



# GPP4Growth

# regional action plan

## Lodzkie Region

Zastępca Dyrektora  
*Marcin Podgórski*

p.o. Dyrektora  
*David Mazurkiewicz*



**MARSHAL  
OF THE LODZKIE REGION**  
Grzegorz Schreiber



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<b>NUTS 1:</b>	Makroregion Centralny
<b>NUTS 2:</b>	Łódzkie
<b>Contact person:</b>	Monika Zielińska
<b>e-mail address:</b>	monika.zielinska@lodzkie.pl
<b>Phone number:</b>	+ 48 42 663 38 05

<b>The Action Plan aims to impact:</b>	Investment for Growth and Jobs Programme	X
	European Territorial Cooperation Programme	
	Other regional development policy instrument	
<b>Name of the policy instrument addressed:</b>	Regional Operational Programme for the Lodzkie Region for the years 2014-2020	



## 1. Executive Summary

This Action Plan has been developed as part of the **INTERREG Europe Programme** project titled **“Green public procurement for resource-efficient regional growth” – GPP4Growth**, as part of the activity A5.1 Joint Development of Action Plans.

The aim of this document is to outline what and how the **activities within the 2<sup>nd</sup> phase of GPP4Growth project will be implemented in Lodzkie Region.**

There are three main actions planned to be implemented in Lodzkie Region, related to and arising from the lessons learnt from the participation in the GPP4Growth project as well as the cooperation with Regional Stakeholders:

1. Raising the awareness and gathering practical knowledge by the potential Beneficiaries of the Regional Operational Programme in Lodzkie Region:
  - Events and conferences dedicated to GPP;
  - Trainings courses on GPP.
2. Recommendations on GPP in public procurement.
3. Advisory services in the preparation of green tender documentation.

These planned actions are described in details below, taking into consideration: **The Background, Actions to be implemented, Players to be involved, Timeframe, Costs and Funding sources.**



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## 2. Introduction

One of the definitions of Green Public Procurement (GPP) is used by the United Nations Environmental Program (UNEP). It reads: "It is a process where organizations meet their own goods, services and construction works needs throughout the life cycle, generating benefits not only for the organization, but also society and economy, while minimizing environmental damage". This definition refers to situations, when one or more environmental factors are taken into account by the contracting authority at the following stages of the procedure: defining the needs and the subject matter of the contract, formulation of technical specifications, selection of award criteria or method of contract performance. The aim of green public procurement is to take environmental issues into account as far as possible in procurement procedures.

In other words, Green Public Procurement is the process whereby public authorities seek to procure goods, services and works with a reduced environmental impact throughout their life-cycle when compared to goods, services and works with the same primary function that would otherwise be procured.

Applying green public procurement can help saving public finances - especially in terms of the cost of ordering products or services throughout their life cycle and not only through purchase price. For example, buying low-energy or water-efficient products can help you significantly reduce the utility of the bills. Reducing the amount of hazardous substances in purchased products can reduce the cost of disposing of them. The authorities that carry out green procurement will be better equipped to meet the changing environmental challenges.

It can undoubtedly be said, that Green Public Procurement is a tool to mitigate climate change and leads to more wise use of resources and sustainable consumption and production. Important in this respect is the question of how effectively this tool is used.

## 3. Green Public Procurement for resource-efficient regional growth – GPP4Growth

The GPP4Growth project, approved under the European INTERREG EUROPE Programme, aims at implementing Green Public Procurement in each partner region, exchanging experiences and practices, sharing policies and evaluation tools, improving their capacity on implementing resource efficiency policies that promote eco-innovation and green growth.

The overall goal of GPP4Growth is to improve the regional development policies on resource efficiency, incorporating green public procurement to support public administrations and businesses to adopt life cycle cost approaches and improve the overall management of resources and waste. The project allows the involved Public Authorities to share practices and experiences relevant to the benefits and methods for implementing GPP, use of common GPP criteria for key sectors and identification of opportunities to apply GPP to achieve green growth based on regional conditions and challenges.

The overall objective is to support the GPP4Growth partners to transfer the lessons learnt into regional policies and action plans.

GPP4Growth brings together 9 partners:

- University of Patras,
- Lombardy Region,
- Lodzkie Region,
- Province of Antwerp,
- Ministry of Environment and Spatial Planning,
- Regional Government of Andalucia,
- Zemgale Planning Region,
- Stara Zagora Regional Economic Development Agency,
- Department of Communications, Climate Action and Environment,
- Malta Regional Development and Dialogue Foundation,

from 9 countries (follows as above: Greece, Italy, Poland, Belgium, Spain, Latvia, Bulgaria, Ireland and Malta).

It involves the managing authorities & regional bodies influencing regional and national policy instruments, to stimulate eco-innovation, resource efficiency and green growth by promoting Green Public Procurement.



The project focuses on promoting the exchange of experience and interregional learning policies to improve GPP in regional development policies and programmes, to support Public Administrations and enterprises in adopting lifecycle cost approaches and to improve the overall management of resources by incorporating green public procurement.

Project activities include:

- Analysing the needs of GPP4Growth regions in Green Public Procurement;
- Identification of successful green public procurement cases;
- Evaluation and analysis of existing policies, plans, and criteria for GPP in the key GPP4Growth sectors;
- Analysis of the factors (barriers and enablers) that influence businesses in key GPP4Growth sectors to get involved in green tenders and contracts;
- Promoting public dialogue and consultation process to build consensus and ensure the successful implementation of regional action plans, through the support and participation of key regional stakeholders;
- Fostering interregional learning and capacity building through workshops, study visits, and policy learning events;
- Development of transferable tools & resources to promote benchmarking and policy learning, and transfer knowledge and lessons learnt beyond the partnership;
- Joint development of action plans to promote the improvement of policy instruments addressed by the project;
- Increasing awareness, promoting and disseminating the project results and knowledge beyond the partnership.

The GPP4Growth seeks to build upon the new EU public procurement reform (2016), i.e. a regulatory framework prepared by the EU to create new opportunities for public authorities to stimulate eco-innovation, resource efficiency and green growth, by using new award criteria in calls and tenders that pay particular attention to environmental considerations. Specifically, the new rules enable public authorities to setup, publish and manage calls and contracts that require businesses/bidders to:

- comply with environmental obligations,
- integrate environmental costs in their offers based on a lifecycle cost approach, and
- deliver goods fulfilling the requirements of environmental labels, reducing at the same time administrative burden.

This is particularly important for the local/regional public authorities in order to achieve regional green growth and respond to current and future environmental and economic challenges, through the adoption of GPP. Spending 2 trillion Euros each year (19 % of the EU's Gross Domestic Product (GDP)) on goods, supplies, services and works, Europe's public authorities can use their purchasing power to choose environmentally friendly goods and services, including efficient electronic & electrical equipment, electricity from renewable energy resources, sustainable construction works, low emission public transport vehicles etc., promoting sustainable consumption and production patterns in their territories.

#### **4. Green Public Procurement in Poland**

At domestic level, the basic act regulating the process of awarding/granting public contracts is the Public Procurement Law Act (PPL) (Act of 29 January 2004). The regulations of the Act provide a number of solutions that allow for social or environmental aspects to be taken into account in the conduct of public procurement proceedings but most of such regulations remain voluntary.

On the one hand, it allows the contracting authority to make an assessment as to whether social or environmental aspects can be taken into account in the scope of the procurement proceedings. On the other hand, lack of mandatory application of a larger number of minimum environmental criteria means that many, in particular smaller entities, will not take up the additional effort of introducing environmental aspects into their tender documents.

An important document for the promotion of GPP is "National Action Plan on GPP for period 2017-2020". A number of actions to be implemented are listed in this document, e.g.:

- In-depth study on the state of sustainable public procurement in Poland;
- Training and conferences addressed to contracting authorities, representatives of control institutions (including Regional Chambers of Audit, Supreme Audit Office) and Central Anticorruption Bureau representatives;





- Publications about sustainable public procurements;
- Examples of good practices in the application by Polish contractors of environmental and social aspects in public procurement;
- Standard records for tender documentation, including social and environmental aspects.

Green public procurement also supports fulfilment of other national policies such as „Strategy of energy security and environment – perspective to 2020”, “Efficient State Strategy 2020”, “Strategy for innovation and efficiency of the economy for years 2012-2020 Dynamic Poland”. In addition, the actions planned under the National Action Plan will contribute to the achievement of the objectives of the Plan for Responsible Development adopted by the Council of Ministers on February 16, 2016.

Sustainable public procurement is mentioned in the above documents of strategic importance for Poland. One of the instruments supporting the improvement of the quality of the environment is "The Strategy of energy security and environment – perspective to 2020". This strategy estimates increase in the level of green procurement so that half of the public contracts awarded are ecological. Among its specific objectives are indicated:

- Increase in the awareness of officials in range of the application of environmental criteria in public procurement;
- Implementation of awareness raising campaigns as well as the use of other instruments to encourage green procurement and the spread of good practice in the private sector.

In the next strategy: “The Efficient State Strategy 2020” it has been pointed out that, in order to effectively manage material and financial resources, public administrations should emphasize the dissemination of existing legal arrangements for taking into account the ecological aspects of procurement procedures. Furthermore, it has been emphasized that increase of percentage of GPP may be caused by increase in the number of entities with a verified environmental management system and applying certified environmental technologies and domestic certified products.

“The Strategy for innovation and efficiency of the economy for the years 2012-2020 – Dynamic Poland” also includes a reference to green public procurement. In the chapter characterizing the economy of the country, it is pointed out that there is an inefficient use of natural resources and raw materials. Wider usage of GPP was mentioned within remedy instruments contributing to reducing the energy and material consumption of the economy.

Nevertheless, despite emphasizing the importance of the issue of running a sustainable economy at the central level and many legal options to make use of the public procurement system in this area, contracting authorities in Poland rarely decide to use the green possibilities in their procurements.

In 2018 in Poland, 143 881 public contracts worth PLN 202.1 billion were awarded, representing 9,55% of the country's GDP. Compared to 2017, both the number of orders and their value increased - by 3,4% (from 139 133 orders) and by 23,8% (from PLN 163.2 billion). The Public Procurement Office, which collects data on these proceedings, keeps statistics on GPP together with the innovative public procurement. In 2018, 1 469 of green or innovative public contracts were awarded, compared to 1 212 orders in 2017. The value of such contracts also increased - from 3.24 to PLN 9.83 billion. In terms of the number of orders, green and innovative contracts thus constituted 1,02% of the total number of public contracts awarded in 2018, and in terms of value – 4,86%. Compared to 2017, the number of awarding entities who used the green or innovative criteria was quite severe - from 344 to 322 (Public Procurement Office, 2019).

Pro-environmental instruments envisaged by the Public Procurement Law in 2018 were most often used by Polish contracting authorities in their supply orders. This concerned the reference to the environmental management systems in the conditions of the contract (Article 29.4), reference in the description of the subject of the contract to eco-labelling (Article 30a) and the application of the cost criterion assessed based on the product life cycle costing (Article 91 paragraph 3b). For service contracts, reference to the eco-label was the most often used in the bid evaluation criteria (Article 30a) and to reference to the other environmental bid evaluation criteria. In turn, the most commonly used pro-environmental instruments in works contracts included environmental conditions for the performance of the contract (Article 29.4).

To sum up, in relation to almost all environmental aspects, the number of their applications in public procurements increased in Poland in 2018. Moreover, in the context of the establishment by the government of the new Public Procurement Law (planned introduction to the legal order from the beginning of 2021), whose main aim is to introduce a consistent and transparent regulation containing solutions based on efficiency and transparency of the public procurements, taking into account also





the role of the public procurement in shaping the state policy to support the innovation and new technologies in procurement public, as well as the development of small and medium-sized enterprises and providing new tools in environmental issues, even faster growth should be expected in the coming years in the country.

## 5. Green Public Procurement in Lodzkie Region

The implementation of the GPP4Growth project has contributed to a more in-depth analysis of the green public procurement market in the Lodzkie Region by the region authority. Studying the topic, it was noted that there are many public proceedings related to green public procurement, in some particular aspects. There have also been some proceedings that can be improved towards the use of GPP.

Very useful in this field was the external analysis, regarding “the possibilities of development of green public procurement in the Lodzkie Region”, prepared through the GPP4Growth project. The document contains the study about the particular procurements in the region, which can serve as a good example for the other Purchasers, as well as the ready-to-use examples of recommendations in order to direct the procurements proceeded in the GPP course.

Moreover, an external expert in this analysis pointed out a number of proposals of actions to be taken by the region's authorities in terms of increasing GPP usage in the region, for which the European Regional Development Fund within the Regional Operational Programme for the Lodzkie Region for the years 2014-2020 (ROP for Lodzkie Region) was indicated as an appropriate potential source of funding. Those proposals were taken into consideration in drafting this Action Plan.

It should also be recalled that the activities undertaken within the GPP4Growth project referred to the ROP for Lodzkie Region:

**The Regional Operational Programme for the Lodzkie Region for the years 2014-2020** is a program of two funds co-financed by the European Regional Development Fund (ERDF) and the European Social Fund (ESF). It consists of twelve Priority Axes (including the technical assistance axis). The total allocation for ROP for 2014-2020 is app. EUR 2 256 049 115, of which EUR 1 621 433 387 (71.87%) comes from the ERDF and EUR 634 615 728 (28.13%) from the ESF.

Significant funds (almost 20% of the ERDF allocation) are allocated to sectors related to environmental protection and low-carbon economy under Priority Axes IV and V: “Low-emission Economy” and “Environmental Protection”, which implement Thematic Objectives 4, 5 and 6. In this area, the biggest allocation is planned for the Investment Priority 4c in the field of energy efficiency (7.68% ERDF), as well as 4a (3.36% ERDF), 4e (3.04% ERDF) and 6b (3.04% ERDF) for increasing energy production from renewable sources and adaptation to the treaty requirements in the field of waste management.

Defining the project selection criteria within ROP for Lodzkie Region 2014-2020, its Managing Institution – the Board of the Lodzkie Region, specified a number of formal and substantive criteria that determine the possibility of granting funding to projects under the axes IV and V. Among them are criteria for creating new green jobs, energy efficiency and ecological effect or the use of renewable energy sources, or the ESCO business model. Those criteria are putted in the document titled “Criteria for the selection of projects for the Regional Operational Programme for the Lodzkie Region for the years 2014-2020 (ERDF)”. Giving the value of ecological certification, which was also the subject of interest under the GPP4Growth project, on March 6, 2018, an additional project evaluation criterion was also introduced: “EMAS or ISO 14001”, where Beneficiaries can obtain an additional point in their scoreboard for having an appropriate environmental certificate. This is important information for Beneficiaries of the ROP in Lodzkie Region, that having such certificates results in the possibility of obtaining additional points under the environmental axes.

Moreover, there are a number of actions and initiatives related to and arising from the implementation of the GPP4Growth project in the Lodzkie Region. Thanks to the involvement of many employees, as well as the de-briefing activities, not only within the Regional Stakeholders Group, but also in the office, the issue of the usage of the green public procurement has been developed further. One of them is a new project submitted through the Regional Operational Programme for the Lodzkie Region for the years 2014-2020, Priority Axis II: Innovative and Competitive Economy, titled “LOCAL GOVERNMENT CENTER FOR CIRCULAR ECONOMY AND INTERNATIONALIZATION OF ENTERPRISES “ŁÓDZKIE GREEN HUB”. The Beneficiary of the project is the Lodzkie Region itself, the total budget is 943 159,92 PLN (app. 200 000,00 EUR) and the duration is from 01.08.2019 to





31.12.2022 (approval decision from 02.04.2019). The specific objective of the project is to increase the competitiveness of companies from the Lodzkie Region on the European market and inclusion of entrepreneurs in the international stream of benefits resulting from the implementation of circular economy solutions and internationalization of the activities of enterprises from the region as part of the network of business co-operation through active participation the meetings, seminars, study visits, brokerage sessions in the field of circular economy. The main contributions, arguments and the points of attention related to the GPP to be developed and further implemented are:

- Expanding the market based on investments and purchases with green technologies;
- Improving the efficiency of natural resources management and promotion of innovative enterprises;
- Increasing the number of entities using the “green” criteria in the descriptions of the subject of the contract in accordance with art. 29 and art. 30 PPL;
- Cooperation with entities in the region and applying for funds from the Horizon 2020 Program;
- Improvement of the ecosystem as a result of the use of green public procurement (e.g. green shopping, green public transport, energy-efficient computer equipment);
- Preparing entrepreneurs to offer products that meet the requirements of green public procurement.

Among the activities scheduled within the ŁÓDZKIE GREEN HUB project are the organization of a conference and advisory services, where the issues related to the GPP issues are planned to be raised.

In summary, the green growth aspects with the usage of the public procurement are present on the regional level in Lodzkie Region. This is a field for sustainable growth of the region and will be achieved, by implementing the Actions described in this Regional Action Plan.

## 6. Key actions to be implemented

<b>Action 1:</b>	<p>Raising the awareness and gathering practical knowledge by the potential Beneficiaries of ROP in Lodzkie Region:</p> <ul style="list-style-type: none"> <li>- Events and conferences dedicated to GPP;</li> <li>- Training courses on GPP.</li> </ul>
<b>The Background:</b>	<p>Raising the awareness on the importance and the possibility of using GPP by the public administrations is considered a basic action, should be implemented in the region. The necessity of providing special dedicated courses, trainings, seems to be crucial enabler and was raised as the vital basic within the GPP4Growth experience exchange process.</p> <p>Moreover, very important is to engage the private sector, as well as that the actions to be carried out on both the demand and the supply sides – this line of cooperation was noticed on the basis of GPP4Growth project partner from Malta - Malta Regional Development and Dialogue Foundation.</p> <p>Simultaneously, the activity is inspired by the solution provided by the Province of Antwerp – other GPP4Growth project partner, which – shortly speaking - employs consultants who advise to institutions in the field of green public procurement.</p> <p>That was the background of the idea to connect the private and public sectors in one place within one “green forum” on the possibilities and ways to implement the GPP in the region, so the potential Beneficiaries of European Regional Development Fund within Regional Operational Programmes, were prepared for the new circumstances.</p> <p>And this process has already started, thanks to the other activities planned within GPP4Growth project, like a very fruitful and inspirational action provided by Lodzkie Region in the 5th semester of its realisation – the organization of the V Stakeholders Meeting, titled: "Ecological Lodzkie" - workshop for the entrepreneurs and the public workers on the Green Public</p>



	<p>Procurements" (04.04.2019). The meeting was attended by more than 90 participants from public, private and NGO sectors, with the involvement of the representatives of the main Stakeholder: from the University of Lodz (the Centre for Public Procurement and Public-Private Partnership) as well as from the Public Procurement Office (central government level). It was a great possibility for the public workers from the whole region to raise their knowledge and get the inspiration for further actions regarding procurements they provide. Especially that they had the possibility to discuss their formal worries and concerns with experts in this field.</p> <p>The actions like that should be continued, so the issue of GPP be still in the mainstream in Lodzkie Region.</p>
<b>Actions to be implemented:</b>	<ul style="list-style-type: none"> <li>- Organization of the events (conferences) on GPP – on regional level, at least one per year.</li> </ul>
<b>Players involved:</b>	<ul style="list-style-type: none"> <li>- External Experts;</li> <li>- Stakeholders (University of Lodz/the Centre for Public Procurement and Public-Private Partnership);</li> <li>- Employees of the Marshal's Office of the Lodzkie Region.</li> </ul>
<b>Timeframe:</b>	2020-2021
<b>Costs:</b>	<p>The first meeting organized (04.04.2019), was financed from the Lodzkie Region's own resources – as staff and infrastructure and small catering, with presentations from the employees and Stakeholders.</p> <p>2 Training courses cost: app. 10 000,00 EUR</p>
<b>Funding sources:</b>	<ul style="list-style-type: none"> <li>- Regional Operational Programme for the Lodzkie Region for the years 2014-2020, Priority Axis II: Innovative and Competitive Economy, project: "LOCAL GOVERNMENT CENTER FOR CIRCULAR ECONOMY AND INTERNATIONALIZATION OF ENTERPRISES "ŁÓDZKIE GREEN HUB" – 85%;</li> <li>- Own resources: 15%.</li> </ul>
<b>Action 2:</b>	Recommendations on GPP in public procurement
<b>The Background:</b>	<p>Preparing for the activity A1.3 – Analysing existing policies, plans and criteria for GPP in the key GPP4Growth sectors – which was connected to the interregional workshop on this issue in Lodzkie Region (XI.2017), the knowledge about the possible "green" criteria and examples of technical recommendations in this field, provided by the European Commission and Public Procurement Office in Poland, was gathered.</p> <p>Moreover, the report mentioned above describes some mechanisms, proposed to overcome the barriers, identified on the field of GPP development, one of which was: "Public dialogue, exchange of information and experience between both public institutions and the private sector, to ensure that employees responsible for public procurement and stakeholders are always aware of the latest ecological solutions and their impact on the environment".</p> <p>Basing on this, recommendations for processing the procurement in the Marshal's Office of the Lodzkie Region were provided by the employees involved in the GPP4Growth project. The recommendations were distributed to every Department and their organizational units, to be used within the procurements they are preparing.</p> <p>It is considered as a first step to implement the knowledge gathered within GPP4Growth project into the real procurements, and share the good</p>





	<p>practices in the region so the potential Beneficiaries of ERDF were prepared for the new circumstances.</p> <p>Additionally, the further dissemination of good practices in this field is planned, with the usage of other related examples of using GPP in practice.</p>
<b>Actions to be implemented:</b>	Dissemination of the examples of the usage of GPP in practice.
<b>Players involved:</b>	Employees of the Marshal's Office of the Lodzkie Region and Lodzkie Regions' Stakeholders.
<b>Timeframe:</b>	2020-2021
<b>Costs:</b>	The cost is on the side of Lodzkie Region – Marshal's Office of the Lodzkie Region (as its own internal initiative).
<b>Funding sources:</b>	Own resources.
<b>Action 3:</b>	Advisory services: the practical aspects of GPP in public procurements
<b>The Background:</b>	<p>This action is inspired by the good practice presented within the Existing Experience Visit in Province of Antwerp (27-28.03.2019).</p> <p>The City Office of Antwerp employs experts within its Department of Environment, who advise and support other departments and offices, among others on Green Public Procurement.</p> <p>Moreover, the action is planned in response to "Barriers for the contracting authorities" and "Barriers for the entrepreneurs" – listed in the "Policy recommendation report on the improvement of existing resource-efficiency policies and GPP plans" (Activity A1.3 GPP4Growth), where are noticed among others:</p> <ul style="list-style-type: none"> <li>• low ecological awareness among employees;</li> <li>• lack of internal capabilities and technical knowledge to prepare documentation related to public procurement.</li> </ul>
<b>Actions to be implemented:</b>	<ul style="list-style-type: none"> <li>– Public procurement for the external advisory provider;</li> <li>– Dedicated advisory services for potential ROP Beneficiaries (20 h).</li> </ul>
<b>Players involved:</b>	Lodzkie Region
<b>Timeframe:</b>	2020-2021
<b>Costs:</b>	20 000,00 EUR
<b>Funding sources:</b>	<ul style="list-style-type: none"> <li>– Regional Operational Programme for the Lodzkie Region for the years 2014-2020, Priority Axis II: Innovative and Competitive Economy, project: "LOCAL GOVERNMENT CENTER FOR CIRCULAR ECONOMY AND INTERNATIONALIZATION OF ENTERPRISES "ŁÓDZKIE GREEN HUB" – 85%;</li> <li>– Own resources – 15%.</li> </ul>



## 7. Monitoring of the Regional Action Plan for Lodzkie Region

No	Indicator	Target
1	EMAS or ISO14001 Assessment of the criterion is whether the applicant is registered in the eco-management and audit-scheme (EMAS) or certified according to ISO14001. The criterion within ROP 2014-2020, Priority Axis V: Environment Protection. The potential beneficiaries may acquire an additional point for the whole project score.	3/2020
2	The number of events related to the GPP issue organized (Action 1)	2/2020
3	The number of public tenders with green criteria introduced in the region (Action 2)	10/2020
4	The number of entities consulted on GPP usage possibilities (Action 3)	20/2020