, this response seems somewhat contradictory with the responses to question D26 and D27, where it is said that 8 countries (42%) do not assess *ex ante* or *ex post* the environmental and financial benefits from GPP.

Box 5. The US EPA Environmental Benefits Calculator

The United States Environmental Protection Agency has programs in place to encourage federal agencies and other institutional purchasers to purchase greener electronic products, to reduce environmental impacts of electronic products during use, and to manage obsolete electronics in an environmentally safe manner.

- The **Federal Electronics Challenge** (FEC) is a purchasing, use and end-of-life management challenge for federal facilities or agencies that want to purchase greener electronic products manage their electronics in an environmentally sound manner, receive assistance in modifying their current practices and gain national recognition for their efforts.

- The **Electronic Products Environmental Assessment Tool (EPEAT**) is an environmental procurement tool designed to help institutional purchasers in the public and private sectors evaluate, compare and select desktop computers, laptops, and monitors based on their environmental attributes.

To support these programs, US EPA, through a cooperative agreement with the University of Tennessee, has supported the development of an environmental benefits calculator which will allow institutional purchasers to quantify the benefits of environmentally sound management of electronic equipment. The FEC and EPEAT programs specify product design criteria and management activities based on environmental attributes (e.g., the elimination of toxic chemicals, the use of recycled materials, power consumption) or program activity (e.g., equipment reuse and recycling). The benefits calculator will develop environmental performance metrics and quantitative tools that translate attributes and activities into environmental benefits, as well as reductions in cost, where feasible.

The calculator will assist institutional purchasers in measuring the environmental and economic benefits of purchasing environmentally preferable products, in addition to improvements in equipment operation and end-of-life management practices. (Initially, the calculator tool will apply to desktop and laptop computers and monitors only.)

The ability to demonstrate achievements may help purchasers to justify potential price premiums for the "greener" electronics and recycling and allow program participants to communicate the environmental results of their efforts. The calculator tool will also be used to demonstrate the aggregated environmental benefits of the Federal Electronics Challenge program and EPEAT within federal agencies and across the federal government. The calculator tool will be available in late 2006. (For further information: Federal Electronics Challenge www.federalelectronicschallenge.net and Electronic Products Environmental Assessment Tool (EPEAT) www.epeat.net.)

41. In Australia, the Auditor-General conducted a thorough audit of Federal environmental procurement activities in 2005. In the United States, the Office of the Federal Environmental Executive issues a biennial report on progress with respect to energy and environmental management. In the specific area of recycled content purchasing guidelines, data is collected annually (www.ofee.gov/gp/recra0.pdf). In Korea, the Act on the Promotion of Saving and Recycling of Resources requires public agencies to submit annual reports on progress. In Austria, monitoring is not undertaken systematically. However, at the level of individual departments or programmes (e.g. ÖkoKauf Vienna, Eco Purchasing Service Voralberg), some monitoring is undertaken. In Canada, an exploratory monitoring and evaluation effort was undertaken in 2003, with the results indicating the need for more systematic data collection. Norway has undertaken studies every two years from 1995 through to 2001, at which point the exercise was discontinued. However, the Nordic Council of Ministers has recently introduced a programme of systematic monitoring of GPP programmes and policies. In Korea, annual performance reports are prepared, assessing the implementation of the five-year plans established under the Green Procurement Law.

42. A number of countries have also issued questionnaires to procurement officers to evaluate progress. In Finland, one such exercise was undertaken in 2000, targeting procurement officers. In the Netherlands,

165 government organisations were surveyed in 2004; the results indicated that they take environmental and/or social criteria into account in 23% of all procurement decisions. In 2006, 2008, and 2010, the survey is likely to be repeated. Results of the survey will be presented to Parliament soon.

43. A comparative study of the use of environmental criteria applied in tender documents and purchase decisions was undertaken in 2004 in Denmark, Finland, Norway, and Sweden. In the case of Sweden, this evaluation has been undertaken every three years, while in Norway, there are similar studies dating back to 1995. In New Zealand, the Energy Efficiency and Conservation Authority monitors the implementation of the Energy Wise programme, and the Govt3 Programme monitors waste audit data and is developing other indicators. An Italian study carried out in 2004 evaluated the awareness of GPP policies among procurement officers in 2000 municipalities (concluding that awareness was limited).

44. The European Commission has recently conducted a study on the comprehensiveness of GPP programmes and policies in all 25 EU Member States (April 2005-April 2006). The results of this study show that only 7 Member States demonstrate an 'advanced' level of GPP (with more than 60% of all tender documents containing 'green' criteria).[6]

45. Of the 19 respondents, 13 were able to report the approximate share of public procurement compared to total GDP in their country (Question D.24-3). The average share is 10.7 % of GDP. For about half of the respondents, the share is between 6 % and 10 % of GDP. These figures are comparable with those reported by OECD in *The Environmental Performance of Public Procurement: Issues of Policy Coherence* (2003), which reports a weighted average of just over 9%. However, all such figures must be interpreted with caution.

46. On the other hand, only 5 respondents knew the approximate share of public procurement which can be described as "GPP" (Question D24-4). The responses range widely, from just 6% (Korea) to 60% (Sweden). The average is 32%. In addition to the difficulties in tracking such data, the variation certainly reflects some ambiguity in the definition of GPP which could be applied in the context of such a question. On the basis of the evidence provided, the Korean response seems to be particularly comprehensive.

47. A majority of countries (12 of 19) stated that GPP has been increasing over the period 2000-04 (Question B.24-5). In the case of Korea, figures were provided for recycled products, with over 20% growth between 2000 and 2003, and over 100% growth in eco-labelled product procurement. No countries reported a decrease.

48. The introduction of environmental criteria in public procurement (Question 25) is usually not subject to any financial requirement: only 3 countries indicated that lifecycle financial benefits or financial benefits must be in excess of financial costs for the purchaser itself, or for the public administration. On the other hand, about half of countries responded that total benefits, including non-financial benefits (e.g. external environmental benefits), must be in excess of total costs.

49. It is interesting to observe that relatively few respondents were able to identify the criteria used to evaluate the 'success' of GPP policies in their country (Questions D.26-27). However, it broadly appeared that environmental benefits were being assessed more frequently than financial benefits. Moreover, *ex ante* assessments of *potential* net benefits (financial and environmental) are more common than *ex post* assessments of *actual* net benefits.

50. In the case of Austria, informal evaluation is undertaken using readily-available Life-Cycle Analysis (LCA) studies and relevant software. In a more formal evaluation, the government of Lower Austria

6 See http://europa.eu.int/comm/environment/gpp/.

estimated 37% cost savings from the use of 'green' cleaning products. An assessment of the Eco Procurement Service in Voralberg estimated that use of environmentally-friendly paper saved 50000 kWh of energy, and the procurement of 1900 energy-efficient PC's saved 560 tonnes CO_2. Cost savings were estimated to be 23.7%. Initial evaluation of the ÖkoKauf Vienna programme found that the installation of water-saving taps and showers saved 1.5 million Euros and 1.723 tonnes of CO_2.

Box 6. Cost Benefit Analysis of Sustainable Public Procurement in the UK

DEFRA commissioned earlier this year a study titled: 'Cost Benefit Analysis of Sustainable Public Procurement' that feeds into the UK Sustainable Procurement Task Force's (SPTF) Recommendations to Government. The aim of this study was to deliver peer reviewed robust evidence of a cost benefit analysis of a sample [six] of sustainable public procurement initiatives to evaluate their efficacy as a policy tool. It might be worth mentioning in an OECD setting that the perspective taken was at the national level and as such did not deal with distribution of costs and benefits across countries, if extending the geographical area of the evaluation the complexity of the analysis (and results) would of course increase.

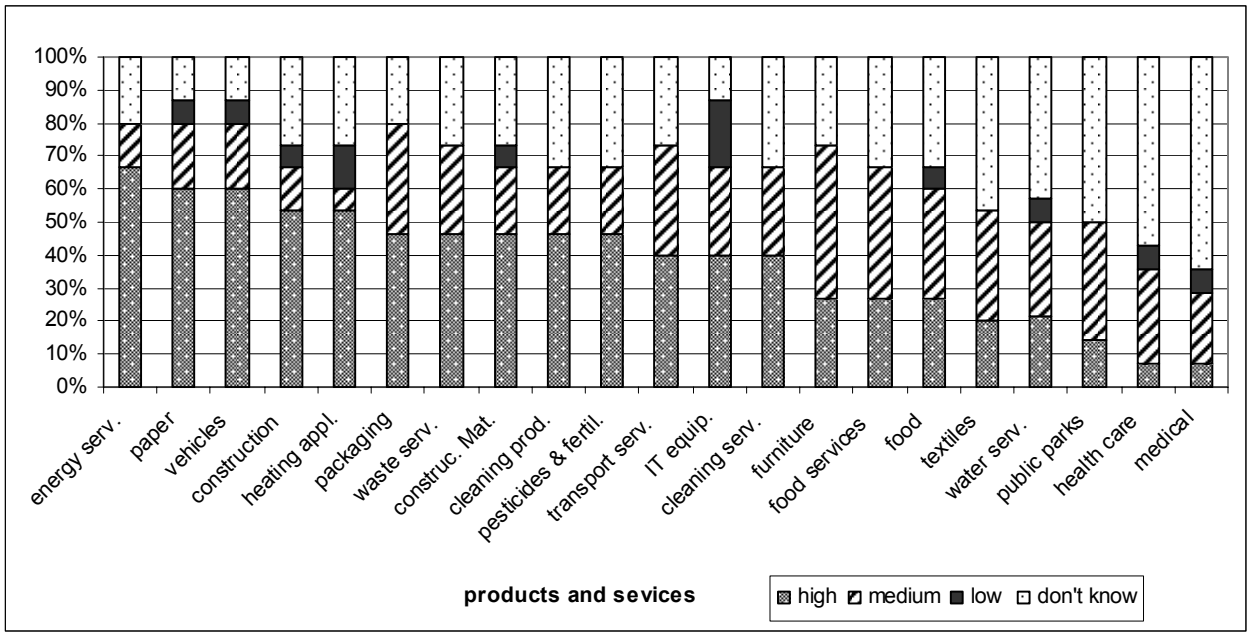
From the case studies, it was difficult to draw general conclusions, although a few points are worth raising:

- One benefit of SPP that is sometimes highlighted is the opportunity for market creation, the results in this paper (two of the case studies contained elements of technological development: LED traffic lights in Stockholm and natural gas buses in Helsinki) indicates both the power with which it can work, but also the difficulty in accurately projecting technological developments in the medium to long run which impact on the overall outcome of a public procurement initiative.
- The study demonstrates that CBA can provide valuable information on the societal impacts of sustainable procurement. CBA can reveal tradeoffs between different kinds of benefits and costs, and can serve as a project design tool to help maximise selected net benefits.
- In terms of overall results; one case study was inconclusive, three positive (with two of them being marginally positive), one negative, and the final one became viable after 14 years.

Full report: http://www.defra.gov.uk/environment/business/scp/pdf/scp008-final.pdf. The study was also peer reviewed, and the Peer Review Report for this project is also available on the DEFRA website.

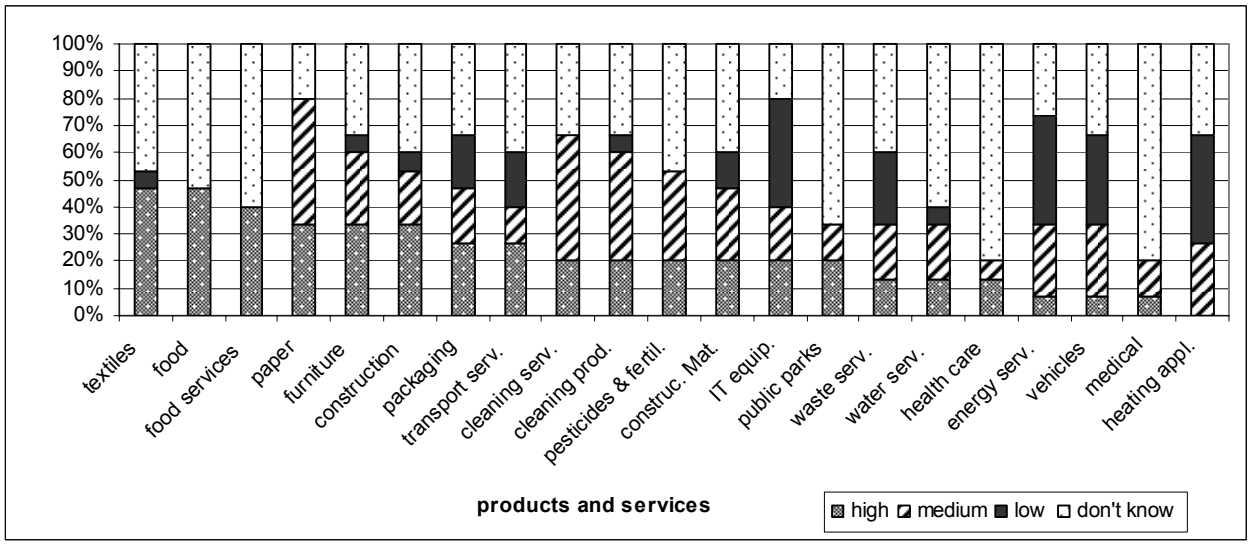
51. The UK Department for Environment, Food and Rural Affairs has recently commissioned cost-benefit analyses with respect to six sustainable procurement initiatives in the UK, Finland and Sweden (see Box 6).It is estimated that the products and services for which environmental benefits of GPP are the highest (Question D28-1, see Figure 13) are paper and packaging, vehicles and energy services, probably because these products and services are the easiest to target, and the benefits from them the easiest to assess.

Figure 13. Assessment of Environmental benefits of GPP to products and services



52. Concerning the products and services for which the financial benefits of GPP are the highest (Question D28-2; Figure 14), there is much less evidence of benefits. Those that do exist are generally credited to products and services using or producing energy (heating appliances, IT equipment, energy services and vehicles).

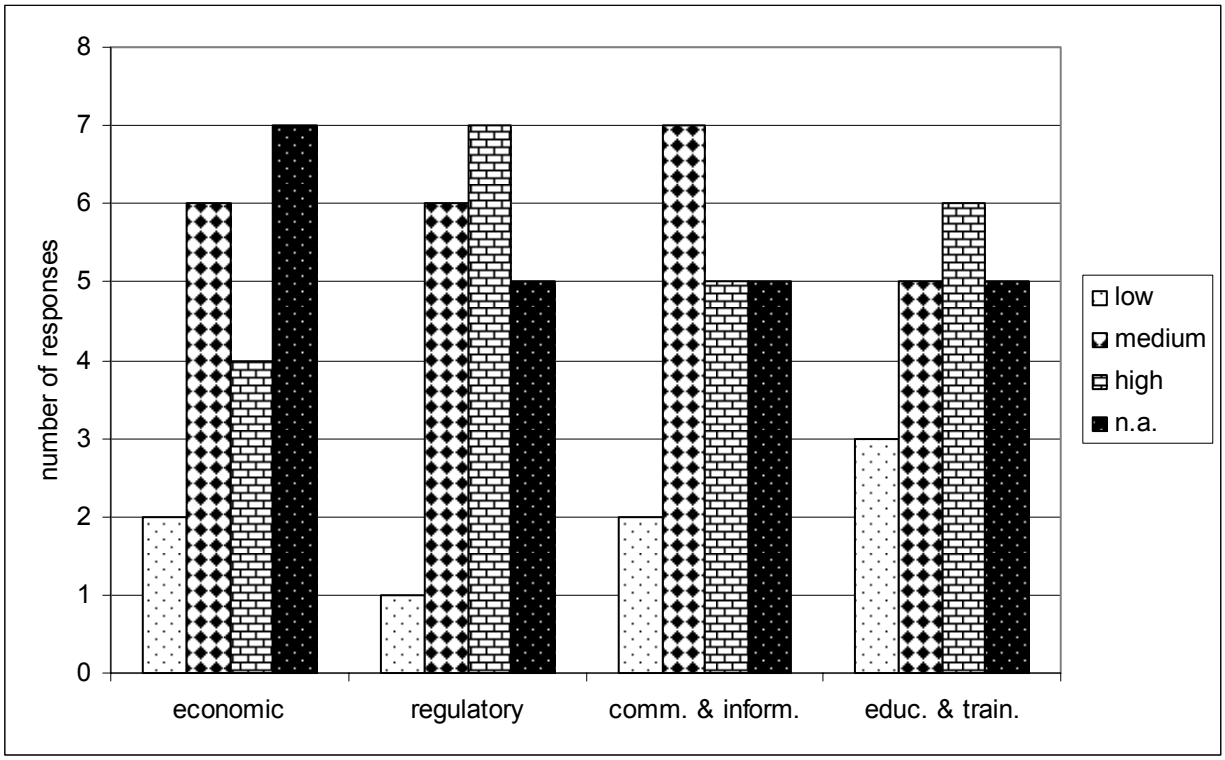
Figure 14. Assessment of Financial benefits of GPP to products and services



53. Respondents were also asked to indicate the perceived efficiency of different instruments (Question D-29), whether low (1), medium (2) or high (3). Approximately 35% of countries were not able to answer this question. The individual responses are provided in Figure 15. However, discussions with respondents indicated that in many cases 'efficiency' was interpreted as meaning 'effectiveness', and the responses should perhaps be interpreted in this vein. Taking the "mean" of the values, regulatory instruments appear

to be considered the most efficient, followed by education and training instruments, with communication and economic instruments perceived to be less efficient. Thus (and somewhat surprisingly), there is no clear preference for 'hard' over 'soft' instruments.

Figure 15. Assessment of Efficiency of Instrument Types



54. There does not seem to be a positive correlation between the introduction of particular instruments and their perceived efficiency – i.e. countries are not introducing the measures which they themselves say are likely to be most efficient (or effective). This may reflect the existence of significant political or legal barriers to the introduction of measures which are thought to be most appropriate.

55. Respondents were also requested to indicate how GPP policies could be improved (Question 31). Canada mentioned the forthcoming 'Green Procurement Policy' (to be implemented in 2006) as a means to ensure coherence across jurisdictions and commodity classes. The Czech Republic emphasised the benefits from focussing more on regional and local governments. Finland emphasised the need for the use of economic instruments, information technologies, and improved training and information schemes. France emphasised the need for centralised resources and assistance to help procurement officers implement GPP policies. In addition to the above-noted measures, Sweden also placed emphasis on the need for education and training.

56. New Zealand emphasised the need for better monitoring and evaluation, as well as for more widespread use of collective buying schemes. In the Netherlands, the national government committed itself to taking environmental and social criteria into account in 100% of all procurement decisions by 2010, (local and regional governments committed themselves to 50% sustainable procurement by the same date). Several recommendations were made in the Swiss response, including the need for clear information for procurement officers as well as simplified eco-labels. The construction sector was identified as an

important target. Emphasis was also placed on the more general removal of market distortions (i.e. non-internalised externalities).

57. The USA response emphasised the need for more human resources to develop and implement coherent policies. The need for simplified tools and readily-available LCAs was also mentioned. In addition, the need to communicate benefits to senior public administration officials was stressed. This latter point was stressed by the UK as well, alongside the need for improved inter-departmental co-ordination. Korea attached considerable importance to the need for improved information dissemination about the benefits of GPP.

6. Conclusion

58. There is significant evidence of recent implementation of the measures cited in the 2002 OECD Council Recommendation. The Recommendation seems to have played a role in strengthening the case for GPP in countries where it was already prominent, and in bringing GPP onto the policy agenda in other countries where this was not previously the case.

59. The responses to the questionnaire cast interesting light on two of the issues that were previously explored at the OECD: (i) financial and budget issues; and (ii) legal concerns. With respect to the first issue, respondents seemed to feel that the most important barriers to the implementation of GPP programmes and policies do not relate to their overall cost, but rather to the means by which public expenditure decisions are taken. In particular, there is a perception that lifecycle costing will go a long way toward encouraging more environmentally-sound procurement. With respect to legal concerns, there was a perception that it is not so much the existence of explicit legal constraints on the use of environmental criteria in pubic procurement which is slowing the take-up of GPP, but rather risk aversion by procurement officers with respect to the interpretation of the legal framework.

60. Overall, there seems to be wide consensus that general measures -- such as inter-departmental co-ordination, widespread dissemination of best practice, and education and training of those involved in procurement -- are keys to success. There are five areas in which additional improvements could be made to future GPP programmes and policies.

- introduce measures which are targeted at goods and services where the potential environmental returns are greatest, and not just those which are easiest to target;
- identify and address barriers to the use of measures which are most economically efficient and environmentally effective, and not just those for which resistance to their introduction is weakest;
- establish objectives with respect to the environmental benefits and financial implications (costs and benefits) of such programmes;
- improve data collection and monitoring which allows for ex post evaluation of the measures introduced, and thus their actual efficiency and effectiveness; and
- identify the appropriate tools to assess progress in environmental performance of public procurement.

APPENDIX I

RECOMMENDATION OF THE COUNCIL ON IMPROVING THE ENVIRONMENTAL PERFORMANCE OF PUBLIC PROCUREMENT

THE COUNCIL,

Having regard to Article 5 b) of the Convention on the Organisation for Economic Co-operation and Development of 14th December 1960;

Having regard to Recommendation of the Council on Improving the Environmental Performance of Government [C(96)39/FINAL];

Having regard to the Resolution of the Council on Improving the Environmental Performance of the Organisation for Economic Co-operation and Development [C(96)40/FINAL];

Having regard to the support for the use of green public procurement practices as expressed in the OECD *Environmental Strategy for the First Decade of the 21st Century*, which was adopted by OECD Environment Ministers and endorsed by the OECD Council at Ministerial level in May 2001;

Recognising the importance of governments in demonstrating leadership in progressing toward sustainable development;

Mindful of the commitments made by Member countries in 1992 at the UN Conference on Environment and Development to review and improve government procurement policies in order to move towards more sustainable patterns of consumption and production;

Noting that as a means to improve the environmental performance of public procurement, public authorities in a number of Member countries apply policies and practices which seek to encourage procurement officers to purchase products and services which are less environmentally-damaging (hereafter "greener public purchasing policies");

Noting that greener public purchasing policies constitute a significant element of product-related environmental policies adopted by some Member countries;

Noting that the scale of government purchases is such that greener public purchasing policies can contribute to the development and diffusion of products and services which are less environmentally-damaging;

Noting that greener public purchasing policies can result in more cost-effective procurement practices;

Recognising the need to preserve market openness and to apply the principles of transparent and competitive processes and non-discrimination among potential suppliers;

Considering that measures to improve the environmental performance of public procurement should not constitute unnecessary obstacles to international trade;

Considering that the use of relevant international standards, as well as equivalence and mutual recognition arrangements, could result in enhanced co-ordination amongst Member countries' greener public purchasing policies, and thus could have beneficial environmental and economic effects;

Recognising that greener public purchasing policies depend for their efficiency and effectiveness upon: the use of appropriate methods to account for the environmental costs of products and services including, where appropriate, environmental impacts throughout the lifecycle; co-ordination between procurement, budget, environment and other relevant government officials; co-ordination with other environmental policy measures such as economic instruments (e.g. tradable permits and environmental taxes), performance standards, and information-based measures (e.g. demonstration projects and eco-labels); and, the prevention of false or misleading claims of environmental quality;

Conscious of the need for Member countries to tailor implementation strategies for greener public purchasing policies to fit their individual institutional, social, economic and environmental needs and priorities;

On the proposal of the Environmental Policy Committee:

I. RECOMMENDS that Member countries take greater account of environmental considerations in public procurement of products and services (including, but not limited to, consumables, capital goods, infrastructure, construction and public works), in order to improve the environmental performance of public procurement, and thereby promote continuous improvement in the environmental performance of products and services.

II. RECOMMENDS to this effect that Member countries should:

i. develop greener public purchasing policies in ways which are consistent with Member countries' competition and other relevant national policies, and with their international obligations and commitments;

ii. take the following concrete steps to ensure the incorporation of environmental criteria into public procurement of products and services including, where appropriate, environmental impacts throughout the lifecycle, while ensuring that transparency, non-discrimination and competition are preserved:

(a) provide the appropriate policy framework to incorporate environmental criteria into public procurement of products and services, along with price and performance criteria;

(b) introduce financial, budgeting, and accounting measures to ensure that public procurement policies and practices consider the environmental costs of products and services;

(c) provide information, training and technical assistance to officials involved in the public procurement and use chain, including those who set the performance criteria of products and services, those who are responsible for procurement, and those who use the products and services;

(d) make information and tools that facilitate greener public purchasing available to all levels of government;

(e) disseminate the information needed to facilitate and encourage greener public purchasing decisions, as well as the results and benefits derived from their adoption;

(f) establish procedures for the identification of products and services which meet the objectives of greener public purchasing policies;

(g) encourage the development of indicators to measure and monitor progress made in greener public purchasing;

(h) assess and evaluate greener public purchasing policies in order to ensure that they are economically efficient and environmentally effective.

III. INVITES the Environment Policy Committee to:

i. support efforts by Member countries to develop and apply efficient and effective greener public purchasing policies, for example through the collection and dissemination of information on "best practices" and the development of appropriate indicators;

ii. monitor, assess and report to the Council in 2005 on Member countries' implementation of this Recommendation and on any barriers to further progress.

APPENDIX II: QUESTIONNAIRE

OCDE OECD

Questionnaire on the Implementation of

the OECD Recommendation C(2002)3 on

"Improving the Environmental Performance of Public Procurement"

A) IDENTIFICATION OF THE RESPONDENT

1) COUNTRY:

2) Name of person completing this questionnaire:

3) Title of person completing the questionnaire:

4) Organisation[7]:

5) Address:

6) Telephone number:

7) E-mail:

8) The attached response is the synthesis of several responses coming from

National/Central Government ❑ National and other levels of governments ❑

9) If it is the synthesis of several responses from national and other levels of governments, can you briefly list the different bodies (public/private), administration services or public institutions which have contributed to the completion of the questionnaire?

10) At which level of government are GPP policies mostly implemented (rank from 1 to 3)?

national/central ____ regional/state ____ local ____

B) GENERAL INFORMATION

11) Have you heard about the OECD Recommendation [C(2002)3] on "Improving the Environmental Performance of Public Procurement", which was adopted by OECD countries in January 2003?

1 - person completing the questionnaire Yes ❑ No ❑

2 - other officials having contributed to the completion of the questionnaire: Yes ❑ No ❑

12) Did environmental considerations form part of your procurement strategy before the OECD Recommendation was approved in January 2003?

Systematically: ❑ Partially: ❑ Not at All: ❑

7. Organisation means a service of the administration, a ministry, or any other public institution.

13) Did the OECD Recommendation encourage the introduction of environmental considerations into your procurement strategy?

Yes ❑ No ❑

14) Did the OECD Recommendation facilitate or support the development of Green Public Procurement (GPP)[8]?

Yes ❑ No ❑

15) At present, is GPP considered and applied as:

1- part of a broader policy on sustainable development?	Yes ❑	No ❑
2- a policy in its own right?	Yes ❑	No ❑

16) At present, do the following issues create a barrier to GPP?

	Yes	No	Don't know
1- lack of information on environmental benefits	❑	❑	❑
2- lack of information on financial benefits	❑	❑	❑
3- lack of training for public procurement officers	❑	❑	❑
4- the present legal framework does not allow for the use of environmental criteria in procurement decisions	❑	❑	❑
5- procurement officers do not know how to interpret the legal framework with confidence	❑	❑	❑
6- procurement decisions do not account for life-cycle costs (e.g. purchase, use and disposal costs)	❑	❑	❑
7- lack of financial resources	❑	❑	❑
8- lack of support from public administration	❑	❑	❑
9- lack of political support	❑	❑	❑
10- centralised procurement practices discourage use of environmental criteria	❑	❑	❑
11- decentralised procurement practices discourage use of environmental criteria	❑	❑	❑
12- lack of practical tools (e.g. handbooks, databases)	❑	❑	❑
13- other barrier_____	❑	❑	❑
14- other barrier_____	❑	❑	❑

[8] For the purposes of this questionnaire, the term Green Public Procurement (GPP) is defined as meaning procurement policies for which environmental criteria are explicitly applied in the procurement decision-making process.

17) From the list above, what are the 3 most important barriers?

First =
Second =
Third =

18) Please, evaluate the potential advantages from GPP according to the following scale?

	Never	Sometimes	Often	Always	Don't know
1- GPP results in significant <u>environmental</u> benefits	❑	❑	❑	❑	❑
2- GPP results in <u>financial</u> benefits for the government	❑	❑	❑	❑	❑
3- GPP provides "best value for money[9]"	❑	❑	❑	❑	❑
4- GPP provides an example to private purchasers	❑	❑	❑	❑	❑
5- GPP creates other benefits, such as					
a- employment:	❑	❑	❑	❑	❑
b- other social benefits:	❑	❑	❑	❑	❑
c- new markets:	❑	❑	❑	❑	❑
d- product innovation:	❑	❑	❑	❑	❑
e- other benefit: _____	❑	❑	❑	❑	❑
f- other benefit: _____	❑	❑	❑	❑	❑
g- other benefit: _____	❑	❑	❑	❑	❑

19) From the list above, what are the 3 most important advantages?

First =
Second =
Third =

20) How effective is the coordination between government departments in implementing GPP policies?

poor ❑ fair ❑ good ❑ excellent ❑

[9] For the purposes of the questionnaire, "best value for money" is defined as including:
- life-cycle costs (e.g. purchase, use and disposal costs);
- costs for all of public administration and not only for the purchaser itself; and
- both financial and external environmental costs.

21) To what extent have environmental criteria been taken into account when purchasing the following products and services?

	Mostly	Partially	Not at all	Don't know
- food	❑	❑	❑	❑
- food services (e.g. "green canteen")	❑	❑	❑	❑
- paper	❑	❑	❑	❑
- packaging	❑	❑	❑	❑
- furniture	❑	❑	❑	❑
- textiles	❑	❑	❑	❑
- heating appliances	❑	❑	❑	❑
- IT equipment (e.g. PCs, printers, photocopiers)	❑	❑	❑	❑
- vehicles	❑	❑	❑	❑
- transport services	❑	❑	❑	❑
- construction materials (e.g. timber)	❑	❑	❑	❑
- construction	❑	❑	❑	❑
- cleaning products	❑	❑	❑	❑
- cleaning services	❑	❑	❑	❑
- pesticides and fertilizers	❑	❑	❑	❑
- maintenance of public parks	❑	❑	❑	❑
- water services	❑	❑	❑	❑
- energy services	❑	❑	❑	❑
- waste management services	❑	❑	❑	❑
- medical devices	❑	❑	❑	❑
- health care	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑

C) INSTRUMENTS AND MEASURES USED TO IMPLEMENT GPP

22) To take environmental criteria into account in public procurement, have you modified your legislation?

yes: ❑ no: ❑

If "yes", when (provide the year)? _____

23) To facilitate the incorporation of environmental criteria into public procurement, what kind of instruments[10] are used?

	Yes	No	Don't know
23-1) Financial and contractual instruments:			
a- price preferences or discounts[11]	❑	❑	❑
b- use of 'points' or 'weights' in tendering procedures	❑	❑	❑
c- financial subsidies or tax exemptions	❑	❑	❑
d- other instrument _____	❑	❑	❑
e- other instrument _____	❑	❑	❑
23-2) Regulatory instruments:			
a- restrictions of certain substances or products	❑	❑	❑
b- requirement of a certain % of recycled products	❑	❑	❑
c- requirement for a minimum % recycled content	❑	❑	❑
d- requirement of energy efficiency standards	❑	❑	❑
e- requirement of other specifications/standards	❑	❑	❑
f- requirement to purchase products with ecolabels[12]	❑	❑	❑
g- requirement of the supplier to possess an EMS[13]	❑	❑	❑
h- other instrument _____	❑	❑	❑
i- other instrument _____	❑	❑	❑
23-3) Communication and information-based instruments:			
a- special website	❑	❑	❑
b- specialised magazine (newsletter)	❑	❑	❑
c- dissemination of a catalogue of green products	❑	❑	❑
d- development of databases (e.g. for LCA)	❑	❑	❑
e- use of eco-labelling criteria in public tendering	❑	❑	❑
f- provision of handbooks/guidance manuals	❑	❑	❑
g- provision of information to industry on GPP	❑	❑	❑
h- organisation of information networks	❑	❑	❑
i- other instrument _____	❑	❑	❑
j- other instrument _____	❑	❑	❑
23-4) Education and training instruments:			
a- seminars and workshops	❑	❑	❑
b- visits organised for procurement officers	❑	❑	❑
c- training programmes for procurement officers	❑	❑	❑

10 Please note that these instruments can be used for other purposes, but here we are interested in those instruments only insofar they have been motivated by environmental objectives and applied specifically to public procurement.

11 For example, when the costs used in procurement decisions are adjusted relative to market prices in order to give environmentally-preferable products a relative advantage over less environmentally-friendly alternatives.

12 When the presence of an ecolabel is: a) included as part of the technical specifications in; or b), used as one of the criteria to award the contract.

13 EMS = Environment Management System

d- training programmes for industry	❑	❑	❑
e- other instrument _____	❑	❑	❑
f- other instrument _____	❑	❑	❑

23-5) Other instruments (give details):

a- other_____	❑	❑	❑
b- other_____	❑	❑	❑
c- other_____	❑	❑	❑
d- other_____	❑	❑	❑

D) ASSESSMENT OF GPP POLICIES

24) Are efforts made to monitor progress in relation to the implementation of green public procurement?

Yes ❑ No ❑

24-1) If "yes", can you give more details on the progress made and on the tools you are using to measure progress:

24-2) If "no", are there plans to do so Yes ❑ No ❑

if yes, please provide the year: _____

24-3) If known, please give the approximate % of public procurement compared to total G**D**P in your country:

_____% in _____ (year)

24-4) If known, for the most recent year available, please provide the approximate % of G**P**P in overall public procurement[14]:

_____% in _____ (year)

24-5) In recent years, has GPP been:

decreasing ❑ no change ❑ increasing ❑ don't know ❑

Period of time: _____

[14] Percentage of procurement for which environmental criteria are explicitly and specifically applied.

25) Must the introduction of environmental criteria in public procurement be subject to the requirement that:

1- lifecycle financial benefits be in excess of financial costs for the purchaser itself:

Yes ❑ No ❑

2- financial benefits be in excess of financial costs for the public administration as a whole (including both the purchaser and other public administrative bodies):

Yes ❑ No ❑

3- total benefits, including non-financial benefits (e.g. external environmental benefits) be in excess of total costs:

Yes ❑ No ❑

4- other requirements Yes ❑ No ❑

Please specify:_____

26) When planning to introduce a GPP policy, do you assess the potential of:

1- environmental benefits Yes ❑ No ❑
2- financial benefits Yes ❑ No ❑

Please give details by providing examples of evaluations undertaken and information on the evaluation methodology applied:

27) Once GPP policies have been introduced, do you assess:

1- environmental benefits Yes ❑ No ❑
2- financial benefits Yes ❑ No ❑

Please give details by providing examples of evaluations undertaken and information on the evaluation methodology applied:

28) On the basis of the assessments discussed above, how would you qualify:

28-1) environmental benefits of GPP for the following products and services:

	Low	Medium	High	Don't know
- food	❑	❑	❑	❑
- food services (e.g. "green canteen")	❑	❑	❑	❑
- paper	❑	❑	❑	❑
- packaging	❑	❑	❑	❑
- furniture	❑	❑	❑	❑
- textiles	❑	❑	❑	❑
- heating appliances	❑	❑	❑	❑
- IT equipment (e.g. PCs, printers, photocopiers)	❑	❑	❑	❑
- vehicles	❑	❑	❑	❑
- transport services	❑	❑	❑	❑
- construction materials (e.g. timber)	❑	❑	❑	❑
- construction	❑	❑	❑	❑
- cleaning products	❑	❑	❑	❑
- cleaning services	❑	❑	❑	❑
- pesticides and fertilizers	❑	❑	❑	❑
- maintenance of public parks	❑	❑	❑	❑
- water services	❑	❑	❑	❑
- energy services	❑	❑	❑	❑
- waste management services	❑	❑	❑	❑
- medical devices	❑	❑	❑	❑
- health care	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑

28-2) financial benefits of GPP for the following products and services:

	Low	Medium	High	Don't know
- food	❑	❑	❑	❑
- food services (e.g. "green canteen")	❑	❑	❑	❑
- paper	❑	❑	❑	❑
- packaging	❑	❑	❑	❑
- furniture	❑	❑	❑	❑
- textiles	❑	❑	❑	❑
- heating appliances	❑	❑	❑	❑
- IT equipment (e.g. PCs, printers, photocopiers)	❑	❑	❑	❑
- vehicles	❑	❑	❑	❑
- transport services	❑	❑	❑	❑
- construction materials (e.g. timber)	❑	❑	❑	❑
- construction	❑	❑	❑	❑
- cleaning products	❑	❑	❑	❑
- cleaning services	❑	❑	❑	❑

- pesticides and fertilizers	❑	❑	❑	❑
- maintenance of public parks	❑	❑	❑	❑
- water services	❑	❑	❑	❑
- energy services	❑	❑	❑	❑
- waste management services	❑	❑	❑	❑
- medical devices	❑	❑	❑	❑
- health care	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑
- other product/service_____	❑	❑	❑	❑

29) Among the instruments/measures/policies mentioned in section C) of the questionnaire and on the basis of the assessments discussed above, how would you qualify the efficiency of the various instruments?

	Low	Medium	High	Don't know
29-1) economic instruments:	❑	❑	❑	❑
- which one(s) in particular:				
_____	❑	❑	❑	❑
_____	❑	❑	❑	❑
give the reason(s) why: _____				
29-2) regulatory instruments:	❑	❑	❑	❑
- which one(s) in particular:				
_____	❑	❑	❑	❑
_____	❑	❑	❑	❑
give the reason(s) why: _____				

	Low	Medium	High	Don't know
29-3) communication & information based instruments:	❑	❑	❑	❑
- which one(s) in particular:				
_____	❑	❑	❑	❑
_____	❑	❑	❑	❑
give the reason(s) why: _____				
29-4) education and training instruments	❑	❑	❑	❑
- which one(s) in particular:				
_____	❑	❑	❑	❑
_____	❑	❑	❑	❑

give the reason(s) why: _____

29-5) other instruments/measures/policies: ❑ ❑ ❑ ❑

- which one(s) in particular:

_____ ❑ ❑ ❑ ❑

_____ ❑ ❑ ❑ ❑

_____ ❑ ❑ ❑ ❑

give the reason(s) why: _____

30) Can you provide examples of green products or services, that have been promoted within public administration, and that are now also being used by the private sector?

31) How could the performance of GPP policies be improved in your country over the next years?

_____

_____

_____

_____

_____

THANK YOU FOR TAKING THE TIME TO ANSWER THIS QUESTIONNAIRE.