GPP-STREAM

Green Public Procurement and Sustainability Tools for Resource Efficiency Mainstreaming

Deliverable A1

GPP Learning methodology

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1. Introduction

GPP-STREAM aims at improving the management, implementation and monitoring of policy instruments that integrate green public procurement approaches so as to ensure that resource efficiency gains can be maximised and that resource efficiency objectives are institutionalised through GPP.

The project sub-objectives include:

- to improve the integration of GPP objectives and actions within the funding programmes and sectoral / development plans;
- to improve the capacity of national, regional and local administrations to align their actions in order to enhance GPP implementation;
- to improve the capacity of monitoring GPP implementation;
- to stimulate the adoption of green demand for goods and services along all phases of policy instruments' implementation, including those that are affected but not directly managed by the authorities that developed the instruments.

GPP capacity building of the staff involved in the policy making process and of the stakeholders tackled by the GPP-STREAM policy instruments thus represents a core, cross-cutting objective necessary to ensure the achievement of the other project objectives.

The GPP learning methodology, main output of project activity A1, is designed to contribute to the achievement of this objective by targeting both internal stakeholders (partner organizations) and external ones (beneficiaries of policy instruments and all possible stakeholders identified through activity A3). It addresses both individual and organizational learning levels and includes a variety of tools and approaches. The methodology will serve as a general guidance for the design and implementation of GPP capacity building and training activities that will occur throughout the project.

2. Learning needs and objectives

The GPP learning methodology has to answer specific learning needs and objectives. From partners' knowledge and experience in the field of GPP policies design and implementation[1], the following knowledge and competences gaps have to be filled in order to allow for a wider uptake of GPP:

- awareness about the benefits that can be achieved by including environmental criteria into public tenders;
- knowledge of public procurers about the legal possibilities to include environmental criteria into public tenders;

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[1] Some example of past experiences and initiatives GPP-STREAM partners gained knowledge from are: the design and implementation of the GPP Regional Action Plan of Friuli Venezia Giulia, the experience of the Romanian Ministry of Environment within the LIFE project GPPbest; the experience of Fondazione Ecosistemi in the framework of relevant EU funded projects (GPP2020, GPPinfoNET, GPPbest).

- knowledge about available environmental criteria that can be included in the purchasing processes of different product groups;
- capacity to verify compliance with environmental criteria in the evaluation of offers and in the execution of contracts;
- capacity to monitor the implementation of GPP;
- internal networking skills in order to liaise public procurement department and objectives with other institutional pillars, both strategic and operational (including sustainable development, environmental, communicational, PR ones);
- facilitation skills of public institutions to engage stakeholders in GPP policies, including for market consultation processes.

If we look at the process of design and implementation of the various policy instruments, the above knowledge gaps do translate into potential learning needs in the different phases of the policy cycle, where GPP issues will have to be integrated.

<table>
<tr><th></th><th>Design phase</th><th>Implementation phase</th><th>Monitoring phase</th></tr>
<tr><td rowspan="9">Learning needs</td><td>Strategic role of GPP in tackling resource efficiency issues</td><td>Life cycle impacts of products and services</td><td>Quantification of environmental benefits/resource efficiency gains deriving from "green" products/services/works</td></tr>
<tr><td></td><td>GPP legal framework</td><td></td></tr>
<tr><td></td><td>Sources of environmental criteria (e.g EU common criteria, national criteria, ecolabels)

Market analysis and consultation</td><td></td></tr>
<tr><td></td><td>Verification of compliance with foreseen environmental criteria</td><td>Monitoring of implementation of environmental criteria in the realisation of works/services</td></tr>
<tr><td></td><td></td><td>GPP monitoring indicators and systems</td></tr>
<tr><td>Knowledge of cross-cutting policies and objectives</td><td>Capacity to mobilize human resources</td><td></td></tr>
<tr><td>Identification of policy drivers</td><td>Creation of internal incentives</td><td></td></tr>
<tr><td>Stakeholder mapping and needs identification</td><td>Facilitation techniques

Market consultation</td><td></td></tr>
</table>

The learning needs will be further detailed for each specific context, on the basis of the needs assessment carried out during project meetings.

Moreover, according to the stakeholder groups targeted by the policy instruments, hence by the capacity building activities that will be put in place, they will have to be refined and/or expanded, especially if also private stakeholders are involved.

3. GPP-STREAM learning environment

GPP-STREAM deploys a range of learning contexts where various tools and approaches can be used to improve individual and organizational capacities and skills.
The table below provides an overview of project capacity building and learning "milestones". On the basis of the results of the needs assessment questionnaires (see Section 3) and of the emerging needs and the specific framework conditions of each region, the contents and focus of each capacity building activity will be tailor made and personalised.

4. Overview of methods and tools

GPP-STREAM activity	Capacity building and learning milestone
A6, A10, A14, A21, A24 - Five transnational learning events, 3 days each (Italy, Romania, Bulgaria, France, Spain)	-> One of the days is dedicated to the sharing of the heterogeneous and complementary GPP experience of each partner involved in the project -> One of the days is dedicated to joint GPP capacity building programmes of the partners staff & stakeholders; their contents will be adapted to the results of the needs analysis assessment
A8, A15 – EU and national GPP webinars	-> Complementary to the transnational learning events, these webinars shall be used by each partner to deepen certain GPP issues relevant for their staff and stakeholders
A17, A18, A19 – Elaboration of various GPP toolkits	-> The toolkits will address several GPP technical aspects – tenders models for resource efficiency, GPP compliance for beneficiaries of EU funds, rural and urban development strategies, GPP monitoring guidelines that can complement the face-to-face and online process of GPP capacity building of staff and stakeholders
A9, A16, A25 – Policy instrument stakeholder group meetings at national level	- > Each policy maker involved in the project is supposed to organize at least 4 one-day meetings with their stakeholders whose main purpose is to co-build the improvement of the respective policy instrument from a GPP viewpoint. Such meetings can be furthermore used to address and debate with the stakeholders certain GPP aspects that are important for them
A23 – Methodology and peer-to-peer reviews of the action plans	-> The methodology will foresee various staff competences necessary for the peer-to—peer reviews that will be afterwards realized by the partners staff
B2 – Organization of national kick off conferences B6, B13, B17, B24 – Editions of GPP-STREAM newsletters	-> These events / tools can be used to raise GPP awareness among the policy instruments stakeholders

This section proposes a general overview of the main GPP learning methods and tools that can be used by the policy makers throughout the GPP-STREAM project.

As a general approach, GPP learning events need to be always characterised by the double objective of *motivating people to action* and *providing people with the*

necessary skills to act. Direct involvement and interaction of participants need to be a priority. It has also to be taken into account that the target groups of GPP training and capacity building activities may be diverse in terms of knowledge (e.g. environmental vs procurement experts) and responsibilities (e.g. fund managers vs. procurers). Events may also be in many cases multi-stakeholders, hence including not only public authorities, yet other types of public bodies, private sector, NGOs.

This implies that particular attention has to be given to the preparation of events contents and promotion in order to ensure that the type of language and key messages are adapted suitable to all target groups.

Proposed learning methods and tools include:

- participatory methods (OST, world cafè, pro-action cafè);
- learning from practice;
- case studies;
- focus groups;
- e-learning (webinars).

Fondazione Ecosistemi will support each partner in selecting the best methods and tools to be put in place in the various phases of the project, when capacity building events have to be realized.

The table below summarizes methods that can be applied to address six different scopes that characterise the capacity building events foreseen in GPP-STREAM. If additional scopes and types of events are identified during the project, it will be assessed if similar methods can be applied or if new ones need to be proposed.

Scope	Suggested methods
Share the objectives of GPP integration in the policy instrument with internal and external stakeholders	World cafè Focus groups
Co-build the action plan	OST (Open Space Technology) Pro-action cafè
Improve competences and skills for inclusion of environmental criteria in public tenders	Learning from practice Case studies
Improve knowledge on GPP legal framework or other specific issues (e.g. verification systems, LCA, LCC,…)	E-learning
Enhance networking and facilitation skills of partner organizations' staff	World cafè Learning from practice
Share GPP practices and benefits	Case studies

4.1 Description of methods

Open Space Technology
The Open Space Technology (OST) enables participants to organize their own conference. The agenda of the event is set by participants that are called to propose issues related to a central theme, and to form accordingly spontaneous working groups. The setting is extremely informal and free (ie. participants are free to move from one group to the other, each working session can start and end whenever participants wish, the agenda can evolve during the event), and it encourages cooperation, creativity and self organization. It requires a minimum of 6 hours (while it can carry on for several days) and it can cost groups of different sizes (from a minimum of 20 up to several hundreds), according to the venue.

World Cafè
The World Cafè allows for a meaningful conversation in a given span of time (even a couple of hours). Participants are spread in different tables (like in a cafè), each table has a host. The facilitator triggers conversation within the tables with questions, participants have a given time (usually no more than 30 minutes) to find one or more answer (or even more questions). At each new question participants change table and mingle with the others, except for the host, who represents the living memory of every conversation that took place at a given table and will present them in the final plenary session. World café is informal and it helps groups to discuss issues in a more focused and respectful way, it gives everyone the opportunity to contribute while shifting the focus from single ideas (and proponents) to collective threads.

Pro-action cafè
It represents an easy way to sparkle new projects. Participants in a first plenary session are invited to propose a question that is urgent to them inherently to the topic of the event. Only a certain number of questions are taken. Each proponent becomes the host of a different table, and the rest of the group helps them to find an answer to the question they presented (while searching answers to the many questions that were unspoken). Participants spread in the different tables hosted by the question proponents and collectively answer to further questions proposed by the facilitator, at each new question everybody except the hosts changes table. At the end hosts "put up for auctions" the project ideas that emerged, participants can decide freely which project they want to support and how.

Learning from practice and *case studies*
The transfer of competences for the actual implementation of GPP practices is more effective if potential end users are put in the conditions to actually discuss and test real experiences that will be of direct use for their work. Simulation exercises, group exercises, presentation and discussion of case studies should be core activities of GPP training and capacity building events. Examples are: elaboration of sample tenders with environmental criteria, simulation of the process of offer evaluations, exercises for LCC applications.
Best practices collected within GPP-STREAM Activity 5 will represent a useful source of input and information. The GPP website of DG Environment also presents a series of good practices (http://ec.europa.eu/environment/gpp/case_group_en.htm). Tender models to summarize the outcomes of procurement procedures with environmental

criteria are available on the websites of the EU funded projects GPP2020 and SPP Regions (see chapter 6).

Focus groups
Focus groups are conceived as group interviews and they are useful to collect opinions on complex issues, to deepen positive and negative aspects related to specific issues at stake and to explore stakeholders' expectations. They are conducted by a moderator that will drive the discussion around a set of predefined questions. A focus group should see between 6 and 12 participants.

E-learning (webinars)
GPP-STREAM foresees the use of webinars as a form of e-learning. Webinars are seminars that happen via on online platform. Participants can assist to presentations and also interact between each other and with the main speakers. Webinars can also be recorded so that policy makers' staff and other stakeholders can have access to the presentations and discussions also after they have taken place.

5. Measurement of learning outcomes

Learning outcomes will be measured through specific questionnaires to be used for different target groups.

As the learning process of GPP-STREAM partners will be continuous throughout the project and will be the result of a mix of activities, the learning outcomes will be assessed twice and compared to the level of knowledge at the start of the project.
A *GPP knowledge assessment questionnaire for partners* will be submitted at the first KoM meeting (both face-to-face and online, for the staff of the partners that do not attend the KoM) and then again after the third semester and at the end of the project.

Learning outcomes of activities addressed to other stakeholders will be measured in occasion of specific capacity building activities and events through an *evaluation questionnaire* that will be submitted to participants at the end of each activity.

The sample questionnaires are included in annex to the present document. Partners are recommended to translate the evaluation questionnaire in to their national language for use at regional and national meetings and events.
The GPP knowledge assessment questionnaire can also be re-adapted for partners in case they have the needs to measure the level of knowledge of their own stakeholders.

6. Links to GPP learning resources

There is a wide range of available GPP websites and online resources at European, national, regional and local level. In this section we provide information on the ones that contain specifically GPP learning materials and resources developed at EU level, either directly by the European Commission or via EU-funded projects.

European Commission - DG Environment – Green Public Procurement
http://ec.europa.eu/environment/gpp/index_en.htm

Besides providing an overview of the GPP legal and political framework, the website gives access to the EU GPP toolkit that includes an operational module describing the environmental criteria established at EU level for various product groups.
The toolkit was first released in 2008 and is currently being updated.
http://ec.europa.eu/environment/gpp/toolkit_en.htm

GPPbest project
http://www.gppbest.eu/?lang=en

GPPbest is a project co-funded by the Life programme that ended in May 2018 and aimed at the exchange of GPP best practices and tools. The GPPbest guidelines contains tools, methods and examples useful for planning and implementing GPP policies, including internal and external capacity building activities.
http://www.gppbest.eu/?p=714&lang=en

SPP regions project
http://www.sppregions.eu/home/

SPP is a project funded by the Horizon 2020 programme that ended in 2018 and promoted the creation and expansion of European regional networks of municipalities working together on sustainable public procurement (SPP) and public procurement of innovation (PPI).
A series of "how to videos" have been realised within the project, dealing with the following themes: circular procurement, sustainable procurement, life cycle costing, market engagement, use of labels, performance/output based specifications.
http://www.sppregions.eu/resources/how-to-videos/

GPP2020 project
www.gpp2020.eu

GPP2020 is a project co-funded by the Intelligent Energy Europe programme that ended in 2016 and aimed to mainstream low-carbon procurement across Europe.
GPP training materials for public procurers and for GPP trainers are available on the website: the English version is generally applicable at EU level, the versions translated into national languages do contain adaptation to the national contexts.
http://www.gpp2020.eu/events-and-training/training-materials/

Annexes – Sample questionnaires

GPP knowledge assessment questionnaire for partners

A. GENERAL INFORMATION	
Name of Organization	
Role and expertise within the organization	
B. GPP KNOWLEDGE AND AWARENESS	
B.1 How would you rate your knowledge on Green Public Procurement? *(e.g EU directives, national and regional laws and regulations, European environmental criteria, GPP best practices, green tenders, …)*	☐ Poor ☐ Fair ☐ Good ☐ Very good
B.2 How would you rate the knowledge on Green Public Procurement across your organization? *(e.g EU directives, national and regional laws and regulations, European environmental criteria, GPP best practices, green tenders, …)*	☐ Poor ☐ Fair ☐ Good ☐ Very good
B.3 In your country, are there national laws/regulations that can directly affect the inclusion of GPP into your policy instrument?	☐ Not aware ☐ No ☐ Yes If yes, please specify: …
B.4 Are you aware of GPP sources of information in your country?	☐ No ☐ Yes If yes, please specify: …

B.5 Are you aware of GPP sources of information at EU level?	☐ No ☐ Yes If yes, please specify: …
B.6 How would you rate the level of knowledge on Green Public Procurement of your stakeholders? *(e.g.other public bodies involved in the design/implementation of your policy instrument; public and/or private actors that will be affected your policy instrument,..)*	☐ Poor ☐ Fair ☐ Good ☐ Very good

C. COMMITMENT TO GPP

C.1 How would you rate the level of commitment to GPP of your organization?	☐ Poor ☐ Fair ☐ Good ☐ Very good
C.2 Are you currently involved in other other EU projects/initiatives on GPP besides GPP STREAM?	☐ No ☐ Yes If yes, please specify: …
C.3 How would you rate the cooperation on GPP issues between different departments within your organization?	☐ Poor ☐ Fair ☐ Good ☐ Very good
C.4 Please describe goods and services categories of green tenders in your Public Administration. *(multiple responses allowed)*	☐ Cleaning products and services ☐ Combined Heat and Power ☐ Computer and monitors ☐ Copying and graphic paper ☐ Electrical and Electronic Equipment used in the Health Care Sector ☐ Electricity ☐ Food and Catering services ☐ Furniture ☐ Gardening products and services ☐ Imaging Equipment ☐ Indoor lighting ☐ Building Design, Construction and Management ☐ Road Design, Construction and Maintenance

	☐ Sanitary Tapware ☐ Street lighting and traffic signals ☐ Textiles ☐ Toilets and Urinals ☐ Transport ☐ Wall Panels ☐ Waste Water Infrastructure ☐ Water-based Heaters ☐ Other (please specify):…
C.5 Do you have a GPP monitoring system in place?	☐ No ☐ Yes
C.6 Do you have a system in place to assess environmental performances and costs related to GPP implementation?	☐ No ☐ Yes
C.7 Are you aware of GPP good practices in your region ?	☐ No ☐ Yes If yes, please specify: …
D. GPP IMPLEMENTATION: WEAKNESSES AND OPPORTUNITIES	
D.1 Has your organization encountered obstacles or problems in implementing GPP so far?	☐ No ☐ Yes
D.2 What are the main obstacles and problems in implementing GPP in your policy instrument? *(multiple responses allowed)*	☐ None ☐ Lack of familiarity with GPP ☐ Lack of political will ☐ Inertia for change by the Public Administration ☐ Lack of dialogue between Public Administration departments ☐ Difficulty in involving responsible people of Purchasing system in environmental issues ☐ Lack of knowledge about environmental impacts of goods/services/public works ☐ Risk of delays of the tendering procedures, also due to recourses ☐ Poor market availability of green goods and services ☐ Difficulties in finding the ecological criteria and brands to be included in green tenders ☐ Missing or unclear information provided by suppliers ☐ Lack of confidence in the quality of green products ☐ Increased costs of green goods, services and works ☐ Difficulty in drafting green tenders ☐ Difficulty in involving external stakeholders

	☐ Other (please specify):…
D.3 Which are the main opportunities and advantages in implementing GPP? *(multiple responses allowed)*	☐ Improving of the quality of the environment ☐ Improving skills and competences of public procurers ☐ Enhancing innovation in the PA ☐ Improving the Public Administration image ☐ Improving the local economy ☐ Stimulating the uptake of environmental technologies ☐ Creating green jobs ☐ Promoting environmental management tools and Environmental certifications ☐ Other (please specify)
D.4 How would you describe the success of your GPP approach in tendering?	☐ Very successful ☐ Quite successful ☐ Somewhat successful ☐ A little successful ☐ Not at all successful
E SPECIFIC KNOWLEDGE NEEDS FOR IMPLEMENTATION OF THE GPP	
E.1 What aspects related to GPP policies design and implementation would you like to know more about? *(multiple responses allowed)*	☐ Legal framework ☐ Environmental benefits ☐ Tenders with environmental criteria ☐ Information sources for the selection of environmental criteria ☐ Verification systems ☐ Existing experiences ☐ Training opportunities ☐ Circular procurement ☐ Applications to specific sectors/product groups (please specify): ☐ Other (please specify):
E.2 Which are in your perception the needs in terms of GPP knowledge and awareness raising in your region? *(multiple responses allowed)*	☐ Capacity of GPP to contribute to resource efficiency objectives ☐ Capacity of GPP to contribute to circular economy objectives ☐ Opportunities for the suppliers of goods and services ☐ Knowledge about experiences of other Public Administrations ☐ Applications to specific sectors/product groups (please specify): ☐ Other (please specify):

E.3 With regard to suppliers, do you think it is necessary to activate some market-oriented initiatives to ensure an adequate supply of green goods and services for the Public Administration?	☐ No
	☐ Yes
	☐ If yes, please specify:
	      ☐ Info days
	      ☐ Training courses
	      ☐ Counselling structures
	      ☐ Scheduled meetings
	      ☐ Other (please specify)

E.4 Do you have any other important information to report?	Please specify

Evaluation questionnaire

Name of Event, Date, Place

Evaluation questionnaire

Please take a moment to answer the following questions. Your comments are an **important contribution** for us to ensure that GPP-STREAM activities can effectively contribute to the spread of green public procurement and to resource efficiency achievements.

INFORMATION ABOUT YOU

Responsibility/field of experience ☐ Environment ☐ Procurement ☐ Other (specify):

INFORMATION ABOUT YOUR ORGANIZATION

☐ Public ☐ Private ☐ Other (specify):

Sector:

CONTENT EVALUATION
How would you rate the programme and content of the event?
Place an 'X' in the box that most closely represents how you feel about the event.

Not interesting	o	o	o	o	o	Very interesting
Boring	o	o	o	o	o	Stimulating
Poor discussions	o	o	o	o	o	Good discussions
Too condensed	o	o	o	o	o	Well spaced out

Was the event **useful to your work**? Please explain why or why not

What do you feel were the **strengths** of the event that should be kept?

What do you feel were the **weaknesses** of the event that should be improved?

Any additional comments? (duration, suggestions for future events…)

How would you rate the learning climate and methods adopted during the event? Place an 'X' in the cell that most closely represents how you feel about the event.

	Very poor	Poor	So-So	Quite good	Good	Very good
Preparation of the session						
Producing a good learning climate						
Encouraging participation						

OVERALL EVALUATION

	Very poor ──────────────▶ Very good					
Overall evaluation of the event	o	o	o	o	o	o

CONTRIBUTION TO YOUR KNOWLEDGE IN THE FIELD OF GPP

Were you aware of the contribution that Green Public Procurement can bring to improving resource efficiency in your region?

YES   **No**

Were there themes treated during the event that you were not aware of?

YES   **No**

If the answer is yes, indicate which ones:

Have you participated in the past to other events on GPP?

YES   **No**

Thank you for your feedback!