



**Project GPP-STREAM “Green Public Procurement and Sustainability Tools for
Resource Efficiency Mainstreaming”**

**INTEGRATION OF GREEN CRITERIA IN A INTER MUNICIPALITY
PUBLIC PROCUREMENT: PROCESS OF WASTE MANAGEMENT**

ACTIVITY: POLICY BRIEF

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1. Overview

RELEVANCE OF THE TOPIC

The topic is “waste management” and integration of green criteria in the tender for this service. Waste management service has a great influence in people’s life and this service is managed by local administration. Strategic GPP will be of great relevance for reducing the effects of climate change: pollution (transport needed for the service), reducing non recyclable materials in treatment plants (thanks to the efficiency of the service).

Domestic waste, divided in materials (fractions: general, organic, paper, plastic). Service lead by the association of municipalities MANRA. Door to door system (PAP). A weekly day for each waste fraction will be decided.

This system will make it possible to identify the infractor, and switch to a more efficient tax system as pay per generation.

Introduction of Green Criteria in the waste management procurement, with the final purpose of mitigate climate change:

- Energy efficient vehicles, with minimum environmental impact.
- Requirements as low noise level (certified by an external body).
- Valuable: low polluting fuels and renewable sources
- Awarded: compliance with EURO VI standard about CO2 emission.
- Awarded: use of recycled, recyclable and reused materials (bags, bins, ...)

As mentioned above Introducing GPP in a waste management service will mean that local administrations are improving energy saving and contributing to a circular economy. Efficient resources, innovation and integration of GPP are some important objectives of the project GPP - Stream. MANRA (Mancomunitat de la Ribera Alta, Spain) is one of the 8 partners taking part.

Local administration

Local administration needs to adapt and find the sources to integrate those Green Criteria in public processes. More efficient and ecologic service will come of awarded criteria, and some standards must be fixed through GPP. Domestic waste management by local administration faces some important challenges: improving the recycle rates and involving the citizenship are among them. Local administration needs to be empowered to play their role in the change to a circular economy. Regulation of waste collection in municipalities could involve different categories:

1. Legal frame: directives for the application for competent bodies and individuals.



2. Description of the service: waste sorted in different sections for recycling.
3. Regulate and promote awareness and education actions about sorted waste collection.
4. Inspection and penalties to guarantee the service will work.

SOURCE OF INSPIRATION

Local stakeholders meetings.

Three main conclusions were obtained:

- Inclusion of Green Criteria in waste management needs to be informed to the citizens and turn the challenge into an opportunity.
- Policy makers (mayors, councillors) must take part in events (conferences, webinar, round tables) about the importance of GPP and how to include these criteria into the policies, through strategic documents, plans, inclusion of monitoring tools, development and implementation of action plans, etc.
- Officials in charge of procurement processes need to be trained to manage public procurement with the correct integration and assessment of green criteria.
- The bidders will be required to do some investment that will reduce the life cycle cost of products and services, but some capacitation is required.

Local tender processes included a wide range of products and services with potential green criteria: electric and hybrid vehicles in the service, environmental management label systems (electronic control) for the efficiency of the service (monitoring the use of the service, system of economic punishment).

Good practices

GPP-STREAM international conference in Rome (Forum Compraverde Buygreen 2019). Conference by Oscar Giménez, Manager CREA (regional waste management consortium) Spain. Role of public administrations, as promotor to circular economy. Certifications for sustainable management

Provision of treatment and separation of household waste generated in the territory of Gabrovo Region” (Gabrovo municipality).

2. Introduction

Interreg Europe GPP - Stream project intends to improve policy instruments to include Green Criteria in Public Processes and improve the development and spread of green procurement practices. It not only involves the purchases of goods and services but also activities, policies and investment measures.



Introducing Green Criteria in Public procurement in small local administrations is such a challenge. Tools and processes are not very well known by Policy makers and officials.

In the European frame, one of the aims of the “Europe 2020 strategy” in what concerns to climate change is “to reach the goal 20-20-20, what means reduce greenhouse gas emissions by 20%, generate 20% of our energy needs from renewable sources and increase energy efficiency by 20%.”

In the national frame, the Spanish Government prepared the draft of the Spanish Circular Economy Strategy, released to public information in February 2018. It draws the direction of the transition towards the circular economy in Spain.

In the Valencian area, the Valencian Strategy for Climate Change and Energy 2013-2020 document and the Valencian Strategy for Climate Change and Energy 2020-2030 is supported by the Valencian ROP, priority axis 4 points on the promotion of carbon reduction strategies in all territories, especially urban areas, including the promotion of sustainable multimodal urban mobility and adaptation measures with mitigation effects. To be highlighted the specific objectives: OE 4.3.3. “improve energy efficiency and reduce CO2 emissions in buildings and in public infrastructure and services” and OE 6. “Preserving and protecting the environment and promoting resource efficiency”.

As domestic waste collection is a responsibility of local administration and municipalities, the Mancomunitat de la Ribera Alta decided to implement this service for some reasons. First, for the economic benefits (sorted waste management). The implementation of the separation of biowaste involves a reduction of waste collected in the corresponding treatment facilities and the cost of the treatment. It allows the optimization of the collection service (frequency / provision). In general, the new scenario is linked to some savings in the corresponding municipal cleaning service.

The implementation of the door-to-door collection service for the separate waste collection in the region is a green action that complies with the principles of circular economy. The tender includes some environmental criteria for vehicles and cleaning products, and some efficient criteria requests for bidder, which should be certified by ISO 9001, ISO 14001, EMAS, OHSAS 18001 labels or equivalent, as well as the best classification in CO2 emissions in relation to the level set as specification, according to the criteria contained in the toolkit (activity A18) of the GPP project.

3. Policy Context

The legal frame turned out to be not very specific and well developed in Spain. Law 9/2017 on Public Sector Contracts provides in article 145.2 that the criteria established by the contracting body may include environmental or social aspects, linked to the object of the contract. Green Criteria are not mandatory and, as a result, GPP is not as relevant as in other countries. There wasn't an effective channel for the cooperation of regional and local administration with the final purpose of effective implementation of GPP.



SPANISH LEGAL FRAME IN WASTE MANAGEMENT

The State Framework Plan for Waste Management (Spain) (valid until 2022). In relation to the actions contained in this Action Plan, there must be mentioned the application of Directive 2008/98 / EC, 19th November, on waste management.

National legislation:

- Law 9/2017 on Public Sector Contracts (adapting the European Directives 2014/23 / EU and 2014/24 / EU). In its preamble, as an explicit objective “To ensure that public procurement is used as an instrument to implement both European and national policies on social, environmental, innovation and development, promotion of SMEs, and defence of competition”.
- Law 22/2011 about contaminated waste and soil
- Law of 10/2000 on Waste management, in the Valencian Region.
- DECREE 19/2017 by the President of the Generalitat, approving the regulatory bases to subsidize local action projects by the municipalities,
- DECREE 55/2019. Vice Ministry of Agriculture, Environment, Climate Change and Rural Development.
- DECREE 55/2019, of April 5, valencian government, approving the review of Integral Waste Plan of the Valencian Region. [2019/4208]

REGIONAL STRATEGIC FRAME

Integral plan of waste management in Valencian Region 2019-2022 (PIRCVA), approved through 55/2019 Decree, for reducing the production of residues and the use of resources fixes the next objectives according recycling of domestic waste as follow:

- 65 % of total waste generated, 12/31/2020
- 66 % of total waste generated, 12/31/2021
- 67 % of total waste generated, 12/31/2022

General waste in landfill

- 35 % of total waste generated, 12/31/2020
- 34 % of total waste generated, 12/31/2021



- 30 % of total waste generated, 12/31/2022

Sorted selection of organic waste

- 25 % of total organic waste generated, 12/31/2020
- 30 % of total waste generated, 12/31/2021
- 50 % of total waste generated, 12/31/2022

TRANSPARENCY

Public procedures are published in the National Procurement Platform by the Spanish Government. More info at <https://contrataciondelestado.es/wps/portal/plataforma>

The Public Sector Procurement Platform allows consulting the bids published by the Contractor Profiles, and other public bodies using other platforms connected by aggregation.

The new Law on Public Sector Contracts established it as mandatory the electronic processing of contracts and the obligation to communicate electronically between the Administration and the bidders, to present economic proposals by electronic means and to advertise the procedures carried out in electronic contracting through the profile of the contractor of each contracting body. All of which can be done through the Public Sector Procurement Platform that has been created for this. This has to ensure compliance with the principles of freedom of access to tenders, publicity and transparency of procedures and non-discrimination and equal treatment between candidates, regulated by Law 9 / 2017, of November 8, of Public Sector Contracts, according the Directives of the European Parliament and of the Council 2014/23 / EU and 2014/24 / EU, of February 26, 2014.

The experience of this administration in the administrative management of public procurement through the National Procurement Platform has the following advantages:

1. Reduction of administrative costs (zero paper).
2. Streamlines recruitment procedures.
3. Greater accessibility and transparency, improving the access of companies to public procurement (online).
4. More transparency and increasing competition between companies.
5. Accelerating the process of spending budgets for public procurement.
6. Centralization of the most onerous administrative contracting tasks and the achievement of economies of scale in terms of management.

In summary: speed and convenience, paper reduction, greater concurrence of companies and, consequently, greater competition, achieving the best offer with significant savings.



BARRIERS

The biggest barrier for spreading the GPP is the lack of knowledge and competences in this field from the technicians in the administrations in charge of tender processes, specially in what concerns to the features, advantages and procedures about GPP. It is considered that there will be still need to increase the know-how and the availability of useful tools (guidelines, instructions, good practices) to implement Green Criteria in sorted waste management from the administration point of view.

Other barriers found:

- From the economic point of view, it was considered as an obstacle the lack of consensus in the taxation system, with some administration applying different collection and management fees, without a common strategy about how the taxation system could be used as a policy tool to contribute to a greener economy. The criteria were very heterogenous among different municipalities.

Relative to the previous point, it could be said that there is no economic incentive for the citizens, specially for those actives in reducing a segregating the domestic waste. It would be desirable a positive tax system used as a positive reinforcement for recycling and waste reduction.

- There were found still big barriers found in capacitation and training at different level. Even at the domestic level, with a lack of effective domestic training and segregating waste (in a general way, from the benefits and effectiveness of an active role of the citizens, to a more specific training about the instructions for the waste management).
- Lack of specific information about the treatment costs.
- Another big barrier for GPP is that the officers need specific capacitation and be involved in their application, being engaged in the transition to a greener economy. This can be also applied to policy leaders and the consideration of the strategies in the long term and the influence of political opportunity.

4. The way forward

COMMUNICATION FROM MUNICIPALITIES TO CITIZEN: ENVIRONMENTAL EDUCATOR

Municipalities and local administrations have a prominent role in efficient management according to GPP criteria. To effectively integrate GPP into their waste collection services, they must switch and



improve their processes to a more efficient administration, improving contracting processes including Green Criteria. The municipalities has to influence to the private sector and citizens, to adapt them to a greener economy system. Local administration has to coordinate with the market to ensure eco-innovation in GPP and be in direct communication with the citizenship.

This communication should include training to the citizenship, its involvement is essential in order to spread the use of GPP, and for the local service being correctly applied. We recommend to create a new role for the sorted waste management service, the environmental educator. This service should be replicated by other municipalities in the Valencian Region. They will be in contact with the citizens, increasing environmental responsibility. This environmental educator are coordinating the awareness campaign, the communication with the citizens to solve doubts and correct deficiencies in recycling, and monitoring the service and the sanction system. It is important to avoid uncivil attitudes that discourage the citizens involved.

Some capacitation for technicians and SMEs is required to move towards ecological and environmentally friendly products.

GUIDELINE AND TAX SYSTEM

There is a guideline in Green Public Tenders for municipalities held by MANRA, about the environmental criteria to be applied in public procurement involves also economic and social benefits for the administration, as well as for the private sector and society. Although the prioristic additional costs, applying the appropriate management tools and service options will make not necessarily any extra cost. Optimization of the collection service (frequency / provision)

Related to the barriers exposed about tax services, it was useful to include some economic incentives, and regulate the fees for waste collection / treatment.

For the user, the cost of waste management, due to active recycling will be lower for the user, and revenues higher (integrated management systems, sale of materials and return of the fee).

IMPLEMENTATION OF A DOOR TO DOOR SYSTEM (PAP)

Division of household waste into fractions and Door to Door system is shown to be more efficient. Waste is separated at origin. A user identification is included in the bins and, according the information collected, a system of economic rewards and punishment is developed.

This service includes different green criteria. Municipalities can developed their waste management systems rewarding bidders with this criteria. This will improve the implementation of GPP.



Vehicles: Energy efficiency and minimum environmental impact in machinery and vehicles included in the service, as following:

- (pollution, CO2 consumption).
- CO2 emission (Euro standards)
- Tire pressure control.
- Noise levels regulation (certification of low noise levels by an independent external body).
- Electric engines and renewable (awarded criteria)

As included in the DECREE 19/2017, of October 26, from the president of the Generalitat, approved the regulatory bases to fund local action, the projects of the municipalities in the Valencian Region may be co-financed by the ERDF Operational Program of the Valencian Region 2014 -2020), so some cost as computerized bins are possible to be funded.

Some elements to be included in the tender specification

- The specific objectives to be achieved
- The inclusion of an information management system
- The use of certified traceability and weighing systems.
- The incorporation of a control and monitoring system
- The possibility of carrying out external audits of the service.
- The preparation of periodic surveys of the population to assess the level of satisfaction and its expectations and needs.

Environmental criteria in public procurement implies some other benefits as economic and social.

MONITORING

For the effective application of a sorted waste management service, municipalities should include an effective monitoring system, to manage the data and the application for the service. This should include the inclusion of an information management system, and a digital monitoring system, completed with the periodic quality and quantity surveys to the population. Companies should include computer systems to monitor and control the waste collection service, in order to be able to correct deficiencies, which implies a coordination with the market to ensure eco-innovation in GPP. In waste collection.



5. Sources of Information

Informational sources are:

- Directive 2008/98 / EC
- Directive 2014/23 / EU
- Spain. Law 22/2011, waste and contaminated soils
- Integral plan of waste management in Valencian Region 2019-2022 (PIRCVA DECREE 55/2019, review of Integral Waste Plan of the Valencian Region
- Waste Framework Directive, 2008/98 / EC
- Directive 1994/62 / EC, on packaging and packaging waste
- Directive 1999/31 / EC, of landfills
- Directive 1987/101 / EEC, for the management of used oils
- Directive 2006/66 / EC, for batteries and accumulators
- Directive 2000/53 / EC for vehicles at the end of their useful life
- Directive 2012/19 / EU on electrical and electronic equipment waste
- Directive 2014/24 / EU of the European Parliament and of the Council of February 26th, 2014, on public procurement
- Directive 2014/25 / EU of the European Parliament and of the Council of February 26th, 2014, about contracting by entities operating in the water, energy, transport and postal services sectors
- Directive 2014/23 / EU of the European Parliament and of the Council of February 26th, 2014, regarding the award of concession contracts.

This policy brief is provided by
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For more information about GPP-STREAM project visit: <https://www.interregeurope.eu/gpp-stream/>



GPP-STREAM
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Green Public Procurement and Sustainability Tools for Resource Efficiency Mainstreaming

Project summary

European regions play a multiple role in the adoption of green public procurement (GPP) policies as they elaborate and adopt GPP plans, can mainstream GPP within all policy instruments that they manage, can purchase eco-innovative and resource efficient goods and services, playing thus also a significant role the promotion of more resource efficient economies. There are still large areas for improvement in the adoption of GPP in relation to EU funded programmes and other policy instruments, in the understanding of the tool by beneficiaries and in the monitoring of GPP implementation, hence in the evaluation and mainstreaming of its benefits. GPP toolkits, common environmental criteria, training materials and help desks have been developed throughout Europe. Limited experience is yet available on how to include environmental criteria into financing instruments and in the implementation of development strategies. GPP-STREAM builds on the idea that *interregional cooperation* can help mainstreaming GPP policies within the administrations involved and ensure that resource efficiency measures are spread and benefits acknowledged.

The project aims to improve the management, implementation and monitoring of GPP policies. It will integrate GPP approaches so as to ensure that resource efficiency gains

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