



**Procurement in Municipalities
Focusing on Energy Efficient Solutions**

**D5.3.2:
Successes and failures of each task force intervention**

Project no.IEE-12-708/SI2.661214-Primes

Full title of the action:
Procurement in Municipalities focusing on Energy Efficient Solutions

Date: 01.12.2016

Responsible for D5.3.2:
EC Network

Website: <http://primes-eu.net>



Co-funded by the Intelligent Energy Europe
Programme of the European Union

The sole responsibility for the content of this deliverable lies with the authors. It does not necessarily reflect the opinion of the European Community. The European Commission is not responsible for any use that may be made of the information contained therein.

Content

Introduction	3
Main findings of the Task Forces	4
Task force Denmark/Zealand.....	4
Task force Latvia	8
Task force Northern Croatia	11
Task force France/Rhône-Alpes.....	14
Task force South East Sweden	18
Task force Italy/Liguria	21

Introduction

The overall scope of the PRIMES project has been to develop basic skills and provide hands-on support for public purchasing organisations to overcome barriers and implement Green Public Purchasing (GPP) with focus on the municipal sector. This was supplemented with initiating and supporting specific GPP procurements within selected GPP product groups.

PRIMES Task Forces (TF) operated in the countries/regions: Denmark/Zealand, Latvia, Northern Croatia, France/Rhône-Alpes, South East of Sweden, and Italy/Liguria to fulfil such objectives. PRIMES generated a total of 167 specific GPP interventions in these target regions along with capacity building of local authorities and related stakeholders.

Most of the interventions were successfully conducted and resulted in publishing of the tenders. Certain number of interventions was also successfully conducted, but due to different circumstances the tenders will be published after the project lifetime. However, small number of interventions failed to overcome certain GPP barriers which were precondition for success.

The most common GPP barriers which TFs experienced during the PRIMES were lack of knowledge and expertise, absence of policies regarding GPP, lack of political support, and limited financial possibilities.

In the regions/countries such as Northern Croatia and Latvia GPP was, at the time of PRIMES project start, a beginner level of the development. The TFs managed to increase the awareness and understanding of GPP, motivate procurers and management levels, raise knowledge and expertise and conduct numerous successful interventions which can serve as good examples for other municipalities in the future and help further GPP development.

In the other PRIMES regions GPP had already been used. However, TFs managed to further raise awareness of GPP and help its further development through conducting joint procurements, connecting GPP with municipalities' sustainable plans, supporting cooperation among different municipalities' departments and enabling experience transfer among the municipalities.

The present project deliverable D5.3.2 draws up the successes and failures of the interventions that the Task Forces have experienced since the project start in November 2013 until the end of the project by end of October 2016.

Main findings of the Task Forces

Task force Denmark/Zealand



Task force in Zealand region conducted 25 interventions: 8 achieved and 17 delivered. The interventions resulted in estimated energy savings of 632 toe/year, estimated CO₂ savings of 8.302 t Co₂e/year and estimated 1.103 toe/year of triggered RES.

The most common GPP barriers and other circumstances which aggravated interventions of TF in Zealand were:

- Financial barriers: Although the awareness of GPP is high, the success rate of tenders is primarily evaluated in terms of economic savings. Many municipalities have fixed strategies and budgets, which are difficult to influence. For example, the TF was asked by the municipality of Stevns to review its strategy plan for retrofitting (for 2016 and 2017) and make inputs for additional actions but the intervention was cancelled due to change in the municipality's budgets;
- Change in political decisions and the lack of political commitment to ensure a broad implementation of green products in some municipalities: For example in municipality of Ringsted the TF had success in providing information and best cases in ESCO approaches, removing some barriers and highlighting the opportunities within ESCO projects. However, further progress is dependent exclusively on political decision. Generally, the green public procurement is a long process that could last for even 2 years. Political changes within that period can significantly influence the chances of success.
- On the other hand, few of the TF interventions in Zealand supported municipalities in procuring electrical vehicles. Municipalities of Holbaek and Ringsted and Region Zealand were all investigating their potentials for replacing some of their conventional cars with EV's. Although a number of municipalities had already a few EV test cars in the homecare departments it was discovered that EV's still didn't have the necessary political commitment to ensure a broad implementation in the organizations. The TF investigated the potential for replacing conventional cars with EV's or other green technologies and put lots of efforts into the promotion of EV's in relation to green transition and the municipalities' SEAPs, but without great success. This is partly due to the missing national political commitment, as the government wishes to draw back the tax reductions on EV's, which will make them less favourable. The TF's perception is that most municipalities understands the potential of EV's in relation to CO₂ reductions etc., but have a hard time implementing them due to their competitiveness in relation to economy and operation;
- TF also experienced legal barriers in relation to the Isefjord school case; the best option (heat pumps) could not be implemented because of national legislation requiring natural gas heating of units larger than 250 MW;

- Lack of necessary knowledge on energy and energy criteria;
- Lack of time and resources; and
- In some cases the TF intervene too late and the tenders had already been planned: e.g. energy relevant tenders were already planned by the procurement department which limited TF's ability to exert influence.

The TF in Zealand worked on many levels to help overcome GPP barriers. Some of the important strategies for overcoming GPP barriers were recognised and supported by TF:

- Ensuring that the municipality staff has the necessary knowledge on energy and energy criteria;
- Political ambitions: prioritizing to a greater extent the green transition;
- Setting GPP targets at management level;
- Increasing focus on GPP strategies and integrating GPP criteria into practice;
- Procurement criteria: equating energy criteria and financial criteria;
- Evaluating of the GPP tools and processes continually with the procurement officers and management;
- Supporting procurement staff in implementing their GPP strategy; and
- Networking and knowledge sharing across municipalities.

One of the most important achievements of the TF in Zealand was supporting municipalities to consider green public procurement from a more holistic perspective. An example is a joint procurement of the traffic signals through FUS¹ for the municipalities of Zealand. The TF played an essential role in helping the municipalities to consider procurement of traffic signals from a more holistic perspective as the TF pointed out that there are more perspectives within the field of traffic signals than purely reducing administrative and operational costs. The ability to control the traffic flow can improve the traffic conditions and reduce CO₂ emissions even further. A joint procurement on the other hand not only secures more competitive prices for the municipalities, but it reduces the administrative burden in the municipalities as it pools the skills and expertise from other authorities involved. However, the procurement was postponed to 2017 because FUS/Slagelse procurement department did not have time and the procurement was not considered as urgent.

Another joint procurement was conducted to purchase green electricity. FUS was preparing a tender on electricity and had no plans to include a voluntarily option of procuring green electricity. However, PRIMES TF supported the procurement with defining the criteria for procurement of green electricity and conducted a market survey. The tender was conducted march 2016 and the option of green electricity was included entailing the single intervention with the largest procurement volume of all PRIMES interventions.

Big success of TF Zealand was connecting SEAPs with GPP in the municipalities to set the GPP in a larger context. Municipalities were provided with calculation of the potential environmental impact in relation to CO₂ and these quantifications were useful especially for the procurement officers.

¹ FUS is a network of procurement and contract managers of the participating municipalities including a formalized framework for collaboration.

Moreover, it was important to anchor GPP at a higher organizational level, by expanding GPP activities to embrace not only the procurement departments, but a larger part of the municipalities. It was extremely important to connect departments and to connect different municipalities. During the interventions regarding building retrofit in municipalities of Lejre and Odsherred it became evident that there is often a lack of common understanding between the employees working with climate in the municipalities and building administrators. Both have a focus on energy reduction, but one with a systems approach, the other with focus on particular buildings. If development/extension of collective heating systems is part of an overall strategic energy action plan (SEAP), there needs to be a better communication between the overall municipality targets as a geographical area and the energy savings in the municipality buildings which the individual building administrator is measured against. Therefore, the TF showed the connection between the investment and public and private incentives, e.g. fulfilment of Covenant of Mayors, National Energy Agreement towards 2020, security of supply, local energy sources and stable energy prices. This has made the ground for political and administrative decisions more solid.

As mentioned before, there were several interventions regarding electric vehicles. A successful example in the field of EV's is provided support to Holbæk Municipality in relation to procurement of EV's, outlining pros and cons as well as preparing a note explaining the contribution of EV's regarding the CO₂ reduction.

An important contribution of PRIMES TF in Zealand was supporting the development of criteria and researching the market for new efficient products, as it was the case in the municipality of Køge. Few interventions were conducted in the municipality regarding green procurement strategy, electrical vehicles and hospital equipment. A procurement officer from Køge municipality participated in a two-day TCO event. The purpose of the event was to enable FUS Officers to actively use TCO requirements and environmental requirements in procurements. The event helped increase GPP competences, dialogue with other municipalities on energy criteria and knowledge on energy labelling. Further, the event opened up new doors to energy relevant networks, outlined how to engage in market dialogue and how to handle development within the procurement phase including technological development. Køge Municipality also participated in a number of municipalities' network meetings focused on energy efficient procurement activities and implementation of SEPs/SEAPs. All of the activities raise awareness in municipality on how to evaluate GPP requirements.

Cooperation between SEAS NVE (energy supply company) and Holbæk municipality, aiming to turn seven buildings of current limited use in Brorfelde into an active exhibition area, resulted into developing of BVE model. The model evaluates buildings' renovation potential, including financial evaluation. Having limited financial resources and having energy projects with short payback period already implemented, the municipality had to meet the challenge of conducting further energy projects to achieve CO₂ savings. The model selects projects based on the buildings' screenings which identify buildings with the highest renovation potential and need. Once the projects are outlined, the model evaluates factors such as investment, technical life time and saving potentials. The model includes both projects with short and long payback period. This enables the profitable activities (with shorter payback period) to help finance less profitable activities (with longer payback period) including energy saving measures which would otherwise not be considered.

Roskilde Municipality's street light project was outlined as the best practice example and its experience served as inspiration for the remaining municipalities. It was presented to other municipalities at the PRIMES event of street-lighting, in cooperation with DOLL lighting Lab, in September 2015. Many municipalities were surprised about the numerous possibilities involved with street lighting. The TF support in Roskilde was mainly facilitating dialogue with other municipalities developing similar tenders, dialogue with suppliers and linking the procurement to the municipality's climate goals therefore making the ground for a political decision more solid. The main focus was to relate street light to a broader city planning perspective and thus coordinate strategies across sectors in a single tender. This has successfully been realized, partly through the specific tender and partly through Roskilde's newly developed street light strategy.

Capacity building: The most successful capacity building activities were:

- Knowledge exchange between procurers from different municipalities on GPP challenges and possibilities within a particular GPP topic at workshops and events;
- Training events focused on TCO;
- Training referring to and demonstrating GPP assessment tools; and
- Training refereeing to tender criteria and legislation.

Some of the failures regarding capacity building activities were:

- Participants of the events were mainly climate change managers (not procurers) and did not work directly with procurement;
- Lack of commitment from the municipality management – TF tried to arrange a workshop focused on how the management could address the energy agenda; however the initiative lacked support and was therefore cancelled; and
- The climates managers did not bring very many tenders to the table leading to fewer interventions than originally planned.

Task force Latvia



Task force in Latvia conducted 22 interventions: 18 achieved and 4 delivered. The interventions resulted in estimated energy savings of 68 toe/year, estimated CO₂ savings of 1.003 t Co₂e/year and estimated 240 toe/year of triggered RES.

The most common GPP barriers which were experienced by TF in Latvia:

- Lack of political support and insufficient understanding of GPP: one of the interventions was supporting procurement of green electricity in Valka municipality. However, the mayor of the municipality decided not to announce the procurement, because he was afraid that the procurement would be more expensive than the traditional one. Similar case happened with the procurement of pupil transportation to school in Lielvarde municipality. Nevertheless, both tenders could be announced at a later stage and the developed documentation could serve as a template for the other municipalities which will be ready to implement green public procurements after the PRIMES lifetime;
- Too small orders which were disadvantageous for the suppliers: when the municipality of Lielvarde was procuring the IT equipment, the time for tender preparation was limited and the tender ended with no result (no one submitted the offer). This small size municipality wanted to purchase very small amount of the products and the suppliers were not interested in making modifications according to their needs for IT products;
- Insufficient market consultations which resulted in lack of information on market capability and misconceptions of potential costs: the tender for the school building square renovation in Carnikava municipality was announced 3 times before it resulted in more than one offer with the price acceptable for the municipality. The requirements of the technical specifications were too demanding and the market was not yet ready;
- Unclear criteria for bidders (using criteria from internationally recognized environmental labelling schemes);
- Insufficient time to prepare good tender documents: some cities were asking for the help in the last moment before the tenders were published;
- Insufficient cooperation between the procurement department and the development (planning) department; and
- Insufficiently active municipalities.

Based on the experience of the TF, factors or principles which contributed to successful interventions were:

- Support of GPP at the management level (good example is municipality of Liepaja which is described below);

- Market consultations: As previously mentioned, Carnikava municipality had to announce the tender three times to get the satisfying results. The most important factor of final success was market consultation. The supplier chain event with seminar for architects and construction experts was organized in Carnikava municipality together with PRIMES experts to discuss developed specification and ask for improvements and comments from invited experts. The prior market consultation with market participants, associations and NGOs was very helpful in designing of the green criteria in procurement of biomass in the municipality of Valka. There was no price increase due to green criteria e.g. the final price per ton was 3% lower than the previous year;
- Following the examples of good practice: After good results of biomass procurement in municipality of Valka, Tukums municipality decided to apply principles of green public procurement to purchase wood pellets as well. Almost the same GPP template, developed by PRIMES TF team in case of Valka's procurement, was used in Tukums municipality;
- Joining the procurements of small municipalities;
- Capacity building and motivation of the procurers, and
- Planning in advance and allocating more time.

The most successful Latvian example was the municipality of Liepaja. Liepaja was the most active municipality in Latvia with 5 GPPs implemented during the PRIMES project lifetime. Liepaja was not one of the pilot-municipalities and it was not included in Annex I. However, large political support was present in Liepaja and it was crucial in implementing green innovative procurement projects. Also, first successful green tender encouraged development of the other green tenders.

Procurement for energy efficient municipal building renovation was the first intervention in Liepaja municipality. TF team received technical specification and other related procurement documentation from Liepaja municipality with the request to include green criteria and other energy efficient and innovative solutions into the plan for deep renovation of the building including RES, windows and all possible actions to make old soviet time building passive and green. The first tender was successful, but because of the administrative reasons, municipality could not award the winner. However, the second process although longer, was successful. Total savings are expected to be 33-42 t CO₂e/year and 872-1118 MWh/year of energy consumption. The lesson learned from this intervention is to invest more time in the market consultations with potential architects and their associations.

Three other GPPs regarding building renovation were also successfully realized in Liepaja municipality including renovation of 5 schools and rebuilding of the old barracks. TF team was asked to help and assist with selection of green criteria, development of qualitative technical specification, verification and to give recommendations on what should be included in contract conditions. As the cooperation and experiences were very positive after the first procurement, it was easy to continue working with the municipality; procurement staff was already well trained and their knowledge and understanding off LCC and green criteria had already increased.

Liepaja municipality will use the procurement documentations as the template for the next renovation procurements. The municipality also participated in PRIMES Energy day training session with the best practice examples and it tried to encourage other municipalities to do the same.

Green public procurement for minibus in Liepaja was successfully conducted as well.

Building reconstructions: Two successful examples of GPP regarding building renovation were school building renovation and transformation of an existing house to a low-energy building in Grobina municipality. The intervention regarding school was based on the previous experiences from Carnikava and Liepaja.

The development of the renovation procurements generally took double time than white good, biomass or transport (except trams) procurement preparation. The reconstruction projects require very specific up-to-date information. Therefore, access to high-level experts in this field is extremely valuable to prepare good tenders.

Transport: The experience of GPP in Daugavpils municipality is a very important success example as it was the first tram procurement in Latvia including green criteria. Although the tender preparation was very time consuming, mainly because of the lack of examples (EC GPP guidelines described criteria for cars and buses, but not for trams and were not applicable to tram procurement), all documentations were successfully prepared including green criteria covering energy efficiency, lighting, use of recyclable materials, heat recovery etc.

IT, office equipment and lighting: PRIMES TF successfully helped SRDA (State Regional Development Agency is in charge for the electronic procurement system at national level – development and maintenance) to improve existing procurement catalogues and implement green criteria, make market research, help to organize discussions with suppliers, make verification for products etc.

White goods: Valka and Tukum municipalities conducted successful GPPs of white goods.

Capacity building: Successful examples of capacity building:

- Trainings with experts for particular product group – construction, biomass, etc.;
- Individual meetings with the municipalities; and
- Individual work on certain GPP.

Failures examples of capacity building:

- Some municipalities refused to organize events in their municipality; and
- Some municipalities refused to share their examples on capacity building events.

Task force Northern Croatia



Empowered lives.
Resilient nations.

Task force in Northern Croatia region conducted 20 interventions that all resulted in publishing of the tenders. The interventions correspond to estimated energy savings of 285 toe/year, CO₂ savings of 4,361 t CO₂e/year and 823 toe/year of triggered RES.

At the beginning of the PRIMES project green public procurement was at an early stage of development in Croatia.

The main barriers that the TF faced in North Croatia region were:

- Lack of experience in green public procurement; including lack of relevant case studies (especially Croatian case studies);
- No support from the decision makers due to lack of understanding of GPP;
- GPP was perceived as additional cost for the municipalities;
- Before late 2015, when National Action Plan on GPP was published, procurers were not very interested in GPP;
- Lack of skills and knowledge within municipality staff; and
- Very limited budgets in most municipalities.

The TF of North Croatia made a huge breakthrough in promoting GPP and removing its barriers. After successfully realised interventions within PRIMES project the interest for GPP has increased significantly. The most contributing activities for removing the barriers were:

- Convincing decision makers to understand the long run benefits of GPP through explaining LCC;
- Connecting GPP with the environmental plans and strategies (Public procurers recognized indirect benefits of GPP such as CO₂ savings and promotion of municipality as an environmental friendly etc.);
- Comprehensive capacity building activities;
- Very early involvement into the projects;
- Comprehensive market research and early market dialogue (market engagement);
- Helping municipalities to apply and receive co-financing by Croatian Environmental Protection and Energy Efficiency Fund (EPEEF); and
- Providing hands-on support to the municipalities during procurement preparation and technical specification creation.

Green electricity: Successful intervention in municipality of Koprivnica led to a joint tender for procurement of green electricity for street lighting, municipal building, two primary schools, university, school of art, cinema and theatre. Most economically advantageous tender (MEAT) was used as an award criteria for procurement with a requirement of minimum of 20% of electricity from renewable sources. The requirement for renewable electricity had no impact on the purchase price, which was encouraging for further development of green procurement within the municipality. Similar intervention occurred in municipality of Križevci where the green electricity was procured for 2 public institutions and public lighting.

The year after the first intervention in Koprivnica, TF supported the municipality to conduct new joint GPP for green electricity with the higher requirements for renewable energy share than the first year (at least 30% electricity had to be from renewable energy sources in the new tender).

Joint procurement of green electricity was successfully conducted for 29 public procurers through Regional Energy Agency North as a central purchasing body. The winner tender offered 45% electricity from renewable energy sources. As it was a joint procurement, total price was lower than usual and huge money savings were reached for all beneficiaries.

IT equipment: TF provided hands-on support in preparation of procurement process and technical specifications for purchasing of energy efficient IT equipment in municipalities of Križevci and Koprivnica. It was very important to connect the tenders with municipalities' environmental policies. As the procurements were conducted successfully, larger purchases are expected to be procured through the same process.

Renewable energy: The TF convinced decision makers to procure and implement solar thermal systems in General County Hospital Dr. Tomislav Bardek (Koprivnica Križevci County), Kindergarten Tratinica (Koprivnica municipality) and Centre for education and rehabilitation (Koprivnica municipality). Due to limited budgets and lack of funding the procurements would not occur without the TF which, among other services, prepared also applications for co-financing from Environmental protection and energy efficiency Fund. At the beginning of every intervention TF was involved as an advisory body in the process of project designing and technical project documentation evaluation. Later, the TF prepared an application to the public EPEEF call and successfully provided EPEEF financial funding of 40% of total projects' costs. From the very beginning, the TF team was very active in giving operational support and consultancy with the procurement procedures and performing knowledge transfer from the field of GPP. TF team was closely involved with GPP procedures performed by the beneficiaries, from the basic concept of each procurement step until the contract signing.

Building refurbishment: Similar to the intervention which supported County Hospital Dr. Tomislav Bardek in procuring solar thermal system, TF prepared tenders and technical specifications for replacement of windows and refurbishment of the roof on the hospital building. The TF helped them to apply for co-financing which enabled conducting of the whole project.

TF successfully conducted three interventions regarding replacement of the heating systems (one including the replacement of ventilation system). Within the complex interventions the most important phase was project designing and creating technical project documentation. There was often the lack of common understanding between the client and the project designers so it was

important that both, the client and the TF, provided the project designers with detailed specifications. Otherwise, there was a risk that project documentation would not be usable for GPP procurement, that it would not meet some or all of the EE & RES requirements, or that it would not meet cost optimal requirements.

Interventions were also successfully conducted for procuring products regarding transportation, lighting and recycled paper.

TF held consultations with municipality of Koprivnica on how to reduce CO₂ emissions and provide a cleaner way of transport to the citizens. Finally, the municipality decided to purchase electric busses instead of diesel buses. TF provided hands-on support in procurement preparation and technical specification creation which was very useful and important for the successful outcome of the intervention.

The indoor lighting of the school in Koprivnica was successfully refurbished due to TF intervention. 1.355 light sources (fluorescent tubes) were replaced with twice as efficient LED tubes. This will save almost 17.000 kWh a year of electrical energy for lighting.

Municipality of Koprivnica purchased 2.115 packages of 100% recycled paper for budget users in the municipality.

Capacity building: Since GPP development was in the beginning phase in Croatia, each kind of training, information, presentation, workshop etc. in the field of GPP was more than welcome. Especially successful were trainings where knowledge and experience were shared among municipalities and between EU projects PRIMES and GPP2020. Synergy of two projects enabled wider knowledge sharing and budget savings as the external experts were holding common trainings.

In the later phase of the project case examples of GPP in Croatia were very helpful to convince other municipalities to implement it as well.

Task force France/Rhône-Alpes



Task force in Rhône-Alpes region conducted 19 interventions: 14 achieved and 5 delivered. The interventions resulted in estimated energy savings of 478 toe/year, estimated CO₂ savings of 2.212 t CO₂e/year and estimated 467 toe/year of triggered RES.

The most common barriers which made interventions of task force significantly more difficult were:

- Lack of GPP support on the management level;
- Late start of interventions in project development;
- Fear of municipalities to have unacceptable costs;
- Fear of municipalities not to have enough acceptable bids; and
- Feeling of GPP complexity.

One of the interventions regarding procurement of the green gas (involving regional network on green gas Grand Valence, Albertville, Chambéry, Villefranche sur Saône, Barberaz...) did not lead to successful tender primarily because of the lack of political commitment and their fear of having either no offers at all or offers with very high prices. However, the regional network met 3 times since 2014 to answer the questions of public bodies and to help them in their energy procurement. A new shared regional culture was built through the meetings and the awareness of GPP was increased.

Another intervention regarding green gas procurement in the municipality of La Motte Servolex did not result in publishing a tender. The first reason was that the biogas share was supposed to be 50% which at the time was a too ambitious requirement. Secondly, the project lost the support of the mayor who was convinced to do differently and finally reached an existing joint procurement. Despite of this the Mayor declared to be convinced by green gas and interested to work on it in a next procurement to come.

Hence, described procurements were postponed but they are possible to happen in the future. However, they provided extremely useful lessons learned (e.g. to involve management level as early as possible in the procurement process and to secure their support). Both interventions significantly helped in successful green gas procurement conducted in Bourg en Bresse municipality (described below).

Based on the experience of the TF the most common barriers could be successfully removed in many cases by:

- Meeting and convincing politicians as early as possible – once politicians or management level are supporting the GPP it is easier to work with procurement or technical personnel;
- Contributing to the procurement as early as possible – it is important to raise awareness about overall cost at the earliest phase possible, taking into account the costs beyond the price alone; and
- Capacity building of municipality staff.

Another GPP barrier was also recognized in Rhône-Alpes region and successfully removed by TF: Procurements are too often prepared only within the procurement department without involving the personnel with other background. However, setting up different internal management and organization to create tenders is prerequisite for successful GPP. This implies tight cooperation among procurement, environmental (in charge of sustainable development) and technical personnel.

Another opportunity which was recognized and successfully used is inclusion of the market players. The discussions about the upcoming tenders with the companies were a useful resource of information about the market capacity and the expected prices of the products or services. In order to motivate the market players to take part in the process and to help them answer the tenders, the TF explained them the way in which the received offers were going to be compared, the importance of taking into consideration the sustainable development and the use of the global cost.

The most important results of TF are the achievements in energy procurement. At the beginning it was difficult for TF to motivate and convince people in charge of energy to enlarge their point of view by inserting environmental specifications in energy procurement (gas or electricity).

The setting up of PRIMES corresponded with gas and electricity procurement opening in France, which became priority for dozens of communities in Rhône-Alpes. Therefore, TF proposed the setting up of a regional working group on this issue (three meetings have been organized through PRIMES on this subject which contributed significantly to the knowledge sharing) and accompanied various volunteers to help them thinking initially on conditions of purchasing green gas in particular. A joint procurement was formed in Bourg en Bresse (with 5 other municipalities). It was the first time in France that joint procurement of gas with a share of 3% biogas was conducted. Joint procurement enabled more competitive prices and reduction of the administrative burden (pooling the skills and expertise from other authorities). The risk of the high costs for municipality was mitigated because suppliers were authorized to propose variants compared to fossil offer. For cons, the municipality was not obliged to follow it if this alternative was too expensive. This legal tool (variant) guaranteed to gas supply, whatever the result of the consultation was. The additional cost for biogas did not increase the final price of the purchased gas as the joint procurement enabled lower price for fossil part. Finally, this GPP resulted in the lower cost of overall contract, reduction of CO2 emissions and support of the local biogas producer.

As a result of all the effort made regarding green gas procurement, it was easier to speak about green electricity procurement. Members of the energy union SIGERLY² have been strongly in favour of the purchase of green electricity, in the context of opening energy markets in France. SIGERLY was

²SIGERLY is one of the energy unions in France in charge of supplying gas and electricity for municipalities.

able to negotiate an overall lower cost of electricity for the other lots (7-11%), which completely erased the very low additional cost of the lot dedicated to green electricity. The TF has assisted the project manager by providing input and feedback on their forthcoming work and approaches such as current and future environmental and economic aspects related to green electricity and outlined relevant information on CO2 reduction, local development, renewable energy and energy independence. Further, some very concrete information was also given about technical aspects and juridical issues (mainly about joint procurement). Also the prospect of global economies, more respect for the environment and the goal to achieve a certain volume of consumption from renewable sources previously set in climate plans of these larger towns all contribute to the support of the members.

One of the main success factors within TF interventions regarding energy procurement was bringing all the municipalities and generally speaking public bodies together in order to discuss their needs and problems and to raise their awareness about GPP in preparation to their next procurements.

Regarding other product/service group it was much easier to propose concrete and not too expensive solutions e.g. IT or vehicles procurements. Much more complicated were the interventions regarding buildings and the purchase of green energy (because of complexity of energy markets).

Building construction/retrofit (including lighting): The task force worked on the retrofitting or construction of a school, a social house, a college and two high schools. These projects were rather complex because they incorporated numerous subparts. TF supported decision makers and procurement staff in outdoor windows and doors replacement, insulation or lighting projects by helping them to prepare tenders, to write technical specifications or award criteria. Most of the time the price issue was the most important in the final choice. The main result of the TF regarding these interventions was enlarging knowledge of partners and raising their awareness of the possibilities to insert wider technical specifications in accordance with sustainable development goals. Furthermore, the TF trained and provided examples to the municipality showing them how they could strengthen sustainable development in the building refurbishment procurements through introduction of a holistic approach. It was also very useful to work with people in charge of procurement and at the same time with personnel in charge of the sustainable development.

Vehicles: Opposite to the building procurement, the vehicles procurement concerned only one type of procurement and therefore they were more manageable. The TF was involved in three vehicles procurements (electric vehicles and cleaner vehicles), mainly by providing the information on fuel consumption, emissions standards, noise and recycling. Although the operators and procurement departments were missing information on GPP, they were very interested in the proposal. Another factor of success which TF used in these GPPs was also working with people in charge of procurement and sustainable development.

Wood chips: In this intervention the TF had success in pointing out potentials of this procurement so that the city of Aix les Bains in charge of it is planning to incorporate the TF's input in the next procurement (for instance by inserting new environmental specifications more widely).

Among the capacity building activities conducted by TF the most successful ones were those including:

- Meetings of the regional network on GPP – which helped with raising awareness of the trainees;
- Collaboration with the organization in charge of training in the Rhône-Alpes region (CNFPT); and
- Exercising with real tenders (how to manage the internal preparation of technical specifications or award criteria, concrete support during the procurement process itself)

Thanks to the PRIMES intervention in Rhône-Alpes, the TF has interacted with a lot of people and thereby contributed to a common vision and culture of GPP showing the way in which the sustainable development goals can become part of the public procurements.

Task force South East Sweden



Task force in the region of South East Sweden conducted 59 interventions: 13 achieved and 46 delivered. The interventions resulted in estimated energy savings of 215 toe/year, estimated CO2 savings of 519 t Co2e/year and estimated 126 toe/year of triggered RES.

The most common GPP barriers in the South-East Sweden were:

- Procurers' time constraints;
- Municipalities need very specific and qualified support (which they often lack).
- Municipalities wanted more help in finding relevant case studies, contacts and new suppliers and products/services rather than getting support during the procurement process
- Lack of strategies/action plans connecting local environmental objectives with the procurement process;
- Lack of bids due to high or wrong criteria ; and
- In some municipalities GPP involves many people but the roles are not unambiguously defined;

The most influencing obstacles which were faced by the TF during the interventions were:

- PRIMES TF could not in a decisive way influence: what to procure, when to procure, who takes the decision or when the intervention is wanted (one-two years before procurement or during the process) – e.g. for IT the municipalities wanted input on case studies, how to build up a GPP, how to identify new products/services/suppliers well in advance to be able to: build up skills, assemble the right working group, make feasibility studies on actual needs so that proper procurement is carried out;
- TF could not in a decisive way influence municipalities if they have chosen another way to solve/meet their needs (suborder from national frame work agreements etc.);
- Some municipalities did not want any help from PRIMES TF during the tender process due to secrecy;
- One of the main problems was lack of time; municipalities want up to date information; and
- Time delays due to political decisions; lack of recourses or other urgent matters required changes in priorities (in several municipalities).

The TF successfully resolved many obstacles and barriers through:

- Organizing web-meetings; solving the problem of time constrain and removing time for travel. This also solved the problem to be able to reach more than one person at each municipality;
- Bundling the projects and carrying out TFI to several municipalities at the same to attract authorizes and external experts to support the TFI;
- Sending information about GPP/SPP case studies and implementing other measures to inspire the municipalities to prioritize GPP even during stressed situations;
- Starting early dialog with suppliers on an early stage of procurement;

- Listening to the request from the municipalities on when and how they want the support (to be able to develop their work with GPP/SPP in general or for specific products);
- Assembling a lot of measures at the same time to make the TFI worth the time for the municipalities;
- Including more stuff rather than only procurers; and
- Including management level as much as possible.

PRIMES also had to invest a lot of time in searching for this information but with all new contacts gathered during the PRIMES it should be easier for future procurements.

The most successful interventions in SES region regard procurement of efficient lighting and green vehicles. The municipalities of Kalmar, Oskarshamn and Borgholm were supported during the procurements of energy efficient street lighting through gathering experts, suppliers and authorities that could talk about laws and regulations, criteria development, LED and steering techniques. The gathered information from other municipalities and other street light owners' experiences and conducted study trips were very helpful.

The TF experienced that it takes a lot of time to find and distribute up-to-date information about new products, services and suppliers, especially regarding technology which is developing as fast as LED. Therefore it was necessary to get involved in an early stage of the procurement and to identify all key actors in the municipality since there was a puzzle of decisions made before a tender was announced.

A successful procurement of vehicles was conducted in Kronoberg region. The TF provided the municipality with information about criteria and how others had divided the tender documents to get the best result from each vehicle category – also in order to get as many offers as possible and to give smaller suppliers the possibility to leave an offer. A key factor for success was to have good internal communication, both with the decision makers and with the users. Municipalities of Mörbylånga and Tingsryd also successfully procured vehicles with the support of TF. In Mörbylånga a decision to divide the car fleet in thirds (electric vehicle 33%, biogas vehicle 33% and other fuels 33%) and procure them separately was a successful approach and the fact that all the work was developed and operated by the sustainability strategist with no prior experience of GPP was very impressive.

The municipality of Älmhult procured transportation vehicles and vehicles for car pool. In the case of procuring vehicles for car pool the TF supported the municipality through gathering information from other similar procurements, finding good tools and methods and discussing on possible approaches on how to develop criteria and to structure the procurement e.g. concerning market research. The procurement of transportation vehicles proved that LCC is a very effective way of finding the best possible product or service. Also, providing the LCC-sheet to the suppliers within the tender and letting the suppliers fill in the data was a very effective way of simplifying the work load for the municipality. Although the tender was very complex - with a high number of detailed criteria - which caused certain doubts about the number of interested suppliers, there were enough suppliers and the municipality was content with the winning suppliers offer. The maturity of the market was very important for such results.

A successful joint procurement on green electricity was developed among municipalities of Ljungby, Älmhult and Markaryd. The TFI provided capacity building and discussion on possible approaches on how to construct the procurement

Best activities for capacity building:

- Web meetings, with experts from e.g. National procurement authority; and
- Inviting the decisions makers and key actors in the municipality besides the procurers.

Failures in capacity building:

- Time constraints; when inviting procurers to meetings few (none) could attend; and
- Activities that focused exclusively on the procurers did not bring much result.

Further development of GPP in South East Sweden requires that:

- The local politicians be aware of the strategic value of procurement;
- Time be secured and resources be increased;
- Easy to find up-to-date case studies be available;
- LCC be used more; and
- All key actors be involved.

Task force Italy/Liguria



Task force in Liguria region conducted 22 interventions: 11 achieved and 11 delivered. The interventions resulted in estimated energy savings of 223 toe/year, estimated CO₂ savings of 1,091 t Co₂e/year and estimated 4 toe/year of triggered RES.

The most common GPP barriers in Liguria were:

- Lack of confidence: although GPP is very common in Italy and the new National Law on GPP, (approved in December 2015) stated that green public procurement is not a voluntary tool anymore, but it is now mandatory for all public bodies, many small municipalities are still not entirely confident with it. GPP is often perceived as an additional cost for municipality and overly time consuming process;
- Low political engagement and problems with bureaucracy;
- Lack of money is also a big issue for many small municipalities: in the most interventions which did not result in publishing a tender, municipalities had decided to wait for the public funds before publishing the tender. An example is the intervention for building refurbishment in Municipality of Calizzano where it was not possible to launch the tender during the lifetime of PRIMES project. This is because the municipality had no financial sources and they had been waiting for the funds from Regional financing which are not available yet. However, the documents produced by the TF will be used by the municipality in the future;
- Lack of technical skills: in some cases, even municipalities that are confident with GPP do not have technical skills to prepare a tender as it was the case in Plodio municipality where the TF supported the municipality to develop a tender for the energy reconstruction of buildings owned by the municipality. Due to some bureaucratic issues the tender was finally not published but it will be published in the future; and
- Lack of knowledge and skills among procurers.

A key aim in TF's interventions was to create synergies between the promotion of GPP and the implementation of the actions connected to SEAPs. Most of the 21 municipalities committed to PRIMES have implemented GPP in SEAP's actions and have achieved successful results.

In addition to successfully connecting GPP with municipalities' SEAPs TF in Liguria succeeded in removing many GPP barriers by:

- Enabling knowledge transfer: Dialogues with other decision makers were very important to overcome the barriers in many municipalities because others successful experiences motivated mayors to implement GPP in their own municipality;

- Providing municipalities with general information on GPP as well as enabling dialogue with ESCOs;
- Providing support to municipalities in order to give them a complete vision of the financing possibilities;
- Supporting municipalities in writing technical specifications; and
- Connecting the municipalities into joint procurement.

Generally, interventions related to consumables were easier to achieve because the investment values were lower and the products were necessary. Interventions relating to buildings' refurbishment were the most interesting from the technical point of view, but they were very difficult to conduct.

The TF supported Albenga municipality to develop a tender for energy management of some buildings owned by the municipality. The interventions that were recommended had been identified by trying to achieve a balance between maximizing energy savings, minimizing costs and reducing investment return time to less than 10 years so that the contract could be attractive to ESCOs.

Other successful examples of building refurbishment tenders were school buildings' refurbishment in Municipality of Varese Ligure and Municipality of Urbe. In Municipality of Varese Ligure TF helped the municipality to increase the technical skills of the staff. After this experience the municipality will develop other similar tenders for other schools. In the municipality of Urbe the reference criteria were defined by sharing similar experiences implemented in neighbouring municipalities.

Although municipalities of Quiliano and Santo Stefano al Mare, where TF intervened as well, did not publish the tenders for building retrofit during the PRIMES lifetime, they are expected to be published in the future.

Public Lighting: Measures aimed to the refurbishment of the public lighting system were the priority in almost all municipalities of Liguria committed to the Covenant of Mayors. TF helped many municipalities to conduct GPP for procuring public lighting e.g. Municipality of Varese Ligure, Municipality of Tovo San Giacomo, Municipality of Castelnuovo Magra and Municipality of Seborga. In Seborga for example, in order to reach energy savings, to reduce maintenance costs of the historical centre public lighting system with the related luminous pollution, the municipality replaced 100% of lights with new LED lighting. In order to prepare the technical documentation for this purchase, the Municipality of Seborga conducted a market research and took advantages from some similar experiences implemented by neighbouring municipalities, to identify the most suitable technology for its needs. Furthermore Seborga carried out an information campaign in order to make the municipal staff aware of the environmental benefits of GPP.

Another important achievement of TF was supporting six municipalities (Dolceacqua, Seborga, Rocchetta di Vara, Mendatica, Taggia, Moconesi) to develop a joint tender for the renovation of public lighting system. The presences of bigger number of municipalities made the tender more interesting for suppliers and reduced the risk of not receiving any offer. The municipalities also had the opportunity to have very constructive dialogues with ESCOs or trade organizations in order to get a clear idea of what the market could offer in terms of technologies and services. This experience was very important for the municipalities because it was the first time that the different municipalities worked together to develop a joint green tender. The support of PRIMES TF was

fundamental as it provided municipalities with technical and legal support needed. This tender is going to be published after the PRIMES lifetime and it will certainly represent a “good practice” for the region.

Recycled paper: Interventions in Castelnuovo Magra and Seborga led to successfully published tenders for procuring recycled paper.

RES: TF supported the municipality of Celle Ligure where PRIMES TF helped the municipality to prepare the tender for implementation of PV system which was in line with the actions included in the SEAP.