



SUSTAINABLE PUBLIC PROCUREMENT: A GLOBAL REVIEW

Final Report



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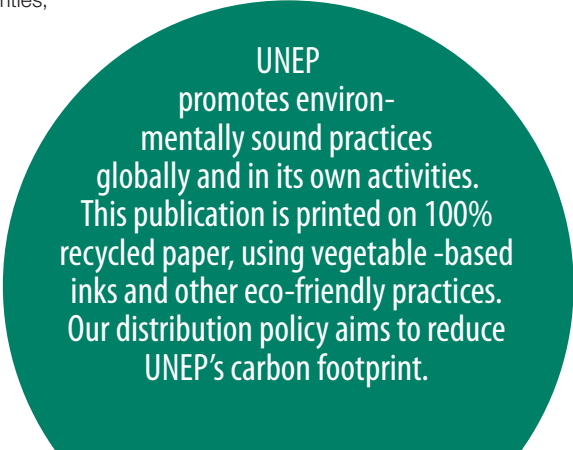
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Table of Contents

Abbreviations and Acronyms	4
1. Introduction.	5
The 10-Year Framework of Programmes on Sustainable Consumption and Production	6
2. Scope and Methodology	7
2.1 Research Scope	7
2.2 Research Methods and Data	8
2.3 Survey Methodology and Sample.	8
2.4 Study Limitations	11
3. Findings.	11
3.1 Definitions and Scope of SPP/GPP	11
3.1.1 Common Terms Used for SPP/GPP	11
3.1.2 Environmental and Social Aspects of SPP/GPP	13
3.2. Regulations and Policies on SPP/GPP	14
3.2.1 Legal and Regulatory Framework	15
3.2.2 National SPP/GPP Policy Adoption.	16
3.2.3 The Integration of SPP/GPP in Provisions into Other Policies and Regulations	18
3.2.4 Approaches to SPP/GPP Policy Development	19
3.2.5 The Use of Targets	21
3.2.6 Complementary Sustainable Consumption and Production (SCP) Policies	22
3.2.7 Discussion of Policy Findings	22
3.3 Implementation of SPP/GPP Practices.	23
3.3.1 Perceived Leaders in SPP/GPP Implementation	23
3.3.2 Overview of SPP/GPP Implementation Activities	26
3.3.3 Integration of SPP/GPP Provisions in the Procurement Cycle	28
3.3.4 The Use of Product Guidelines, Ecolabels and Life Cycle Costing.	30
3.3.5 Discussion of Implementation	33
3.4 Monitoring, Reporting and Indicators of SPP/GPP	34
3.4.1 Indicators Currently Used to Track SPP/GPP	36
3.4.2 Discussion of Indicators and Reporting Frameworks.	38
3.5 Drivers and Barriers for SPP/GPP	39
3.5.1 Drivers for SPP/GPP.	39
3.5.2 Barriers to SPP/GPP	40
3.5.2.1 Economy-Related Barriers.	41
3.5.2.2 Policy-Related Barriers	42
3.5.2.3 Procurement-Related Barriers	42
3.5.2.4 Market-Related Barriers.	43
3.5.3 Enabling Conditions for Lesser Developed Countries	44
3.5.4 Discussion of Drivers, Barriers and Enabling Conditions	45
3.6 Improving SPP/GPP Adoption and Implementation	46
3.6.1 Country-Specific Needs	46
3.6.2 Need for International Collaboration	47
3.6.3 Forecast for SPP/GPP	48
3.6.4 Other SPP/GPP Themes for Exploration.	49
4. Conclusions	50
5. References	51

Appendix 1: Country SPP/GPP Case Studies	54
A. Sustainable Acquisition in the United States of America	54
B. Green Public Procurement in Japan	56
C. Sustainable Purchasing in Chile	58
D. Green Public Procurement in the European Union	60
E. Green Public Procurement in India	63
F: Mandatory Green Public Procurement in Slovenia	64
Appendix 2: International Initiatives on SPP/GPP	66
Appendix 3: Expert Interviewees, Reviewers and Survey Pilot Organizations	68
Appendix 4: Organizations that Participated in the Survey	69

Abbreviations and Acronyms

EFTA	European Free Trade Association
EC	European Commission
EU	European Union
EO	Executive Order
EPEAT	Electronic Product Environmental Assessment Tool
EPP	Environmentally Preferable Procurement
GA	General Assembly
GDP	Gross Domestic Product
GPP	Green Public Procurement
ICLEI	International Council on Local Environmental Initiatives
ILO	International Labour Organization
IISD	International Institute for Sustainable Development
IGO	Intergovernmental Organization
IGPN	International Green Purchasing Network
IPCC	Intergovernmental Panel on Climate Change
ISO	International Organization for Standardization
ICT	Information Communication Technology
IT	Information Technology
ITC	International Training Centre
JRC-IPTS	Joint Research Centre's Institute for Prospective Technological Studies (European Union)
KPI	Key Performance Indicators
LCC	Life Cycle Costing
MDB	Multilateral Development Bank
MDGs	Millennium Development Goals
MERCOSUR	El Mercado Común del Sur
MTF	Marrakech Task Force
NAFTA	North American Free Trade Agreement
NAGPI	North American Green Purchasing Initiative
NAP	National Action Plan
NASPO	National Association of State and Local Procurement Officers
OAS	Organization of American States
OECD	Organisation for Economic Co-operation and Development
RPN	Responsible Purchasing Network
SME	Small and Medium-sized Enterprises
SP	Sustainable Procurement
SCP	Sustainable Consumption and Production
SPP	Sustainable Public Procurement
SPP/GPP	Sustainable Public Procurement/Green Public Procurement
SPPI	Sustainable Public Procurement Initiative
SUN	Sustainable United Nations
UK	United Kingdom
UN	United Nations
UNCITRAL	United Nations Commission on International Trade Law
UNFCCC	United Nations Framework Convention on Climate Change
UNEP	United Nations Environment Programme
UNOPS	United Nations Office for Project Services
UNPD	United Nations Procurement Division
USA	United States of America
USEPA	United States Environmental Protection Agency
WLC	Whole-life costing
WTO	World Trade Organization

1. Introduction

With governments responsible for significant portions of national spending — up to 30 per cent of gross domestic product (GDP) in some cases¹ — the promise of “greening” spending can enable policy makers to “lead by example” when it comes to sustainable development. By doing so, they can lead vast supply chains towards implementing more sustainable practices, achieving environmental, social, and economic policy objectives.

Around the world, interest in Sustainable Public Procurement (SPP) / Green Public Procurement (GPP) is growing. In an interview conducted for this report, Augustine Koh of the Malaysian Green Purchasing Network said, “From green pillows to green food, buyers and sellers are all talking green now”.

Sustainable Public Procurement is at the core of international cooperation processes on Sustainable Consumption and Production (SCP). SPP features indeed as one of the five initial programmes of the 10-Year Framework of Programmes on SCP (10YFP), a global framework of action adopted by the Rio+20 Conference to accelerate the shift towards SCP in both developed and developing countries.

SPP/GPP is now at a critical juncture. While a great deal of work has been done in the last five years and at least 43 countries now have public institutions that have adopted an SPP/GPP policy or policy measures, difficult economic conditions may counter this trend. Barriers such as the persistent idea that these products are more expensive may also hinder further progress. Moreover, the multitude of different systems, criteria and approaches to SPP/GPP risks confusing suppliers and purchasers, further slowing progress. It is therefore timely that a review of the current state of SPP/GPP is undertaken worldwide and critical to better understanding how SPP/GPP is contributing to the creation of a robust “Green Economy”.²

This report contains the findings of an investigation into the national government SPP/GPP policies and practices around the world. The policies, programmes, drivers, barriers, needs and opportunities in SPP/GPP are examined, based on an analysis of recent literature and online resources, and interviews with 20 leading experts on SPP/GPP. Six case studies that delve deeper into particular countries’ recent experiences with SPP/GPP accompany the report. The result is a global view that considers the challenges and opportunities for SPP/GPP in different governmental, regulatory and socio-economic contexts, and highlights the evolution of SPP/GPP in recent years.

The report has two objectives — to provide a qualitative overview of the drivers, challenges and trends in SPP/GPP, and to articulate a framework for subsequent quantitative data gathering.

The research was commissioned by UNEP, having identified the need for up-to-date and reliable information on activities and organizations involved in SPP/GPP. UNEP and various partners announced at Rio+20 the launch of a Sustainable Public Procurement Initiative (SPPI)³ to fast track a global transition to a green economy by harnessing the market-shifting power of government and local authority spending. The SPPI builds on the work of the Swiss-led Marrakech Task Force on Sustainable Public Procurement that ended its mandate in May 2011.⁴

Supported by over 45 governments and institutions, the international SPPI aims to scale-up the level of public spending flowing into goods and services that maximize environmental and social benefits. The goal is to promote worldwide implementation of SPP/GPP through increased cooperation between key stakeholders and a better understanding of its benefits and impacts. The objectives are to bring together representatives from governments, local authorities, business sector and civil society interested in promoting the supply and demand of sustainable products through SPP/GPP and then collectively:

- Build the case for SPP/GPP, increasing knowledge on SPP/GPP and its effectiveness as a tool to promote greener economies and sustainable development; and
- Support the implementation of SPP/GPP through collaboration and better access to capacity building tools.

1 OECD, 2002b.

2 UNEP, 2011 identified SPP as a key “enabling condition” towards the transition towards a Green Economy.

3 UNEP DTIE, SPP Programme See: <http://www.unep.fr/scp/procurement/>

4 The Marrakech Task Forces (MTF) are voluntary initiatives, led by governments, which - in co-operation with various other partners from the North and the South - commit themselves to carrying out a set of activities, at the national or regional level, that promote a shift to consumption and production patterns towards greater sustainability. The Marrakech Process responds to the call of the Johannesburg Plan of Implementation (2002) to develop a 10-Year Framework of Programmes on Sustainable Consumption and Production.

The 10-Year Framework of Programmes on Sustainable Consumption and Production

At the United Nations Conference on Sustainable Development (Rio+20), Heads of State strengthened their commitment to accelerate the shift towards SCP patterns with the adoption of the 10-Year Framework of Programmes on Sustainable Consumption and Production Patterns (10YFP), in paragraph 226 of the Outcome Document “The Future We Want”. The 10YFP is a concrete and operational outcome of Rio+20. It responds to the 2002 Johannesburg Plan of Implementation, and builds on the eight years work and experience of the Marrakech Process — a bottom-up multi-stakeholder process, launched in 2003 with strong and active involvement from all regions.

Main objectives

As a global framework of action to enhance international cooperation to accelerate the shift towards SCP in both developed and developing countries, the main objectives of the 10YFP include:

- Support regional and national policies and initiatives to accelerate the shift towards SCP, contributing to resource efficiency and decoupling economic growth from environmental degradation and resource use, while creating new job/market opportunities and contributing to poverty eradication and social development.
- Mainstream SCP into sustainable development policies, programmes and strategies, as appropriate, including into poverty reduction strategies.
- Provide financial and technical assistance and capacity building to developing countries, supporting the implementation of SCP activities at the regional and national levels.
- Enable all stakeholders (government, private sector, civil society, researchers, UN agencies, financial institutions, and other major groups) to share information and knowledge on SCP tools, initiatives and best practices, raising awareness and enhancing cooperation and development of new partnerships — including public-private partnerships.

Programmes

Programmes are at the core of the framework. They will:

- contribute to further promoting and implementing SCP;
- bring together existing initiatives and partnerships working in similar areas;
- build synergies and cooperation between stakeholders to leverage resources towards mutual objectives, and
- minimize duplication of ongoing efforts.

The programmes will contribute to meeting the goals and principles of the 10YFP responding to national and regional needs, priorities and circumstances. They will encourage the involvement of governments, business, civil society and all relevant stakeholders. The programmes will use a mix of

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