

## PORTUGAL<sup>1</sup>

### *Context*

eSPap, the Portuguese Public Administration Shared Services Authority, is the managing entity of the National System for Public Procurement (SNCP) and is tasked to help increase the efficiency of the Portuguese public administration.

The main goals of eSPap are:

- economic: increasing savings in public procurement and contributing to sound and stable public finances by making better use of taxpayers' money
- environmental (green public procurement): gradually incorporating environmental requirements in public tender selection and awarding criteria.

Currently, eSPap runs 16 framework agreements covering the following categories of goods and services: mobile communications, hardware, paper and stationary, printing and copying, software, cars and motorcycles, fuel and liquefied gas, energy, cleaning services and goods, security and surveillance services, travel and accommodation, landline communications (voice and data), meals (catering), e-tendering tools, office furniture, electric vehicles.

These framework agreements allowed eSPap to achieve EUR 155 million of savings for the period 2009-12, with 269 qualified suppliers, for a total of EUR 1 billion annual public expenditure.

Regarding the implementation of green public procurement, eSPap was an active member in the implementation of the National Strategy on Green Public Procurement (2008-10) established by the Resolution of the Council of Ministers n.º 65/2007 (RCM) of 7 May, which includes a range of priority goods and services, as follows: design and construction of public works, including lighting and appliances; transport, including equipment and transport services; energy; office equipment, including computer equipment, communications, printing and copying, computers, printers, copiers, faxes, multifunction devices; office supplies (including paper); hygiene and cleaning; management and maintenance of equipment and public infrastructure.

Eight framework agreements in the priority categories have green criteria, representing 50% of the total of framework agreements set up by eSPap.

### *Objectives*

The main goals of the GPP for 2009 were for 30% of the pre-awarded procedures to include environmental criteria and for 30% of the value of public procurement procedures to include environmental awarding criteria. For 2010, this percentage was increased to 50%.

### *Implementation*

In order to achieve these objectives, the ministerial purchasing units committed themselves with a Declaration of Commitment.

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1. Case study submitted by eSPap, Public Administration Shared Services Authority, Portugal.

**Impact and monitoring**

Based on the contracting entities report, in 2009 over 41% of procedures and more than 61% of the total value of purchases of goods and services that fall into priority categories defined in the RCM 65/2007 incorporated environmental criteria or requirements, therefore surpassing the objective.

In 2010, over 56% of procedures and more than 60% of the total value of purchases of goods and services that fall into priority categories defined in the RCM 65/2007 incorporated environmental criteria or requirements.

**Impact and monitoring, Portugal, green procurement 2009-10**

Priority goods and services	Ecological criteria	N° of procedures		Value (EUR)	
		2009	2010	2009	2010
Paper	Yes	457	2 647	3 907 165.56	9 258 643.17
	No	317	8 677	200 478.87	1 042 717.41
Office equipment	Yes	486	294	7 522 181.47	9 795 607.99
	No	585	651	6 200 060.40	3 032 202.40
Stationery	Yes	962	31 593	10 468 895.27	16 163 101.88
	No	1 959	10 523	4 242 490.57	6 684 355.72
Energy	Yes	21	9	2 696 838.93	370 287.84
	No	3	71	4 511 040.13	7 080 267.92
Cleaning services and products	Yes	476	1 386	6 289 400.30	12 049 384.72
	No	546	5 600	742 984.46	10 897 870.91
Construction	Yes	9	104	383 621.12	12 301 196.31
	No	113	457	3 136 368.82	9 972 208.81
Transport	Yes	1 018	144	3 571 787.91	8 673 877.00
	No	1 358	1 463	2 586 682.07	5 404 928.08
<b>Total</b>		<b>8 310</b>	<b>63 619</b>	<b>56 459 995.88</b>	<b>112.726.650.17</b>
% of procedures with ecological criteria		41.26%	56.87%	61.71%	62.87%
Goal 2009		> 30%	> 50%	> 30%	> 50%

Source: eSPap.

**Challenges**

The selection of the priority categories of goods and services is a critical aspect when establishing a national GPP strategy. Portugal followed EU good practices in this respect.<sup>17</sup>

Monitoring is based on the contracting authorities' declarations/reports which contain information about the procedures that are launched with GPP criteria, where the "green proposals" are awarded extra points. However, reports do not assess whether the winning bid is the "greenest". In order to improve the monitoring of the New National Strategy on Green Public Procurement (2013-16), eSPap is considering to introduce information collection on a web portal dedicated to the public contracts ([www.base.gov.pt/base2](http://www.base.gov.pt/base2)), including pre-award and post-award information, to assess both the percentage of procedures with GPP criteria as well as the percentage of "green" contracts. Well-structured monitoring mechanisms are essential to evaluate the strategy's impact.

17. See also <http://ec.europa.eu/environment/gpp/pdf/handbook.pdf>; [http://ec.europa.eu/environment/gpp/gpp\\_criteria\\_en.htm](http://ec.europa.eu/environment/gpp/gpp_criteria_en.htm); and [http://susproc.jrc.ec.europa.eu/product\\_bureau/projects.html](http://susproc.jrc.ec.europa.eu/product_bureau/projects.html).

*Success factors and actions forward*

GPP is a priority in Portuguese public procurement. As mentioned, 50% of the existing framework agreements include green criteria. Contracting authorities are required to include green criteria in most call-offs following established criteria and guidance from the EU. Also, the Declaration of Commitment signed by each ministerial purchasing unit helped in the successful implementation of the strategy.

In order to increase stakeholders' awareness on public procurement, a communication plan was set up, as part of the 2008-10 strategy. There were several events, including an international event in July 2010 with the participation of the European Commission and a road show in seven different cities across the country to promote the Portuguese public procurement system, SNCP, and the GPP strategy. The communication strategy was essential in enhancing understanding of GPP.

In addition, eSPap and the Portuguese Environment Agency APA developed specific sections on their websites to raise awareness on GPP issues.

For the 2013-16 period, eSPap with the Portuguese Environment Agency APA prepared a new National Strategy on Green Public Procurement, with the objective to improve monitoring mechanisms, increase the range of priority goods and services, and increase the number of buyers, including local government and state-owned companies in addition to the current 1 800 SNCP entities. This strategy was presented and approved by the Portuguese government.