

# **Sustainable Public Procurement Comparative Analysis of Four Countries Learning for Leapfrogging**

Sub-regional Webinar: Enhancing the implementation of Green Public Procurement in the Southeast Asian Region

21 February 2022

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# Outline and Objectives of the Session

## 1. What is sustainable public procurement?

*The process whereby organizations meet their needs for goods, services, works and utilities in a way that achieves “value for money on a whole life basis” in terms of generating benefits not only to the organization, but also to society and the economy, whilst minimizing damage to the environment*

## 2. How does SPP differ from GPP?

*In GPP the focus is solely on reducing the environmental impact of the goods and services whereas SPP brings in all three pillars of sustainable development to generate benefits not only to the organization, but also to society and the economy, whilst minimizing damage to the environment.*

## 3. Learning from different countries?

*Indonesia, Malaysia, Philippines and Thailand*

## 4. What is the knowledge / lessons to help leapfrogging?

*How to identify knowledge for leapfrogging*



# Introduction

## Definitions

### Public Procurement

The acquisition of goods and services by government or public sector organization

### Green Public Procurement

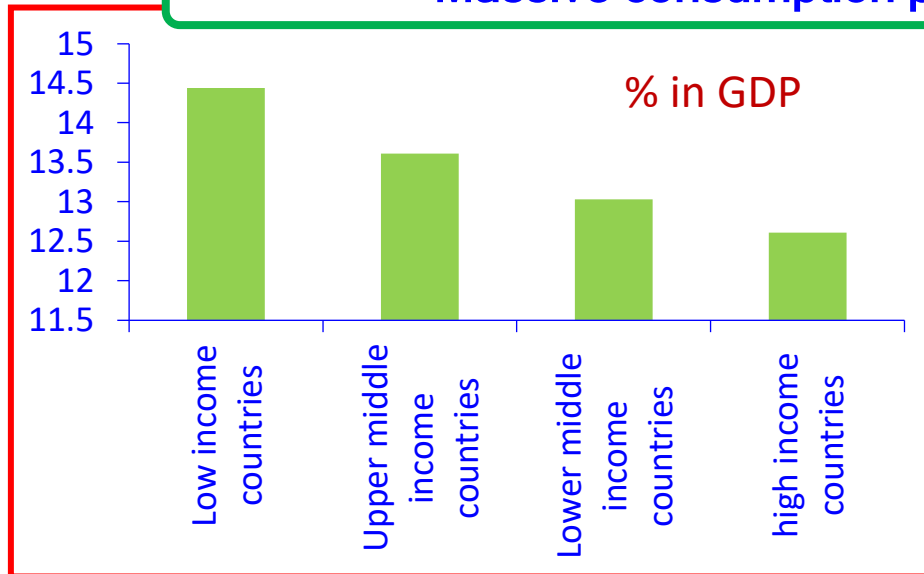
Public authorities seek to purchase goods, services and works with a **reduced environmental impact** throughout their life cycle



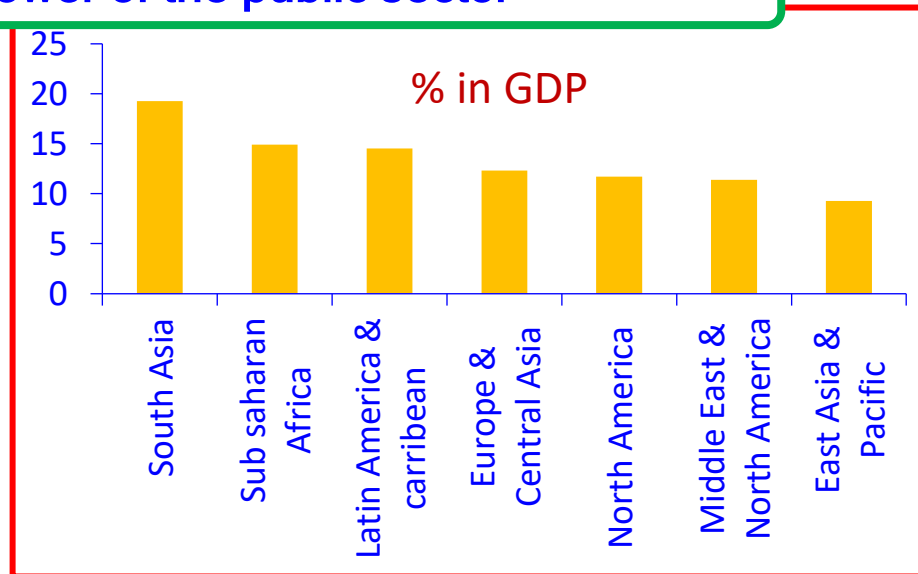
# Introduction



## Massive consumption power of the public sector



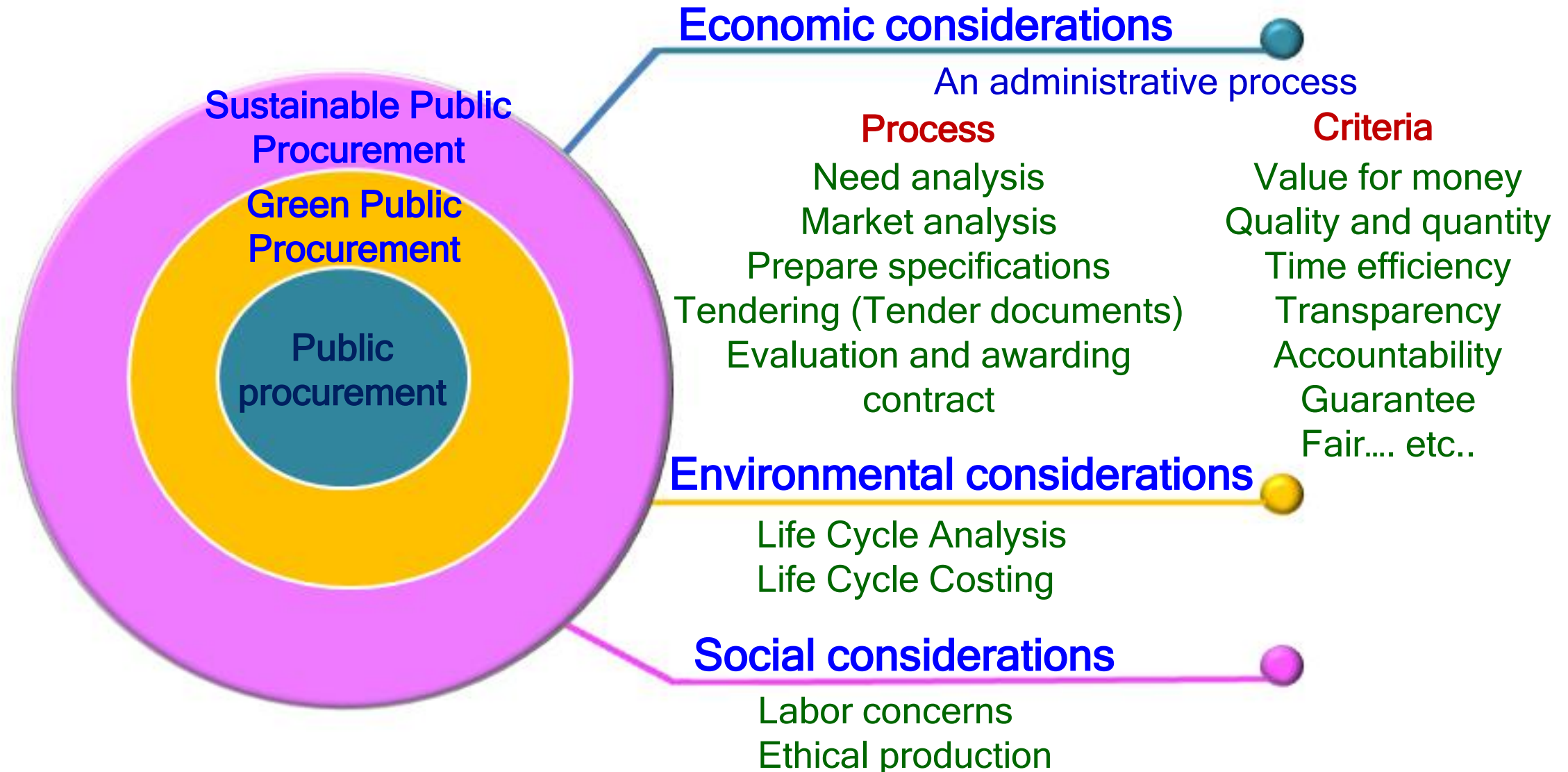
Public procurement shares in GDP based on economic status of country



Public procurement share in GDP based on regions of the globe



# Introduction



# Difference Between Procurement and Purchasing



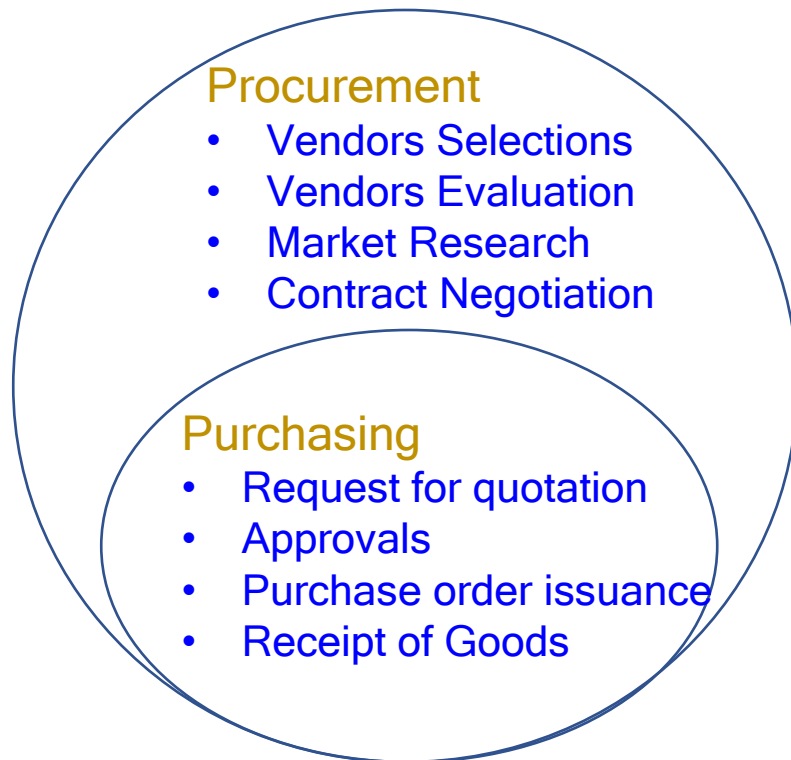
**Procurement:** The process of identifying, shortlisting, selecting and acquiring suitable goods or services or works from a third-party vendor through a direct purchase, competitive bidding or tendering process while ensuring timely delivery in the right quality and quantity.

**Purchasing:** Purchasing is the set of functions associated with acquiring the goods and services that an organization requires.

Purchasing is a small subset of the broader procurement function.

This process includes activities like ordering, expediting, receiving, and fulfilling payment.

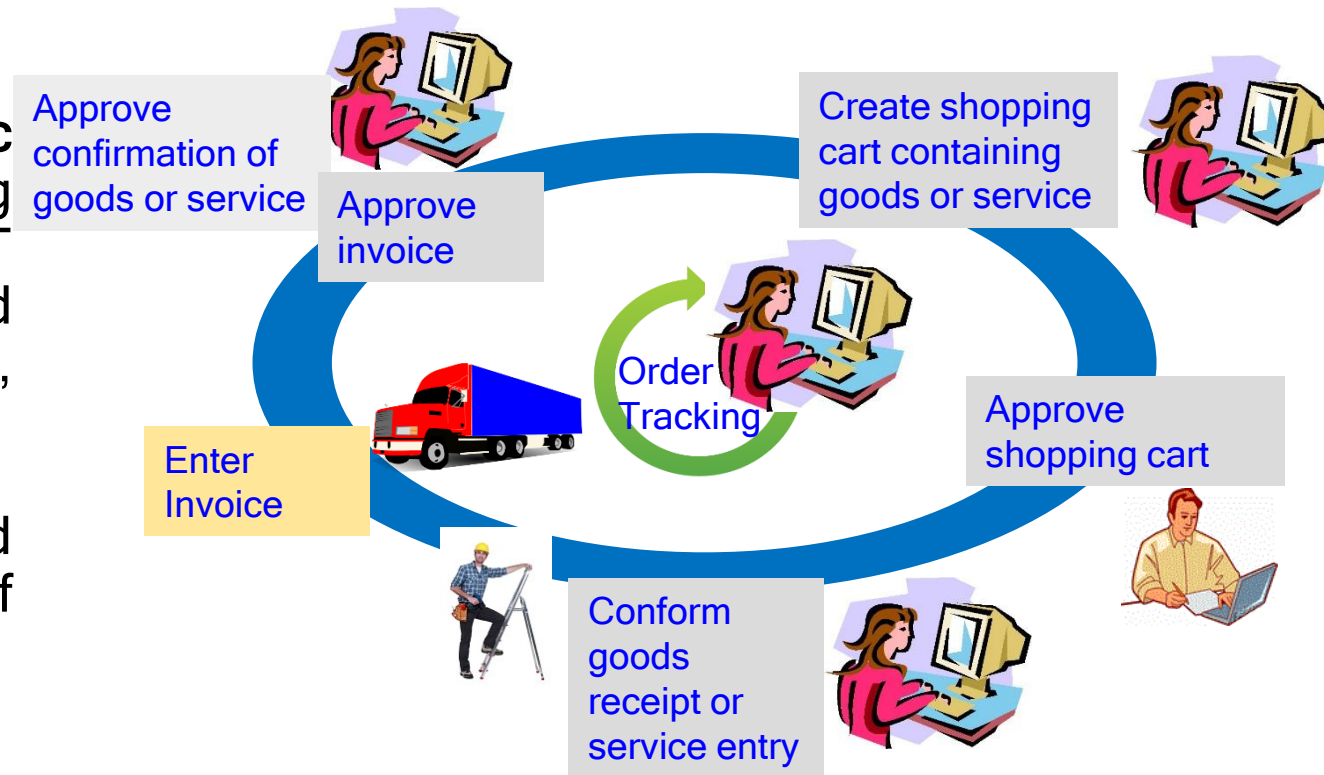
*Purchase is a choice; Procurement is a responsibility!*



# Defining Procurement & Procurement Process

- **Procurement** is the acquisition of goods, services or works from an outside external source, at the best possible cost to meet the needs of the purchaser in terms of quality and quantity, time, and location
- **Public procurement** is about how public authorities spend **public money** when buying goods, works or services (example: buying IT equipment, utility use - water, gas and electricity to a public buildings - schools, offices, hospital or a road)
- **Public procurement** at central, provincial, and local level normally represents 15-30% of national GDP

**Procurement Process** includes preparation and processing of a demand as well as the receipt and approval of payment.





# Definition of SPP

Sustainable Public Procurement (SPP) is

- “... the process whereby organizations meet their needs for goods, services, works and utilities in a way that achieves “value for money on a whole life basis” in terms of generating benefits not only to the organization, but also to society and economy, whilst minimizing damage to the environment. .”

Defra, UK Sustainable Procurement Task Force (2006),



# Government Procurement

- Sustainable public procurement as one of the tools to promote SCP
- Public authorities are big consumers
- Estimates vary from 18% of GDP in the EU to 30%, and up to 50% in developing countries.
- Governments are able to showcase best practice in their own consumption behavior through green procurement and investment in energy efficient and low material intensity public buildings such as government offices, schools and hospitals as well as public infrastructure for transport and recreation.

*Public authorities are the big players of consumption!*

## From Green Public Procurement (GPP) to Sustainable Public Procurement (SPP) for Sustainable Mobility / Transport

- Both GPP and SPP require procurers to look beyond the function of the goods or services to their impacts **at all stages of the life-cycle**
- However, in GPP the focus is **solely on reducing the environmental impact** of the goods and services
- Whereas SPP **brings in all three pillars of sustainable development** to generate benefits not only to the organization, but also to society and the economy minimizing damage to the environment



## What is Sustainable Public Procurement in Plastic Consumption ?

Sustainable Procurement gives a strong signal to the market and encourages the innovative production of cleaner and more ethical products; and enhances the benefits for the environment and for local communities

Sustainable procurement base the choice of goods and services on:

- **Economic considerations:** best value for money, price, quality, availability, functionality of plastic products purchased.
- **Environmental aspects, i.e. green procurement:** the impacts on the environment that the plastic product and/or service has over its whole life-cycle, from cradle to grave; and
- **Social aspects:** effects of purchasing decisions on issues such as **poverty eradication**, international equity in the distribution of resources, **labour conditions**, **human rights**.

# The Elements of SPP

## Environmental dimension...

Green, ecological,  
environmentally friendly,  
environmentally responsible  
procurement...

## Social dimension...

Socially responsible,  
inclusive, ethical  
procurement...

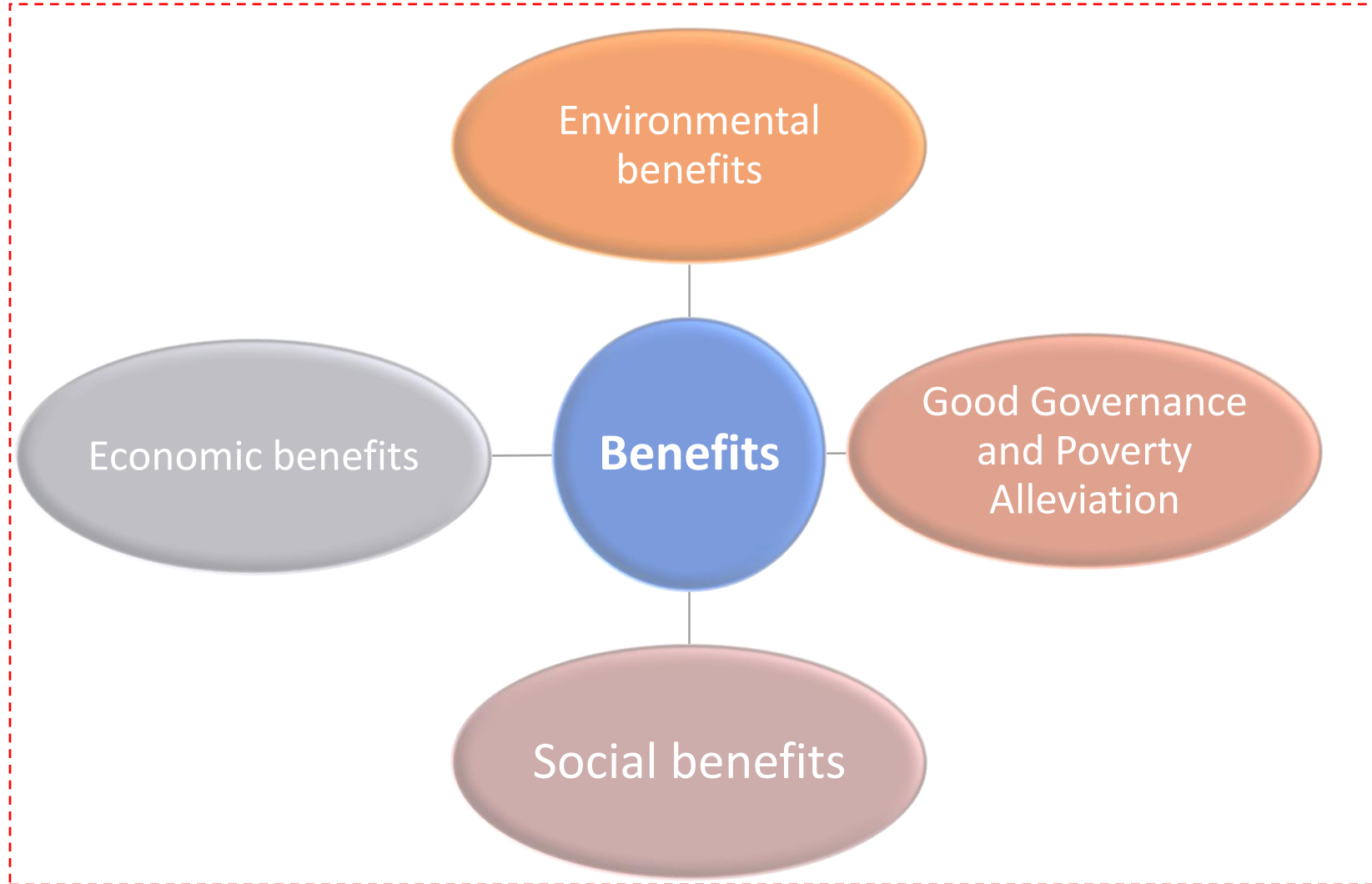
## Economic dimension...

Efficient, competitive,  
innovative procurement...

SPP

Balancing social,  
environmental  
and economic  
considerations in  
procurement

# SPP Benefits



Boosting  
Sustainable  
Consumption

- Social improvement
- Environmental improvement
- Economic improvement
- Good governance
- Poverty Alleviation

# Relevance, Impacts and Benefits of SPP

## Economic Improvement

- Promotion of regional production sector and SMEs
- Promoting local economy
- Generation of employment and wealth (Green jobs)
- Stimulation of innovation and improvement of the market
- Knowledge and technology transfer
- Encouraging sustainable consumption among other agents



## Environmental Benefits

- Efficient use of natural resources
- Reduction of waste generation and contaminant emissions
- Protection of the environment and of toxic load of products



## Resource efficiency & Greening the Supply Chain

- Questioning the need to buy
- Reducing quantities
- Saving energy and water
- Promoting re-use and recycling
- Minimizing packaging
- Optimizing transport efficiencies

# Relevance, Impacts and Benefits of SPP

## Reducing the Social Risk

- Bribery and corruption
- “Sweat-shop” labor
- Bad working conditions
- Discrimination
- Child labor
- Ethical standards



## Social Improvement

- Promotion of best working conditions
- Reduction of poverty
- Reducing local unemployment
- Empowerment of groups at risk /minorities
- Building social and labor capabilities
- Encouraging good employment practices





# Green Procurement/Purchasing

Green procurement is the purchase of environmentally friendly products and services

Green purchasing includes the acquisition of products or services that have environmentally preferable characteristics such as...

1. Recycled Content or Easily Recyclable
2. Bio-based or Bio-Degradable
3. Energy and Water Efficient Products
4. Use Alternative Fuels or Renewable Energy
5. Eliminate Hazardous or Toxic Chemicals
6. Locally Produced

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*Green Purchasing = buying Green!*

# Green Public Procurement/Purchasing

Green Public Procurement is the purchase of 'goods, services and works with a reduced environmental impact throughout their life cycle' (European Union, 2011).

Green procurement includes the purchase of sustainable technologies, products and services for energy, water, waste, and materials efficiency (i.e. recycling), in council buildings, offices, facilities, works, and fleet

The process in which organizations buy supplies or services by taking into account:

- Best value for money (price, quality, availability, functionality);
- Environmental aspects ("green procurement") over the entire life cycle of products;
- Social aspects (issues such as poverty eradication, labor conditions, human rights), e.g. Fair Trade.



## Four Areas of Green Procurement

- Waste reduction



- Energy efficient equipment



- Recycling



- Reduction of energy requirements



# GPP Approach in Japan

## GPP Approach in Japan

- In 2000, the Government of Japan passes the Act No. 100 of 31 May 2000 on the Promotion of Procurement of Eco-Friendly Goods and Services by the State and Other Entities, also known as the **Act on Promoting Green Procurement**.
- The Act requires each Ministry and their incorporated Agencies to:
  1. **define and make public annually a GPP policy or plan**, with self-defined procurement targets for the priority product and services defined by the Government in the so-called basic GPP policy;
  2. **report a summary of its GPP records** to the Ministry of the Environment after the end of each fiscal year and to make those records public.
- Local public authorities (prefectures, cities, towns and villages) are not obliged to do so, but are **encouraged to define a policy every year** for the promotion of the procurement of eco-friendly goods and services.

# GPP Approach in Japan

## GPP Approach in Japan

- To monitor the level of compliance and progress, since the enforcement of the act in 2001 **the Government monitors GPP implementation** at both the central and local levels.
- Furthermore, it also **evaluates the impacts of GPP** both in terms of the market transformation (market availability of green products) as well as in **greenhouse gases emissions reductions** thanks to GPP.
- At the central level, two aspects are monitored.
  - **GPP institutionalisation (process)**, simply in terms of the number of Ministries and Agencies that develop their annual GPP plans and reported on their implementation.
  - On the other, the **actual level of green purchases (outputs)** for each of the more than 270 products and services prioritized in the basic GPP policy.

# GPP Approach in Japan

- However, to collect and aggregate data, the Ministry of the Environment provides a **standardized reporting form** (a spreadsheet) on which each agency enters the number of products purchased each month (both green and in total) and which **calculates annual data automatically**.
- This allows the government to evaluate:
  - The **evolution in overall consumption**, with the total amount of products purchased (in units).
  - The **progress in the level of GPP**, with the percentage of green products over the total (%).
- After the end of each fiscal year, all organizations submit the form to the Ministry of the Environment, which then prepares aggregated results for the whole central Government (Ministries and incorporated Agencies).

## Outcome:

- According to records, the number of product groups (excluding works) with a GPP rate of more than 95% has increased since 2001.
- At that time, the number of products with such a high GPP rate were 40 out of 90 products (44%) for which the central Government had to report results.
- **In 2017, 182 out of 205 products (98%) show levels of GPP of 95% or higher.**



# Case Study-Green Public Procurement in City of Copenhagen

## Procurement Objectives

- Annual flow of 4-5000 worn out waste containers from the households

Objective: Get the operator to deliver the worn-out containers back to the producer for direct recycling

Criterion: “The container should be in Polyethylene (PE) and be recycled into regenerate”

- Contract was designed in a way which gave the operator the choice to handle the waste containers as he wished
- If those were delivered for incineration, operator had to pay the fee
- If he sold them to the recycler, he could keep the revenue
- Recyclable plastic is valued among producers of waste containers



Source: Colourbox



## Results

The worn-out waste containers were delivered directly back to the producer for recycling into new waste containers

GREEN PUBLIC PROCUREMENT IN DENMARK

[https://ec.europa.eu/environment/life/project/Projects/index.cfm?fuseaction=home.showFile&rep=file&fil=PLASTIC\\_ZERO\\_analyzed\\_in\\_denmark\\_case\\_copenhagen\\_final\\_.pdf](https://ec.europa.eu/environment/life/project/Projects/index.cfm?fuseaction=home.showFile&rep=file&fil=PLASTIC_ZERO_analyzed_in_denmark_case_copenhagen_final_.pdf)



# Green Public Procurement in City of Copenhagen

## Waste Prevention Goals Under Partnership for SPP

- The Ministry for Environment, the Ministry of Finance, the National Procurement Ltd. - Denmark, and the State Procurement Office at the Danish Agency of Governmental Management are the bodies responsible for GPP in Denmark
- Danish EPA also develops inspiration materials on environmental guidelines and GPP criteria; it promotes eco-labels and it facilitates Danish networks for sustainable and green public procurement

Targeted Area	Goals for waste prevention, reuse and recycling
Food	It is a target that all primary and transport packaging should be <b>free of PVC, phthalates</b> and other items on the list over undesirable substances.
Transport	Members should set criteria for the disposal of old vehicles
Construction	Members must set criteria for a number of areas, including waste and recyclability and they may set criterion that <b>building materials shall not contain PVC</b>
Products for children	All toys should be without phthalates, brominated flame retardants, heavy metals hazardous to health, organic solvents or azo colours. Diapers must comply with the criteria of the Nordic Eco-label "Svanen"
Cleaning products and services	Cleaning products must comply with the criteria of <b>Nordic Eco-label 'Svanen' or EU Eco-label 'The Flower'</b>

# Case Study-Green Public Procurement in City of Copenhagen

## Environmental Impacts

Efforts in producing waste containers with one or few plastic polymer types which are, highly appropriate for recycling

Reprocessing plastic waste saved 80% of fossil fuel used for manufacturing of virgin plastics

Recycling resulted in net CO<sub>2</sub> savings of 1-1.15 tons of CO<sub>2</sub> per ton of plastics



## Lessons learned

By using the economic incentives for recycling, there was no need to monitor and control all the time, since economic incitement did that work

The risk of price fluctuation is held by the operator

This way of creating incentives for recycling can only work if the procuring body knows that there is economic revenue from selling the specific waste product to recyclers



# Ethical Procurements

Violation of Social Dimension of SPP may occur as in; **Labor rights violation at work-place**

- Unethically long hours for insufficient hours
- Poverty-level wages, wage discrimination based on gender
- Unsafe and poor work environment
- Lowest wage
- Unethical trade

**SPP should include the Principles of Ethical Procurement**

- Transparency
- Good Management
- Prevention of misconduct, compliance and monitoring
- Accountability and control
- Fair trade Products/Commodities



# SPP: A New Approach to Good Governance

- Sustainable Public Procurement is about **spending public funds** on products/services/projects that foster sustainable development
- An efficient and effective public procurement system **is the backbone of a well-functioning government** and ensures delivering quality services to the public

## Good Governance

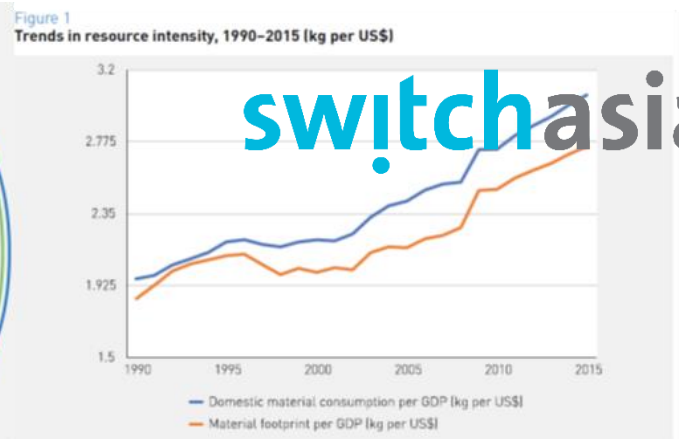
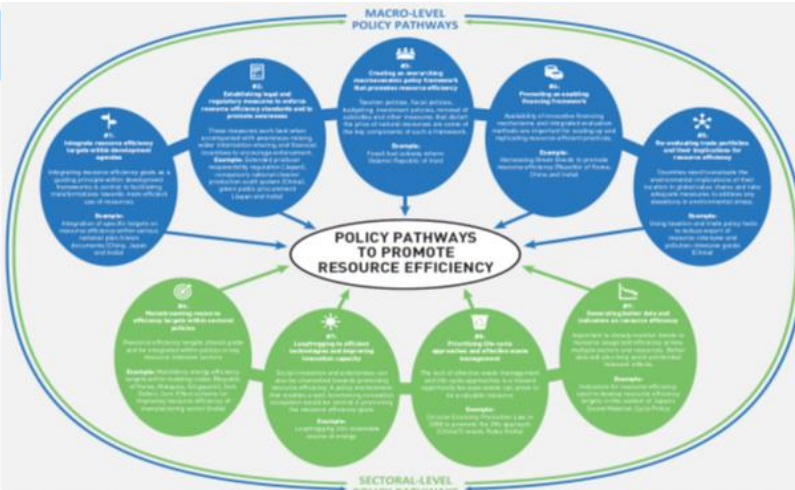
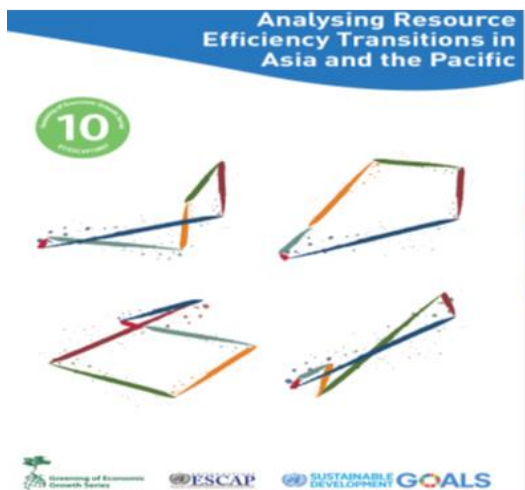
- Ensuring fair competition, transparency and non-discrimination
- Increasing accountability and transparency
- Optimize resources to obtain better value for money - cost-effectiveness
- Setting example: exemplary administration
- Complying with national policy and international agreement goals
- Complying with social and environmental legislation



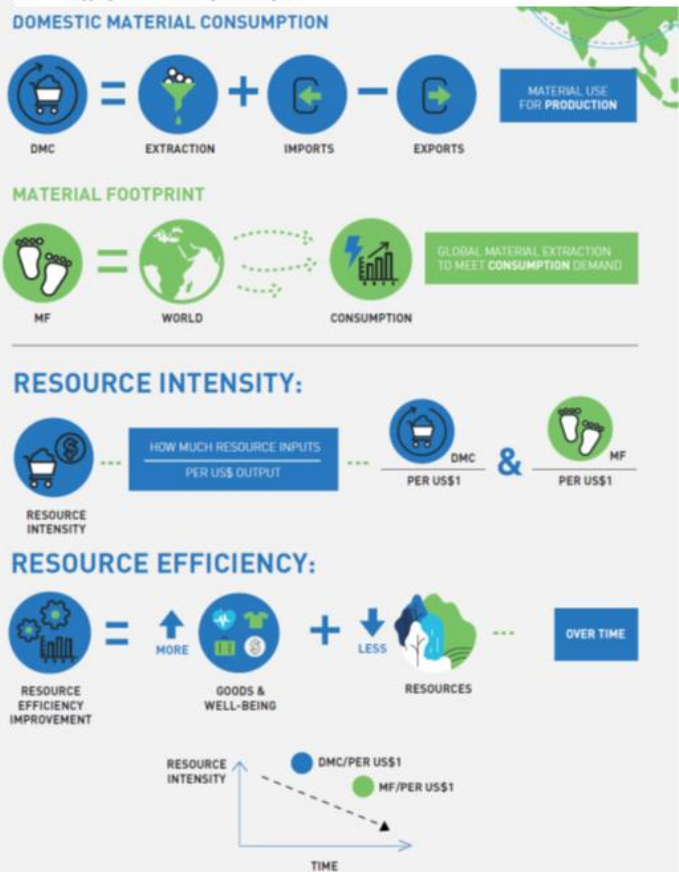
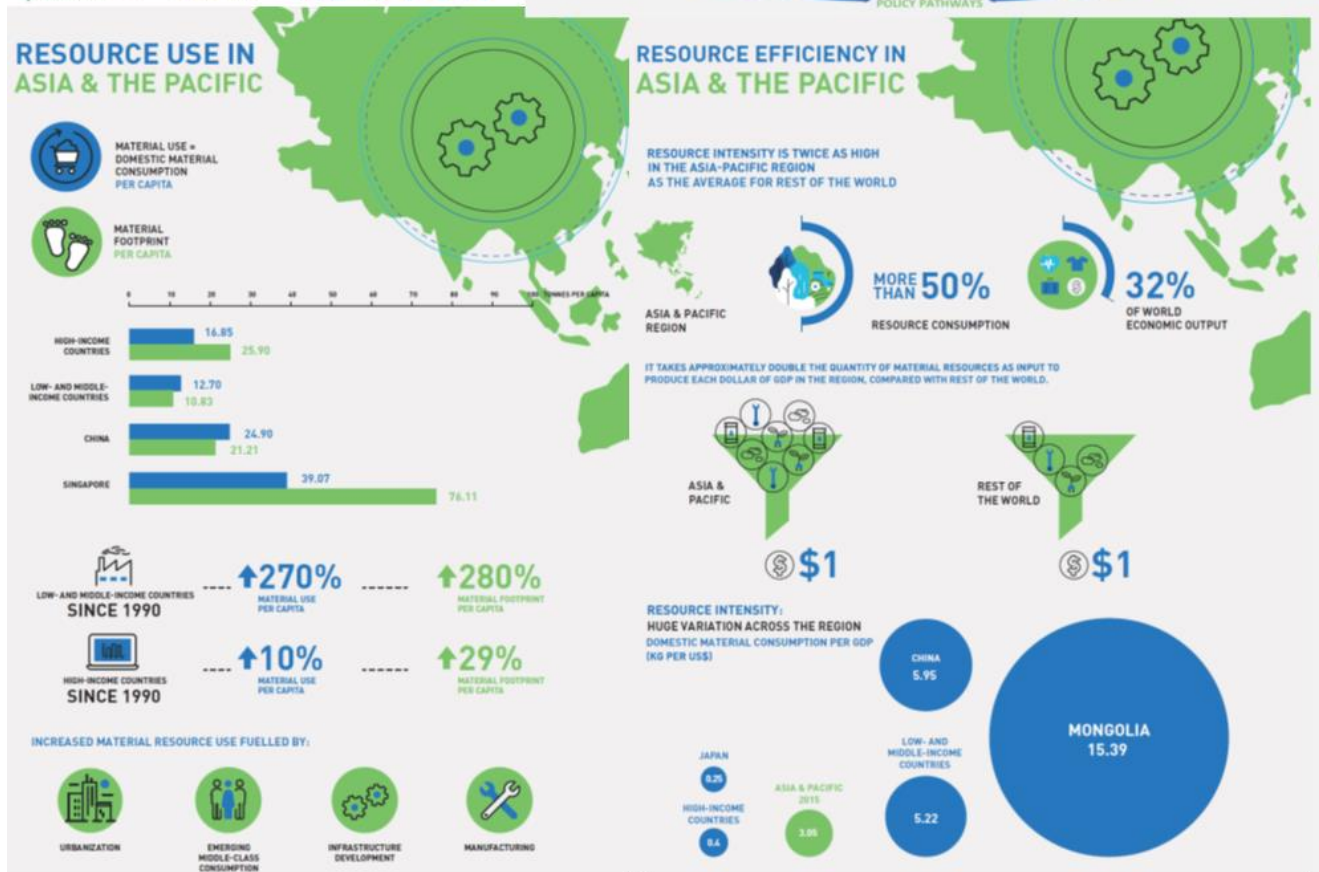
*A well functioning SPP is a boon to the public*

# Comparative Analysis Lessons for Leapfrogging





Source: ESCAP calculations based on ESCAP Statistical Database; see [http://data.unescap.org/escap\\_stat/#data/](http://data.unescap.org/escap_stat/#data/).  
Note: The aggregated value is weighted using GDP.



# Need and Preferences – Can we influence the change?



## Growing population

from 7 billion today  
to 9 billion by 2050



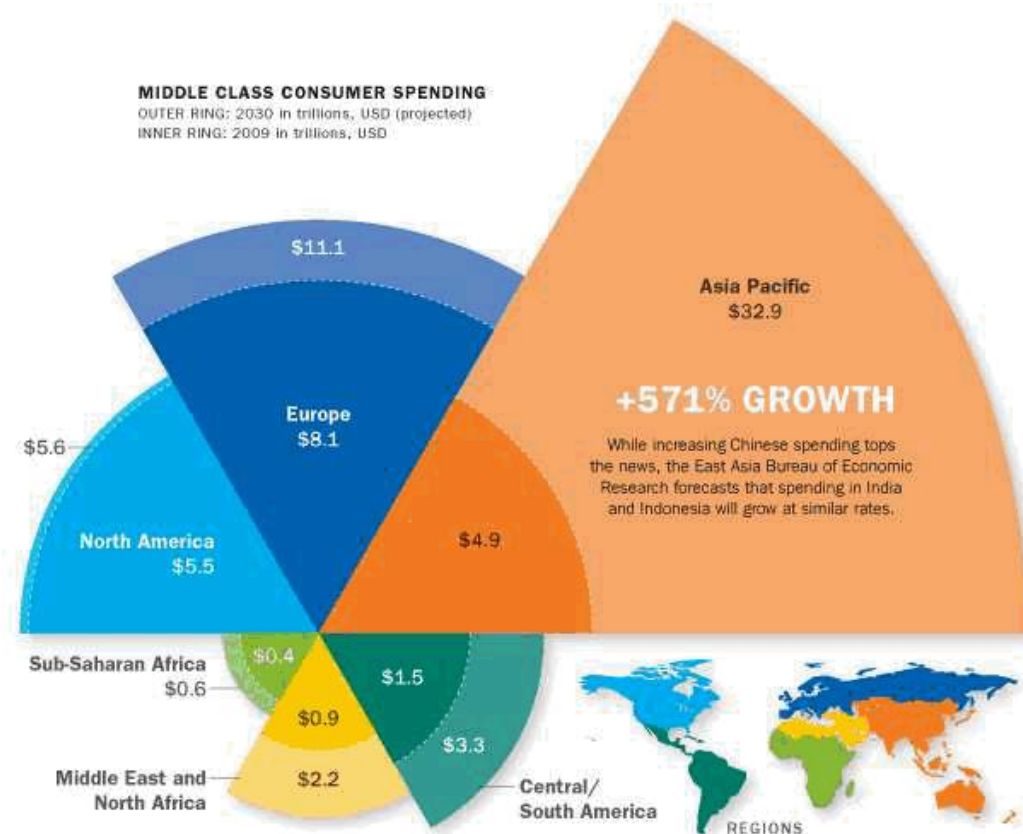
**Economic develop-  
ment** and increasing  
global trade



Growing middle-class  
with **changing con-  
sumption patterns**



Increasing  
**consumption  
of biomass**







# 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

Source: European Commission. (2022). Ecolabel and Green Public Procurement

## Indonesian laws & regulations on GPP

1. Law No. 32 of 2009 concerning Environmental Protection and Management, especially Article 43 paragraph (3) letter a, mandates the environmentally friendly goods/services procurement.
2. Presidential Regulation No. 59 of 2017 Implementation of sustainable development objectives
3. Government Regulation Number 46 of 2017 concerning Environmental Economic Instruments
4. Presidential Decree Number 16 of 2018 concerning Government Procurement of Goods/Services
5. The Minister of Environment and Forestry (MoEF) of Republic of Indonesia Regulation Number P.5/Menlhk/Setjen/Kum.1/2/2019









8 / 19

68.8%



## Examples of Environmentally Friendly Product for Green Public Procurement

No	Product Category	Product	Green Label Scheme	Criteria	Label
1	Paper	Photocopy Paper	Ecolabel Type I (MoEF)	Indonesia National Standard (SNI) Criteria Ecolabel	
2	Plastic	Stationary (Folder File)	Ecolabel Type II (MoEF)	Self-declared Ecolabel Claims by Manufacturer based on Indonesia National Standard (SNI) ISO 14021:2017	
3	Timber	Wood for Furniture	Timber Verification and Legality System (Sistem Verifikasi Legalitas Kayu/SVLK)	SVLK Criteria: Regulation of the Director General of Sustainable Production Forest Management Number P.14/PHPL/SET/4/2016	
4	Medical Waste Treatment Equipment	Autoclave Hybrid	Verification of Environmentally Friendly Technology (Ministry of Environment and Forestry)	a. Green Technology Verification Scheme b. Indonesia National Standard (SNI) ISO 14021:2017	Letter of Green Technology Verification Registration
5	Medical Waste Treatment Equipment	Microwave Hybrid	Verification of Environmentally Friendly Technology (Ministry of Environment and Forestry)		
6	Air Conditioning (AC)	Inverter dan Non Inverter	Energy Efficiency Saving Label for AC (Ministry of Energy and Mineral Resources)	a. Minimum Energy Performance Standards (SKEM) & Energy Efficiency Saving Label (Regulation of Ministry of Energy and Mineral Resources Number 57 Year 2017) b. Indonesia National Standard (SNI) 04 6958:2003	
7	Timber	Processed-wood for construction	Timber Verification and Legality System/Sistem Verifikasi Legalitas Kayu (SVLK)	SVLK Criteria: MoEF Decree Number 8 year 2021 concerning Forest Management and Preparation of Forest Management Plans, as well as Forest Utilization in Protection Forests and Production Forests.	
8	Construction material	Concrete	Ecolabel Type II	Claims refer to SNI ISO 14021 : 2017 Environmental labels and self-declared Environmental Claims (type II environmental labeling)	
9	Construction material	Cement	Green Industry Standard (Standar Industri Hijau/SIH)	Fulfillment of the requirements criteria refers to the Green Industry Standard of Portland Cement (Standar Industri Hijau/SIH) Number 23941.1: 2018	



Source: Annex of The Minister of Environment and Forestry of Republic of Indonesia Decree Number SK 1207/Menlhk/Setjen/Kum.1/12/2021



# Types of Environmental Labelling

## Type I Ecolabels

ISO 14024

- Life Cycle thinking based
- Points to best alternative in a product category
- Threshold criteria
- Third-party verified
- Multiple-criteria

## Type II Self-declared claims

ISO 14021

- Established by the manufacturer
- Usually based on a single environmental criteria
- verification by MOEF
- No threshold criteria
- Example: "recycled content, biodegradable"

## Type III Environmental product declaration

ISO 14025

- Life Cycle Assessment based
- Analogy: Nutritional facts
- Third-party verified
- Registered trademark
- Having a certified EPD does not imply any environmental advantage of the product itself, only that the presented information has been verified to comply with the rules set out in the General Programme Instructions and the relevant Product Category Rules



Source: CIRAIG, 2013 - Examples were modified





# Challenges in Green Public Procurement Implementation

Guarantee of purchase of environmentally friendly/sustainable goods/services in the market;

competitive advantage

Free entry of imported product caused unbalanced market conditions and detrimental to the domestic industries.

Efficient production system = less cost

Number of environmentally friendly products and market readiness in implementing GPP/SPP;

Need to be prepared for Norms, Standards, Guidelines and Manuals (NSGM) and technical criteria related to the procurement of goods/services that are environmentally friendly/sustainable;

RECP/Sustainability expertise

Lack of information and understanding of GPP

awareness on GPP

Changes in production patterns in industry require investment, including additional costs for certification and labeling

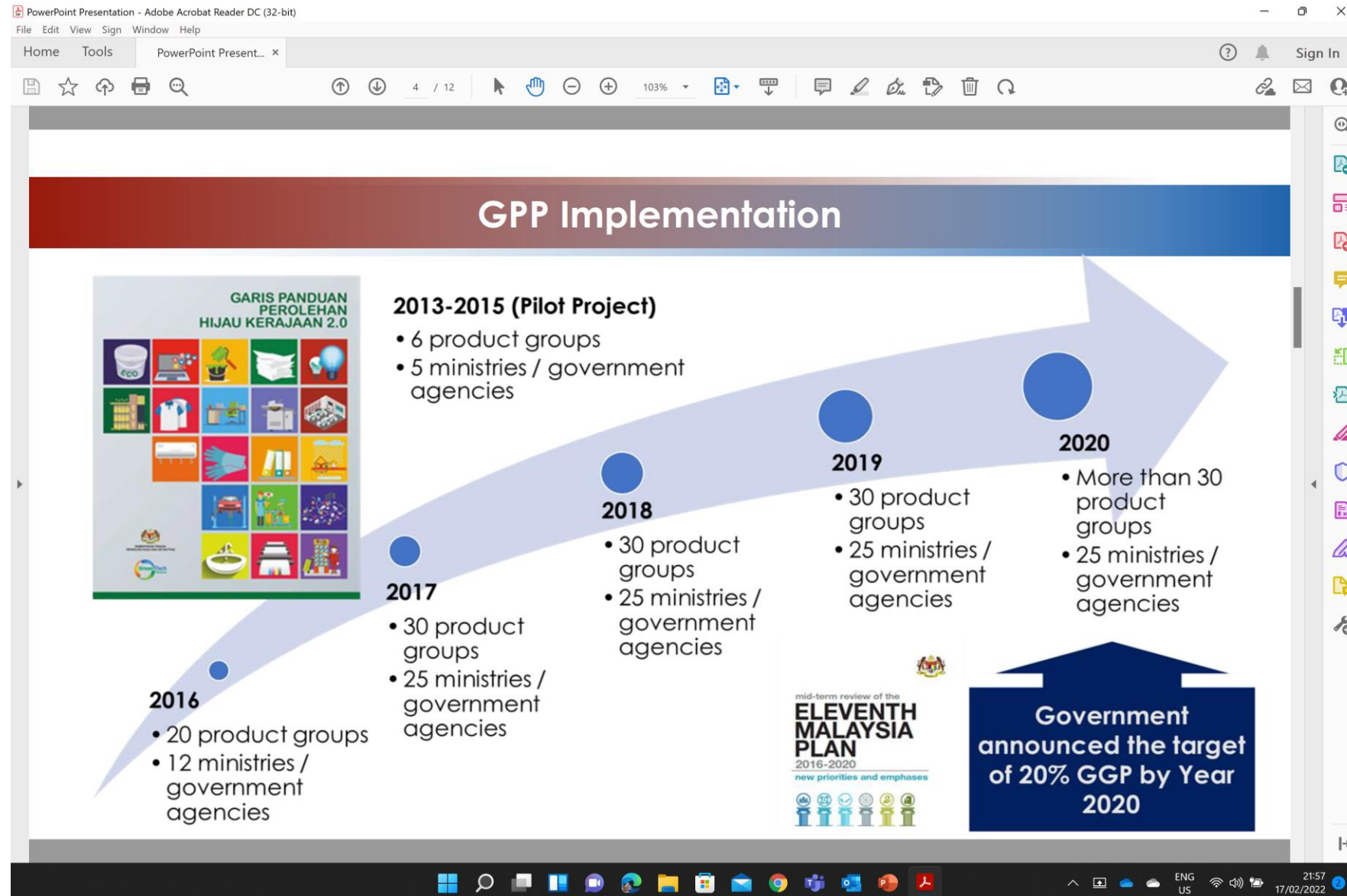
The issues of the price of environmentally friendly products which are more expensive than similar non-environmentally friendly products;

There is no attractive incentive scheme to motivate providers/industries yet;

availability of funds








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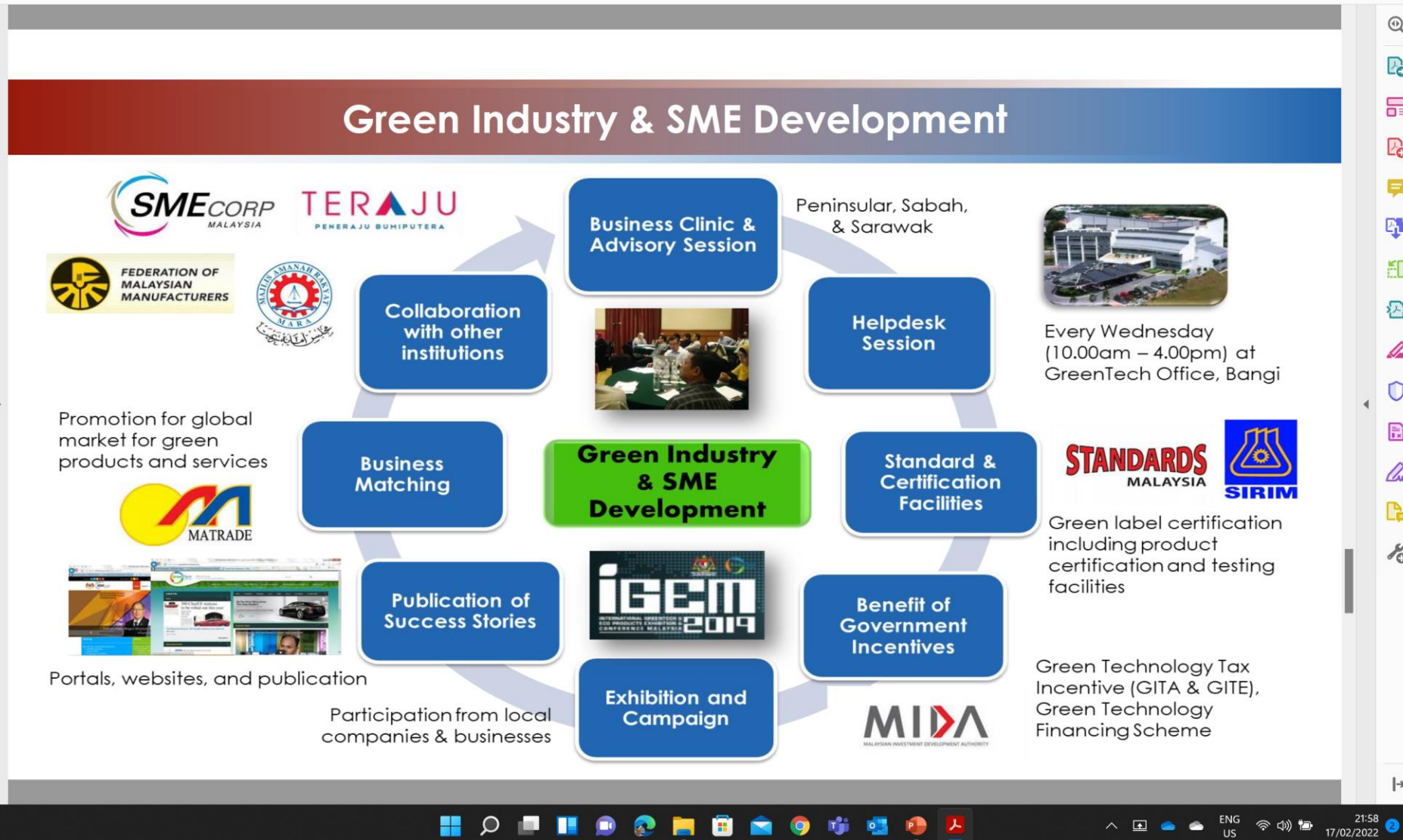
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## Requirement for Green Products



- [1] Green Label Certification (ISO 14024 Type I Eco-labels)**  
e.g. SIRIM Eco Labelling Scheme
- [2] Green Label Certification (ISO 14025 Type III Eco-labels)**  
e.g. SIRIM Carbon Footprint Labelling Scheme
- [3] Green Label Certification (Other Type I-like Voluntary Sustainable Scheme; VSS)**  
e.g. Energy Efficiency, Water Efficiency, PEFC & MCS
- [4] Performance Standard Compliance**  
e.g. MS 2413:2011 (P) Electric Motorcycles Specification Part 3 (Performance Test)

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## Issues, Challenges & Way Forward

### Issues & Challenges

- GPP monitoring and data collection manually from every ministries & agencies
- Higher purchasing cost for green products and services
- Limited green products and services in the local market
- Difficulty in adopting LCC in the GPP evaluation & award
- Focus on products and services procurement only
- Percentage of GPP value is smaller with the total budget allocation

### Way Forward

- Develop GPP online monitoring and reporting system
- LCC should be included in the costing and introduction on government incentives
- Continuously implement Green Industry & SME Development
- Develop Malaysian version for LCC Software or Tool
- Develop GPP guidelines for works procurement
- Expand GPP to the State Government and Local Authorities

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# GPP LANDSCAPE IN THE PHILIPPINES

## Legislation

The timeline shows three key legislative milestones in the Philippines' Green Public Procurement (GPP) landscape:

- 2003: Government Procurement Reform Act**  
*Modernization, standardization, and regulation of government procurement activities*
- 2004: Green Public Procurement Program (Executive Order No. 301)**  
*Established national ecolabeling program and institutionalized integrated efforts to procure green products*
- 2020: Green Public Procurement Act**  
*established a system for the development of green criteria and identified technical specifications of CSE and non-CSE products*

Mainstreaming the Greening: Sustainable Procurement in the Philippines

February 10, 2022 • Manila, Philippines

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# GPP LANDSCAPE IN THE PHILIPPINES

## *National Ecolabelling Program*

### Types of Ecolabels



#### TYPE I

- The “classic” ecolabel that evaluates the environmental quality of a product compared with other products of comparable function.
- awarded by a certified third-party program
- criteria and categories are defined by independent experts

#### TYPE II

- Claims by manufacturers, importers, retailers, or distributors about environmental characteristics of a product or service
- self-declared and focuses on a particular quality of a product, e.g. compostable
- not independently certified

#### TYPE III

- Voluntary declarations of the sustainability of a product or service’s entire life cycle. This type of ecolabel
- may or may not be third-party certified
- often B2B in nature



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# GPP IMPLEMENTATION IN THE PHILIPPINES

## Results (as of December 2020)

Number of Procuring Entities	Percentage	Consistency of Green Specifications
68	16.7%	consistently adopted green specifications in their procurement of non-CSE items and equipment
228	56%	inconsistently adopted green specifications in their procurement of non-CSE items and equipment
38	9.3%	did not consistently adopt green specifications in their procurement of non-CSE items and equipment

Mainstreaming the Greening: Sustainable Procurement in the Philippines

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103%



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# GPP IMPLEMENTATION IN THE PHILIPPINES

## Challenges



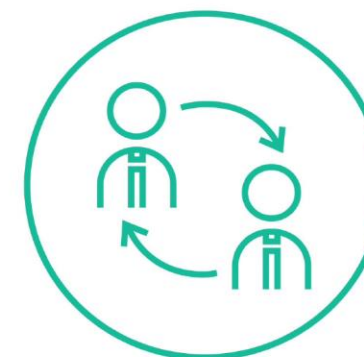
GPP awareness



Full compliance to green criteria



Market readiness



Employee turnover

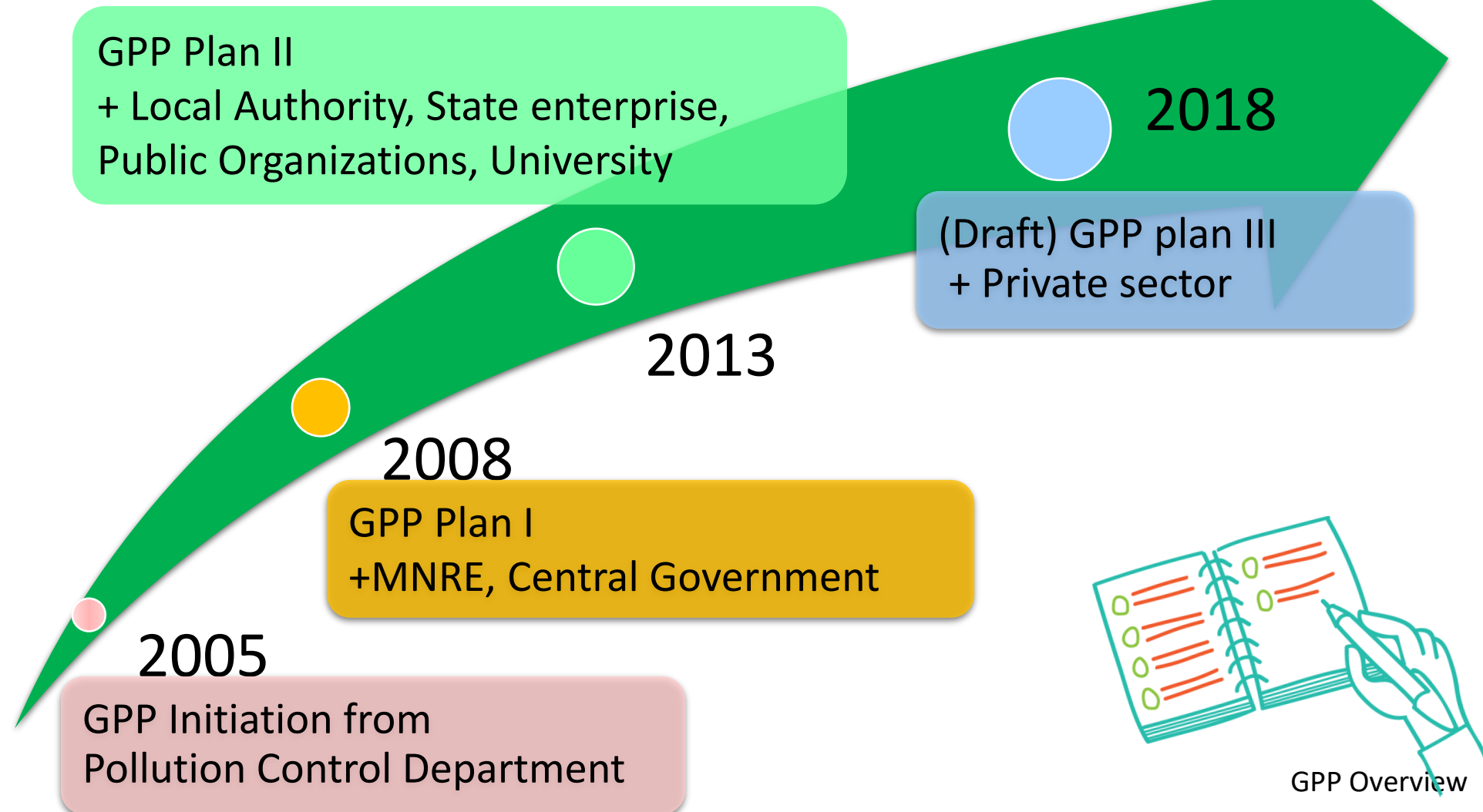
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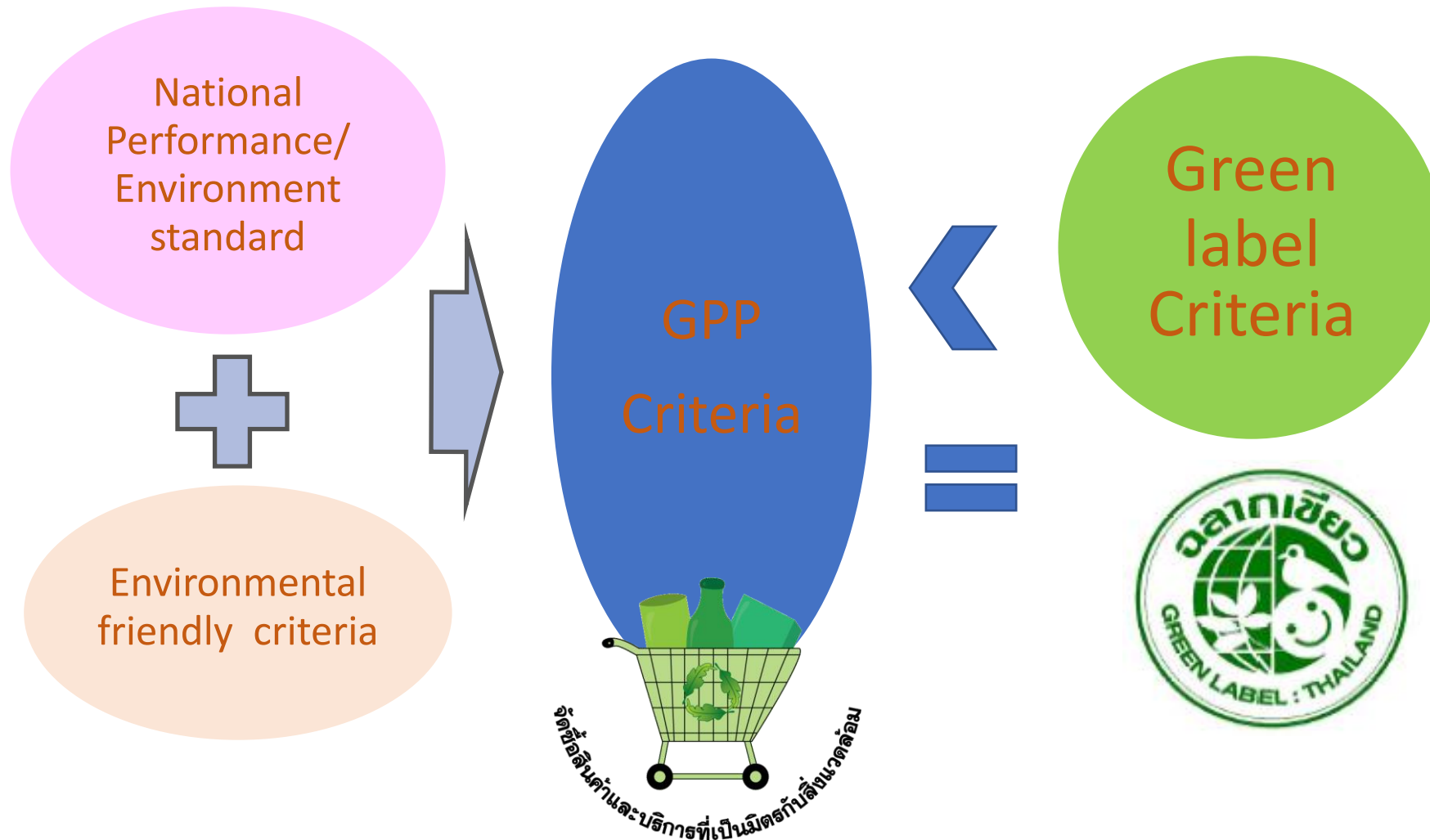


# Green Public Procurement Promotion Plan





## GPP Criteria



# Incentive Mechanisms for GPP

## 1 Benchmarking of Other Countries' Incentives

### <Categorization of Incentive Mechanisms>

Economic	Regulatory	Reputational
Tax Break	Mandatory purchase	Award
Subsidy	Corrective action	Performance evaluation
Bonus, etc.	Penalty, etc.	Marketing support, etc.

### Benchmarking Countries

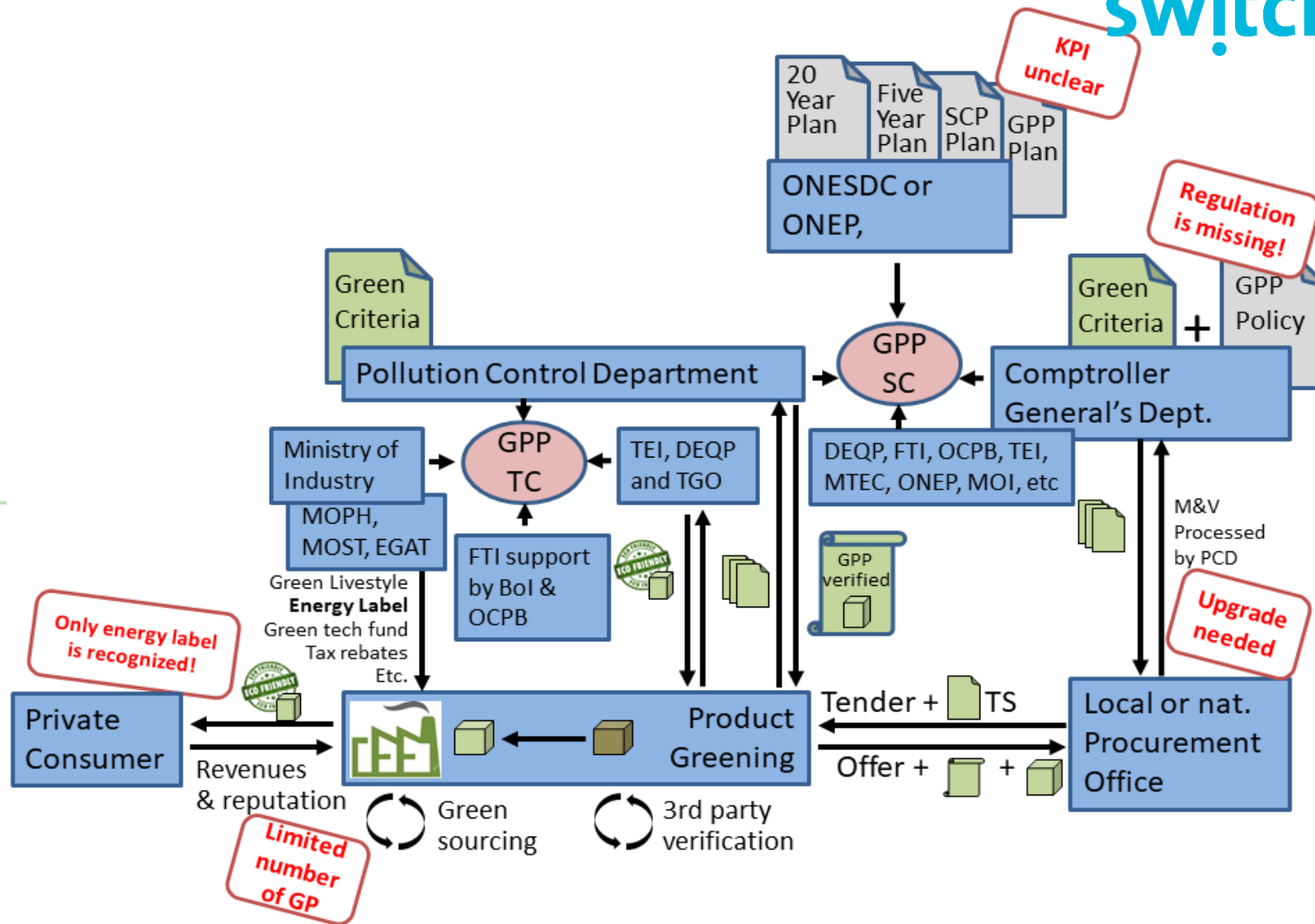


### Results (By country)

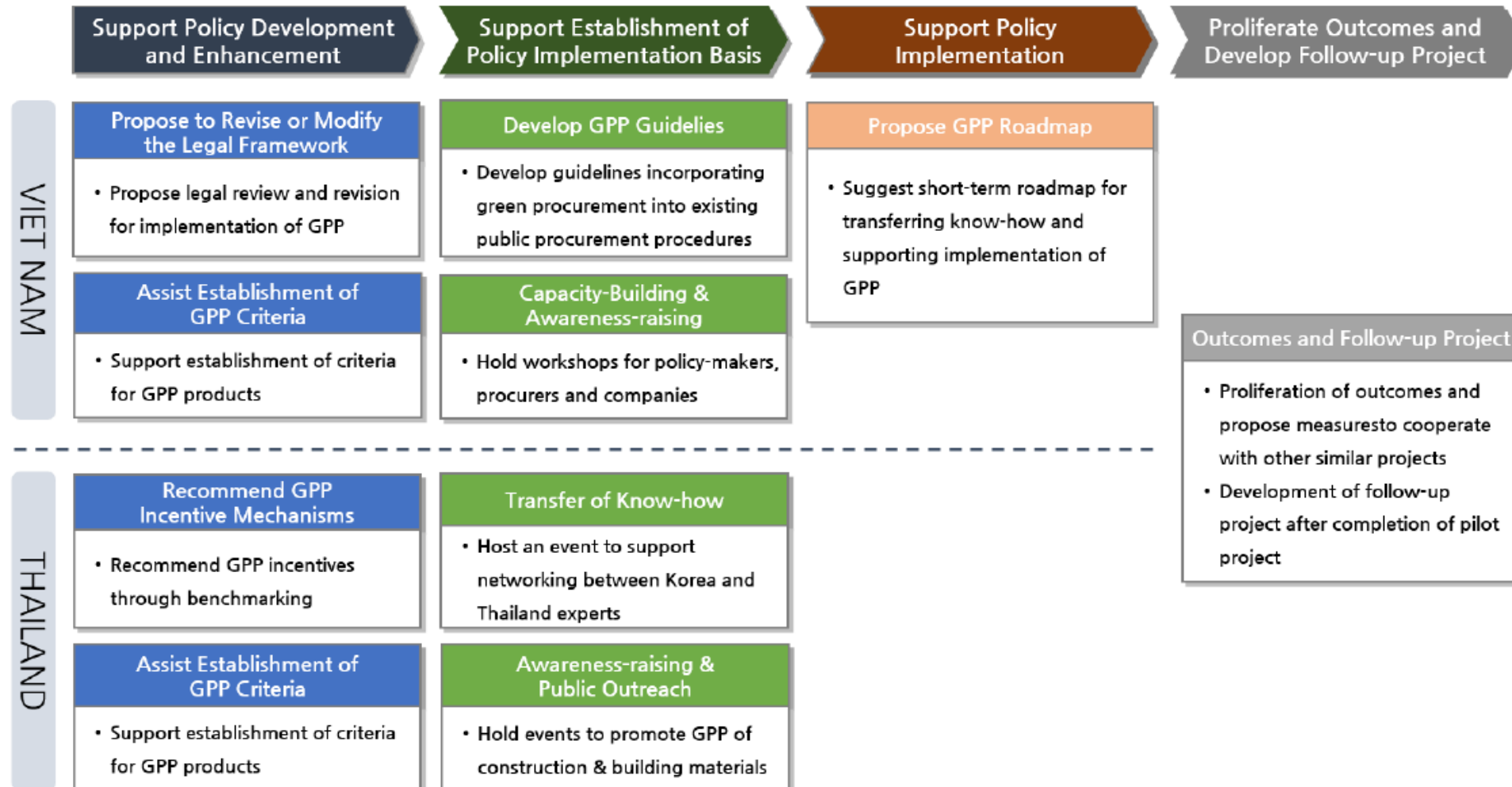
#### 1 Republic of Korea

Local Authorities Article 11 (Law on Green Purchasing)	• Priorities for the environment-related subsidy* can be given to the local authorities with good records of GPP. *Subsidy for water or waste management facilities
Low-emission Vehicles	• Subsidies for public organizations and local authorities *excluding National level
Mandates for Public Sector Article 3, 6, 8 (Law on Green Purchasing)	• Inclusion of the GPP for performance evaluation *Ministry of Strategy and Finance → Linkages with economic bonuses → Requests to improve management
Low-emission Vehicles Law on Eco-friendly Vehicle	• When purchasing or leasing vehicles by public organizations and local authorities, certain portion should be eco-friendly vehicles. → Publish list of non-followers
Green Building Article 16, 25 (Law on Green Building)	• Mandatory certification of Green Building for construction projects commissioned by the public organizations. → Procuring green building products allows for credits
Green Purchasing Article 15 (Law on Green Purchasing)	• Awards for public organizations with excellent GPP records or contributions. - Grand Award for Green Product, Excellence Award for Green Product, etc.

→ Focusing on their **background**, **operating agencies**, **detailed procedure**, and **Impacts**, etc.



# Learning for Leapfrogging



**Thank You**