What is Green Public Procurement?

"...a 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."

Why GPP?

- Legitimate expectation of citizens
- Strategic use of procurement:
  - Purchasing cleaner buses helps achieving clean air targets
  - Purchasing renewables, you buy electricity and reduce CO₂ emissions
  - Purchasing organic produce, you buy food and reduce pollution and improve animal welfare
- Reduce the need for additional projects

GPP benefits

- **Environmental**
  - Decrease of greenhouse gas emissions
  - Decrease of hazardous substances
  - Increase energy efficiency
  - Sustainable use of natural resources
- **Economical**
  - Incentive to innovation
  - Reduction of prices of green technologies and products
  - Potential financial savings
- **Political**
  - Demonstrate public sector’s commitment to environmental protection and to sustainable consumption and production
- **Social**
  - Improve quality standards

So why don’t we all do it?

Obstacles to GPP

- Lack of political support
- Green products are perceived to cost more
- Lack of knowledge on how to verify green criteria
- Lack of awareness of the benefits of green products
- Lack of legal expertise

Commission support
EU Green Public Procurement Policy

What’s the role of the Commission?

GPP is voluntary
Legal framework provided by the Public Procurement Directives
DG ENV’s goal is to support public authorities to go green and to push the market towards more sustainable production

Communication (2008)
Public Procurement for a Better Environment

Political target: 50% of tendering procedures to be green by 2010
Common EU GPP criteria for priority products/services
Legal/operational guidance
GPP National Action Plans

20+ EU GPP Criteria

- Copying and graphic paper
- Office IT equipment
- Transport
- Electricity
- Textiles
- Cleaning products and services
- Construction
- Furniture
- Food and catering services
- Gardening products and services

20+ EU GPP Criteria

- Wall panels
- Water based heaters
- Waste water infrastructures
- Flushing toilets & urinals
- Sanitary tapware
- EEE Health care sector

Situation of GPP criteria for Copying and Graphic Paper in the EU-28+Norway

<table>
<thead>
<tr>
<th>Member States with a GPP NAP</th>
<th>Direct adoption of EU GPP criteria</th>
<th>Specific national GPP criteria and available</th>
<th>Member States with no GPP NAP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Croatia</td>
<td>Armenia</td>
<td>Latvia/Republik</td>
<td>Finland</td>
</tr>
<tr>
<td>Cyprus</td>
<td>Belgium</td>
<td>Croatia/Rumania</td>
<td>Iceland</td>
</tr>
<tr>
<td>Ireland</td>
<td>France</td>
<td>Denmark</td>
<td>Ireland</td>
</tr>
<tr>
<td>Croatia</td>
<td>Georgia</td>
<td>Estonia</td>
<td>Iceland</td>
</tr>
<tr>
<td>Cyprus</td>
<td>Latvia/Republik</td>
<td>Greece</td>
<td>Iceland</td>
</tr>
<tr>
<td>Denmark</td>
<td>Slovakia</td>
<td>Lithuania</td>
<td>Iceland</td>
</tr>
<tr>
<td>France</td>
<td>Slovenia</td>
<td>Malta</td>
<td>Iceland</td>
</tr>
<tr>
<td>Germany</td>
<td>Norway</td>
<td>Slovakia</td>
<td>Iceland</td>
</tr>
<tr>
<td>Greece</td>
<td>Spain</td>
<td>Slovenia</td>
<td>Iceland</td>
</tr>
<tr>
<td>Hungary</td>
<td>UK</td>
<td>UK</td>
<td>Iceland</td>
</tr>
</tbody>
</table>
Project process (EL and GPP)

Criteria classification

<table>
<thead>
<tr>
<th>Environmental level of ambition</th>
<th>Type of criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core</td>
<td>Selection criteria</td>
</tr>
<tr>
<td>Comprehensive</td>
<td>Technical specifications</td>
</tr>
<tr>
<td></td>
<td>Award criteria</td>
</tr>
<tr>
<td></td>
<td>Contract Performance clauses</td>
</tr>
</tbody>
</table>

Core criteria: addresses key environmental impacts, designed to be used with minimum additional verification effort or cost increases.

Comprehensive criteria: Aims to purchase the best environmental products available on the market, possibly requiring additional verification efforts or a slight increase in cost compared to other products with the same functionality. Usually aligned with EU Ecolabel for ease of verification.

Environmental classification

<table>
<thead>
<tr>
<th>Environmental classification</th>
<th>Important (environmental hotspots)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Can be reduced without compromising function (criteria areas)</td>
<td></td>
</tr>
<tr>
<td>Cost, market availability and verification considerations</td>
<td></td>
</tr>
</tbody>
</table>

GPP criteria development approach

Main aspects taken into consideration when developing criteria

When developing criteria, the following aspects are taken into account:

- Expected environmental benefit resulting from the adoption of the criteria.
- The scope of the EU GPP programme (e.g., focus on environmental impacts, function cannot be impaired).
- The fact that GPP is a voluntary programme, therefore subject to the risk of not being adopted in case it is too cumbersome to apply.
- Legal aspect related with Public Procurement practice.
- Cost considerations (from a life cycle perspective), which have particular relevance in a public procurement framework, given the large volume of purchases from public authorities.
- Market availability considerations, again related to the large volume of purchases from public authorities.
- Ease of verification issues, since verification may be carried out for each tendering procedure.

Methodology: Cross-analysis

1. European Standards and references: (CEN/TC, ISO,CEPI)
2. Paper industry terminology and classifications (intended use)
3. Product categorization: Other environmental schemes of relevance: (Blue Angel, Nordic Swan, Eco Mark,...)
4. Preliminary market analysis: (segmentation, trades)
5. Technical aspects and process differences (pulping, paper making)
6. Preliminary Life Cycle Assessment consideration (functional unit)
7. Stakeholders interaction
8. Questionnaire

Scope and definition
**Market data**

**World production of different paper products (million tonnes)**

**Production of paper and board by grade in CEPI countries in 2014**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Graphic papers</td>
<td>44.5</td>
<td>39.7</td>
<td>38.9</td>
<td>-2.1</td>
<td>38.5</td>
<td>33.2</td>
<td>33.4</td>
<td>0.3</td>
</tr>
<tr>
<td>Newsprint</td>
<td>9.5</td>
<td>8.3</td>
<td>7.8</td>
<td>-6.1</td>
<td>9.5</td>
<td>8.0</td>
<td>7.7</td>
<td>-3.7</td>
</tr>
<tr>
<td>Uncoated mechanical</td>
<td>7.7</td>
<td>6.5</td>
<td>6.2</td>
<td>-3.8</td>
<td>6.3</td>
<td>5.1</td>
<td>4.9</td>
<td>-2.7</td>
</tr>
<tr>
<td>Uncoated woodfree</td>
<td>9.3</td>
<td>9.4</td>
<td>9.4</td>
<td>-0.1</td>
<td>9.6</td>
<td>8.7</td>
<td>8.6</td>
<td>-0.5</td>
</tr>
<tr>
<td>Coated papers</td>
<td>17.9</td>
<td>15.6</td>
<td>15.5</td>
<td>-0.4</td>
<td>13.1</td>
<td>11.5</td>
<td>12.0</td>
<td>5.2</td>
</tr>
<tr>
<td>Sanitary and household papers</td>
<td>7.1</td>
<td>7.4</td>
<td>7.6</td>
<td>2.4</td>
<td>7.4</td>
<td>7.2</td>
<td>7.4</td>
<td>0.5</td>
</tr>
<tr>
<td>Packaging</td>
<td>4.6</td>
<td>4.1</td>
<td>4.1</td>
<td>1.9</td>
<td>4.7</td>
<td>4.2</td>
<td>4.2</td>
<td>0.2</td>
</tr>
<tr>
<td>Other paper and board</td>
<td>4.6</td>
<td>4.1</td>
<td>4.1</td>
<td>1.9</td>
<td>4.7</td>
<td>4.2</td>
<td>4.2</td>
<td>0.2</td>
</tr>
<tr>
<td><strong>Total paper and paperboard</strong></td>
<td>102</td>
<td>99</td>
<td>99</td>
<td>-0.1</td>
<td>95</td>
<td>90</td>
<td>91</td>
<td>1.3</td>
</tr>
</tbody>
</table>

**Market data**

**Definition by CEPI**

**Paper** is a generic term for a range of materials in the form of a coherent sheet or web (…) Whereas board / paperboard is a generic term applied to certain types of paper frequently characterized by their relative high rigidity”.

**Graphic paper classes**

CEPI, ISO 4046: Paper, board, pulps and related terms.

Following the CEPI definition uncoated printing and writing paper is: “paper suitable for printing or other graphic purposes (…) According to the consultation conducted by IPTS the typical grammage of office printing paper is approx. 70-85 g/m².”

**Scope of the product group**

**Existing scope and definition**

- Copying and graphic paper: This encompasses unprinted paper for writing, printing and copying purposes (up to 170g/m²) sold in sheets and rolls.
- Finished paper products such as writing pads, drawing books, calendars, manuals, etc. have not been included.

**Proposed scope and definition**

- Copying and graphic paper: The product group shall comprise sheets or reels of not converted, unprinted blank paper. It will include paper used for copying, writing and printing.
- Finished paper products such as writing pads, drawing books, calendars, manuals, etc. are excluded from the scope.

**Discussion point:**

Q. Should any upper limit for grammage be introduced and if so why?

**PROPOSED CRITERIA**

- Forest destruction and potential loss of biodiversity material sourcing;
- Emissions to air and water during pulp and paper production;
- Energy consumption during production (mainly fuel for pulp mills and electricity for paper mills);
- Water consumption during pulp and paper production;
- Energy and ecotoxicity due to the production and uses of chemicals during pulp and paper production;
AWARD CRITERIA

Core criteria

- Comprehensive criteria
- Guarantee of suitability
- At least 75% recovered paper fibres with a min. of 50% post-consumer recycled fibres
- Meet criteria of: EU Excellent, other type I national ecolabels
- Guarantee of suitability for office machines

Energy use

Core criteria

- Comprehensive criteria
- Guarantee of suitability
- 100% recovered paper fibres
- At least ECF bleaching
- Guarantee of suitability for office machines

Technical Specification 3

Energy use

<table>
<thead>
<tr>
<th>Core criteria</th>
<th>Comprehensive criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Guarantee of suitability</td>
<td>Guarantee of suitability</td>
</tr>
<tr>
<td>100% recovered paper fibres</td>
<td>100% recovered paper fibres</td>
</tr>
<tr>
<td>At least ECF bleaching</td>
<td>At least ECF bleaching</td>
</tr>
<tr>
<td>Guarantee of suitability for office machines</td>
<td>Guarantee of suitability for office machines</td>
</tr>
</tbody>
</table>

Comparison of existing and proposed EU GPP criteria structures

Existing GPP criteria

- Technical Specification
  - Professional purposes
  - All purposes
  - Core specification
  - Legal sourcing
  - At least ECF bleaching
  - Comprehensive specification
  - Sustainable forestry sources
  - Meet criteria of: EU Excellent, other type I national ecolabels
  - Guarantee of suitability for office machines

Proposed GPP criteria

- Technical Specification
  - Professional purposes
  - All purposes
  - Core specification
  - Legal sourcing
  - At least ECF bleaching
  - Comprehensive specification
  - Sustainable forestry sources
  - Meet criteria of: EU Excellent, other type I national ecolabels
  - Guarantee of suitability for office machines

AW1: Minimising water consumption during pulp and paper production.

Verification:

- Products carrying a type I ecolabel fulfilling the above criterion will be deemed to comply.

Discussion points:

Q: Should the criterion on energy minimisation be a technical specification or an award criterion?

Q: Should the criterion on energy minimisation be also at the core level?

Q: Would an award criterion on fossil CO2 emissions and purchased electricity, as per the Paper Profile requirements, be more adequate?
Technical specifications:

**Technical Specification 4**

**Bleaching**

**Core criteria**

1. Chlorine gas (Cl₂) shall not be used for fibre bleaching during pulp and paper production.
2. The operator(s) first placing on the EU market the paper products, the pulp or the timber for pulp production shall provide a valid REACH Article 33(2) declaration.

**Comprehensive criteria**

1. The operator(s) first placing on the EU market the paper products, the pulp or the timber for pulp production shall provide a valid REACH Article 33(2) declaration.

**Verification**

Upon delivery of the final product, the tenderer shall provide a valid REACH Article 33(2) declaration. The paper product shall not contain REACH Candidate List Substances of Very High Concern (Article 57 of Regulation (EC) No 1907/2006) in concentrations greater than 0,1% (w/w). The paper product shall not contain Chlorine gas (Cl₂) in concentrations greater than 0,1% (w/w).

**Discussion points:**

Q: Is this criterion relevant for this product group? Should it be further specified?

Q: Is there any test that can be performed on the final product that could prove compliance with the criterion, e.g., ranges of residual chlorine compounds?

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**Technical Specification 5**

**Reporting / restriction of SVHCs**

**Core criteria**

1. The paper product shall not contain REACH Candidate List Substances of Very High Concern (Article 57 of Regulation (EC) No 1907/2006) in concentrations greater than 0,1% (w/w).

**Comprehensive criteria**

1. The paper product shall not contain REACH Candidate List Substances of Very High Concern (Article 57 of Regulation (EC) No 1907/2006) in concentrations greater than 0,1% (w/w).

**Verification**

Upon delivery of the final product, the tenderer shall provide a declaration that the substances referred to are not retained in the final product, above the concentration limits specified, supported by appropriate means of proof, such as a technical dossier of the manufacturer or a test report from a recognized body. Products carrying the EU Ecolabel will be deemed to comply. Other national type I ecolabels fulfilling the above criterion can also be accepted.

**Discussion points:**

Q: Is this criterion relevant for this product group? Should it be further specified?

Q: Do you agree with the proposed distinction between core and comprehensive levels?

---

**Technical Specification 1**

**Legal sourcing of fibres**

**Core criteria**

1. The virgin fibre for pulp production shall have originated from timber that has been legally harvested according to Regulation (EU) 995/2010 (the EU Timber Regulation). The operator(s) first placing on the EU market the paper products, the pulp or the timber for pulp production shall provide a declaration that the fibres in their previous life-cycle may have been bleached with chlorine gas or other chlorinated compounds.

**Comprehensive criteria**

1. The operator(s) first placing on the EU market the paper products, the pulp or the timber for pulp production shall provide a declaration that the fibres in their previous life-cycle may have been bleached with chlorine gas or other chlorinated compounds.

**Verification**

At the latest by the time of the award of the contract, the contractor shall provide a declaration of compliance with the requirements of this criterion. The declaration of compliance shall be supported by the following elements, as appropriate:

a) Evidence of the risk assessment and mitigation procedures put in place by the operator(s): The evidence shall include certification or other third-party verified schemes.

b) Evidence of the risk assessment and mitigation procedures put in place by the operator(s): The evidence shall include certification or other third-party verified schemes.

**Discussion points:**

Q: Is this criterion relevant for this product group? Should it be further specified?

Q: Do you agree with the proposed distinction between core and comprehensive levels?

---

Additional comments:

Several Member States use their own criteria to define sustainable management of forests and have different approaches in place to determine whether certification schemes provide sufficient assurance. The European Commission is currently evaluating the options for proposing a common approach on sustainable virgin fibres for the EU GPP criteria, bearing in mind the new public procurement framework following the entry into force of the procurement reform in April 2016.
Lower grammage office paper
Market availability and trends
- Standard grammage office paper has long been 80gsm
- Linked to technical characteristics like “runnability”
- Recent trend towards lower grammage papers
- In US, 75gsm is most common...
- In Japan, 64gsm is common...
- Seeing more products at 75 and 70gsm in EU.

Lower grammage office paper
Environmental benefits
- Obvious one is less wood used. Going from 75 → 70gsm can save around 5% of wood.
- Waste production also reduced by around 5-7%.

Drawbacks.....?
- More fillers, binders, coatings and other additives?

Discussion points:
Q: Do you have knowledge of any data set, research project or other studies about this subject?
Q: Would you support a criterion on this topic?
Q: If yes, would that be a technical specification or an award criterion? And should it be at comprehensive level alone or also at core?

Timing next steps
1. Stakeholders can provide comments on separate draft criteria proposals for EU Ecolabel before 1st July;
2. Comments need to be transmitted in BATIS;
3. Derogation request (1st August) – possible extension;
4. Sub-groups call for interest- July 2016;

Thank you for your attention
Website:
http://susproc.jrc.ec.europa.eu/Paper_products/
**Technical Specification 1: Sourcing of legal fibres**

<table>
<thead>
<tr>
<th>Core level</th>
<th>Comprehensive level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical Specification - Purchase of office paper based on virgin fibre stemming from legally and/or sustainably harvested sources (also potentially containing a percentage of recovered fibres):</td>
<td>Existing EU GPP criteria</td>
</tr>
<tr>
<td>The virgin fibre for pulp production shall come from legal sources.</td>
<td></td>
</tr>
<tr>
<td>Verification: Certificates of chain of custody for the virgin fibre certified as FSC, PEFC or any other sustainable forest management standard where the percentage of certified wood is indicated, will be accepted as proof of compliance for that percentage. The legal origin of wood can also be demonstrated with a tracing system being in place. These voluntary systems may be 3rd party certified, often as part of ISO 9001:2008 and/or ISO 14001:2004 or EMSAS management systems. If wood stems from a country that has signed a Voluntary Partnership Agreement (VPA) with the EU, the VPA certificate may serve as proof of legality. For the non-certified virgin fibre, bidders shall indicate the types (species), quantities and origins of fibres used in the pulp and paper production, together with a declaration of their legality. As such, the fibres shall be able to be traced throughout the whole production chain from the forest to the product. In specific cases, where the evidence provided is not considered sufficient to prove compliance with the requested technical specifications, contracting authorities may ask suppliers for further clarifications or proof.</td>
<td></td>
</tr>
</tbody>
</table>