

サンターナ大学 Tiberio Daddi 氏、Fabio Iannone 氏 「イタリアのグリーン公共調達と環境ラベルの最新動向」

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Current Status and Trend of Green Public Procurement and Ecolabelling in the world

Green Public Procurement (GPP) and Ecolabelling in Italy
EcoPro 2018, Tokyo, 6th December 2018

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Agenda

Section 1:

- Policy and legislative approach of Green Public Procurement (GPP) in Italy;
- The role of environmental certifications and Circular Economy in the Italian GPP

Section 2:

- The concrete application of GPP in Italy: results from a case study

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GPP in Italy

Italy is considered a leading Country in EU for the GPP national policies.

Why?



→ Let's see the key characteristics of Italian GPP legislations



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GPP in Italy: policy and legislative background

GPP has been officially introduced in Italy through the approval of a key initial national policy act:

➔ **NATIONAL ACTION PLAN ON GREEN PUBLIC PROCUREMENT**
(ACTION PLAN FOR THE ENVIRONMENTAL SUSTAINABILITY OF CONSUMPTION IN THE PUBLIC ADMINISTRATION SECTOR)

The national action plan was based on the law n.296/2006 and it has been adopted through a national decree approved on April 2008.

(English version available here:
http://www.minambiente.it/sites/default/files/archivio/allegati/GPP/all.to_21_PAN_GPP_definitivo_EN.pdf)

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National Action Plan (NAP) key objectives

- involvement of GPP stakeholders at national level;
- dissemination of knowledge of the GPP in Government Authorities and other public bodies through the provision of information and training;
- definition, for products, services and works identified as priorities having regard to their environmental impact and volume of spending, of methodological guidance on setting up “sustainable” procurement;
- processes and environmental criteria to be included in tender specifications;
- definition of national targets to be attained and redefined every three years;
- periodical monitoring of dissemination of the GPP and analysis of the environmental benefits obtained.

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GPP in Italy: in parallel to NAP regional policies were developed

Some examples:

- *Tuscany region*: GPP was introduced for the first time with the law n.29 of 2004. With the law n.37 of 2012 the spread of GPP in all public authorities of Tuscany was reinforced;
- *Lombardia Region*: GPP has been introduced with regional law 24 of 2006. Then it has been furtherly developed with a regional deliberation in 2016;
- *Liguria region*: Regional Law 31/2007, furtherly developed with regional deliberations in 2011 and 2012

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Italian NAP: priority sectors

In 2008 the NAP identify the priority sectors of intervention for GPP according to their: *environmental relevance, volume of public spending*. These sectors were:

- FURNISHINGS (OFFICE FURNITURE, SCHOOL FITTINGS, FITTINGS FOR ARCHIVE AND READING ROOMS)
- BUILDING (CONSTRUCTION AND RESTRUCTURING OF BUILDINGS, WITH PARTICULAR ATTENTION TO BUILDING MATERIALS, ROAD BUILDING AND ROAD MAINTENANCE)
- WASTE MANAGEMENT
- URBAN AND COUNTRY SERVICES (MANAGEMENT OF PUBLIC GREEN SPACE, STREET FURNITURE)
- ENERGY SERVICES (LIGHTING, HEATING AND AIR CONDITIONING OF BUILDINGS, PUBLIC LIGHTING AND LIGHTING SYSTEMS)
- ELECTRONICS (ELECTRICAL AND ELECTRONIC OFFICE EQUIPMENT AND RELATED CONSUMABLES, TELECOMMUNICATION EQUIPMENT)
- TEXTILE PRODUCTS AND FOOTWEAR
- STATIONERY (PAPER AND CONSUMABLES)
- CATERING (CANTEEN SERVICES AND FOOD SUPPLIES)
- BUILDING MANAGEMENT SERVICES (CLEANING SERVICES AND HYGIENE MATERIALS)
- TRANSPORT (TRANSPORT VEHICLES AND SERVICES, SUSTAINABLE MOBILITY SYSTEMS)

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GPP in Italy: policy and legislative background

The National Action Plan, after the identification of priority sectors triggered at national level the elaboration of “**methodological guidance on setting up “sustainable” procurement**” in order to help the Italian public institutions to include environmental criterial in their tenders.

These environmental criteria were mainly **technical guidelines**, they were adopted by public authorities completely on a **voluntary basis**. But in 2016, with the publication of the **National code of Public contracts** (Decree 50/2016) a strong modification was incorporated in Italian legislation on GPP:

 Green Public Procurement became mandatory in Italy 

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GPP in Italy: National code of Public contracts

The national code (decree 50/2016) transposed the EU Directives 2004/17/EC and 2004/18/EC.

First novelty introduced by the article 30, **economic aspects can be subordinated to sustainable development needs:**

“(..)The principle of the most economically advantageous offer can be subordinated, to the extent expressly permitted by the current regulations and by the present code, to the criteria set out in the public tender, inspired by social needs, as well as the protection of health, the environment, cultural heritage and promotion of sustainable development. (...)”
Art. 30 decree 50/2016

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GPP in Italy: National code of Public contracts

Environmental Minimum Criteria for public tenders elaborated by the Ministry of the Environment in the frame of the activity of the National Action Plan **become mandatory** (art 34 decree 50/2016):

- they are used in the technical specifications and in the contract performance clauses (comma 1 art 34);
- the award criteria of the environmental minimum criteria are taken into account in the drafting or tender documents (comma 2 art 34);
- the minimum criteria are mandatory always **without a limit of cost** and **for all the sectors/goods where they have been approved** with decree of the Ministry of the environment (comma 3 art 34);

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GPP in Italy: Environmental minimum criteria approved till today

- Interior furniture (2017)
- Street furniture (2015)
- Work shoes and leather accessories (2018)
- Paper (2013)
- Toner for printers (2014)
- Office Informatic Equipments (2014)
- Building sector (2017)
- public lighting (service and supplies) (2017)
- Cleaning services (2012)
- Municipal waste service collection (2014)
- Catering (food supplies and canteen services) (2011)
- Textile (2017)
- Vehicles (2012)
- Management of green public spaces (2014)

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GPP in Italy a quick view on:

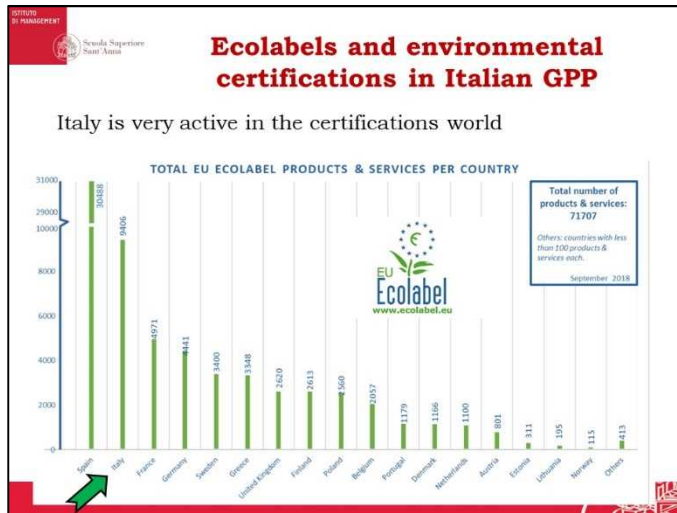
a) the role of ecolabels and environmental certifications

b) GPP as a tool to support the transition toward a circular economy



L'economia circolare nelle politiche pubbliche. Il ruolo della certificazione

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Ecolabels and environmental certifications in Italian GPP

-Official statistics of the European EMAS Helpdesk- Organisations and Sites per Country (April 2018)

Country	Organisations	Sites	Country	Organisations	Sites
Austria	290	1,083	Italy	983	1,466
Belgium	75	751	Lithuania	4	6
Bulgaria	9	21	Luxembourg	4	7
Croatia	0	0	Latvia	0	0
Cyprus	94	94	Malta	1	1
Czech Republic	23	50	Netherlands	2	2
Denmark	1,239	2,232	Norway	7	15
Estonia	27	203	Poland	69	369
Finland	9	32	Portugal	39	52
France	816	1,039	Romania	10	18
Germany	4	22	Sweden	16	16
Greece	34	48	Slovenia	11	14
Hungary	36	1,333	Slovak Republic	5	19
Ireland	8	9	United Kingdom	18	19

Total: 3,866 organisations & 9,004 sites

ISO 14001 certific. 2017

China	165,665
UK	17,559
Japan	23,901
Italy	14,571
Spain	13,053

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- Ecolabels and environmental certifications Italian NAP**
- National Action Plan on GPP invites PA to valorize the following certifications in the public tender:
- Environmental Labels (ISO Type I, regulated by ISO Standard 14024, e.g. EU Eco-label)
 - Environmental self-declarations (ISO Type II, regulated by ISO Standard 14021)
 - Environmental Product Declarations (ISO Type III, regulated by ISO Standard 14025)
 - Mandatory marking and labelling (e.g. labelling of energy saving (energy class of domestic electrical appliances)
 - Certification of environmental management systems for activities and services influencing the characteristics of the product procured (e.g. ISO14001, EMAS, FSC and PEFC)
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- Ecolabels and environmental certifications Italian Code of public contract**
- Some examples:
- art. 69 (labelling): "Contracting authorities wishing to purchase works, supplies or services **with specific environmental, social or other characteristics** may **impose**, in the **technical specifications**, the **award criteria** or the **conditions relating to the performance** of the contract, specific labeling as a means of evidence that the works, supplies or services correspond to the required characteristics"...
 - Art. 87 (quality certifications): "Contracting authorities, when requiring the submission of certificates issued by independent bodies to certify the compliance of certain economic systems or environmental management standards with the economic operator, shall refer to the European Union Eco-Management and Audit Scheme (**EMAS**) or **other environmental management systems** to the extent that they comply with Article 45 of Regulation (EC) No 1221/2009 or **other environmental management standards** based on European or international standards"
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Env certifications in the minimum criteria

Row Labels	Apparecchiature elettriche ed elettroniche per ufficio	Pulizia e prodotti per l'igiene	Gestione dei rifiuti urbani	Ristorazione collettiva e derrate alimentari	Serramenti esterni	Servizi energetici per gli edifici (illuminazione, climatizzazione)	Forniture di prodotti tessili	Veicoli	Verde pubblico	Pulizie Ospedaliere	Arredi per interni	Arredo Urbano	Ausili per l'incontinenza	Carte per copia e copia grafica	Cartucce per stampanti	Edilizia	Illuminazione pubblica	Total
Grand Total	8	6	2	18	6	5	38	1	1	9	16	10	8	7	15	8	166	
ISO 14021	1	1	1	1						1	1	1	1	1	1	1	1	13
EU Ecolabel	1	1	1					1	1	1	1			1				10
ISO 14025	1	1	1							1	1	1			1			8
EMAS		1	1	1						1	1							7
ISO 14001		1	1	1		1				1	1							7
ISO 14024	1	1	1	1						1	1	1	1	1	1			7
PEFC™					1					1	1	1	1	1	1			5
EPD			1							1	1	1		1				4
FSC®				1						1	1	1	1	1	1			4
FSC® Recycled										1	1	1	1	1	1			4
Nordic Ecolabel	1								1		1	1	1	1	1			4
PEFC® Recycled										1	1	1	1	1	1			4
Plastica Seconda Vita				1						1	1							4
Remade in Italy®							1			1	1	1						4
Der Blaue Engel	1												1	1				3
SAB000:2014											1				1			2
Eco Mark Product Category No.122	1																	1

GPP as a tool to support the transition toward a circular economy: the circular GPP in Italy

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The «circular» requirements included in the Italian GPP minimum environmental criteria

In the approved and mandatory minimum environmental criteria we can observe several requirements linked with circular economy and related to products:

- Durability;
- Disassemblability;
- Internal and/or external reuse;
- Use of recycled materials;
- Requirements to favour the riciclabilità at the end of life

Let's see some practical examples referred to interior furniture

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Italian circular GPP: durability

Interior furniture:

- ✓ "Products must **comply** with the latest versions of the relevant UNI **standards regarding durability**, size, safety and robustness";
- ✓ the textile parts "**must be substitutable** in order to **extend the average life** of the furniture";
- ✓ **minimum warranty of at least 5 years** from purchase, which further **contributes to the durability** of the furniture, the manufacturer must guarantee the availability of spare parts for at least 5 years

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Italian circular GPP: durability

- ✓ the decree invites the contracting authority to carry out an **analysis of their needs, avoiding the replacement of furniture** and other furnishing items **for aesthetic purposes only**, and consequently assessing the **real need to purchase** new furnishings, in the face of the possibility of **reconditioning existing ones by their repair and maintenance** from an aesthetic and / or mechanical-functional point of view, thus **extending the product life**

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Italian circular GPP: disassemblability

Interior furniture:

- ✓ The product must be **designed** in such a way that **it can be disassembled** at the end of its service life, so that aluminum, steel, glass, wood and plastic **can be re-used, recycled or recovered**. **The packaging** must consist of materials that can be **easily separated by hand**, in parts consisting of a single material (eg cardboard, paper, plastic, etc.) recyclable and / or consisting of recovered or recycled material

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Italian circular GPP: internal or external reuse

Interior furniture:

- ✓ Contracting authorities are invited to "**look for solutions to allow the reuse of replaced furniture in other local public offices**". The furnishings must be **designed according to modularity principles** to allow their composition and decomposition aimed at a **possible relocation in work environments of different sizes** and shapes. If it is not considered profitable to proceed with their sale, these assets must be the subject of a **free transfer to the Italian Red Cross**, of **civil protection** voluntary organizations registered in the appropriate registries operating in Italy and abroad for humanitarian purposes, as well as of **public schools** or, in the alternative, **non-profit organizations**, pro loco, **parishes**.

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Italian circular GPP: recycled materials

Interior furniture:

Timber is expected to come from forests managed in a sustainable manner or made from **recycled wood**.

If the furnishings are made of plastic, "if the total content of plastic material (excluding thermosetting plastics) exceeds 20% of the total weight of the product, the **average recycled content** of the plastic parts (excluding packaging) must be **at least 50%** weight / weight".

The packaging must consist of **at least 80%** by weight of recycled material in paper or cardboard, **at least 60%** by weight if made of plastic.

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Section 2: investigating the concrete application of GPP in Italian public authorities

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Previous studies: barriers to GPP

- Researchers have investigated the role of **technical skills** and **know-how** that sometimes is lacking in environmental and budget sectors (Günther and Scheibe, 2006; Varnas et al., 2009; Walker and Brammer, 2009).
- The **lack of training** has proved to be one of the **strongest cognitive barriers** to GPP (Bouwer et al, 2006) and has been highlighted as one of the most **important factors** to stimulate the adoption of GPP (Carter et al, 1998 , Powell et al., 2006).
- Finally, the lack of internal expertise has often been linked to the **size of public authorities** and bodies (Michelsen and de Boer, 2009; Nissinen et al., 2009).
- By investigating the determinants for the adoption of the GPP, we can not underestimate the possibility that some complementary factors can strongly influence the attitudes to the development of such practices by public administrations. **Environmental Management Systems** (see EMAS and ISO14001) can produce **important advances and practical implications** in the field of GPP and also play a **role of control tools** (Norén and von Malborg, 2004, Rüdener et al., 2007).

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Previous studies: barriers to GPP

Brammer and Walker (2011) identified **4 factors** that influence how GPP policies are translated into practice.

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graph LR
    A[National policy context] --> B[Perceived costs/ benefits of policy]
    A --> C[Familiarity with policies]
    A --> D[Supplier availability/ resistance]
    A --> E[Organisational incentives/pressures]
    B --> F[Sustainable public procurement]
    C --> F
    D --> F
    E --> F
  
```

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Aim and RQ

Aim: Deepening of aspects related to **drivers** and **barriers** for the full implementation of GPP within **local government** (i.e. Municipalities and Regional bodies), with a focus on **internal dynamics** of target organizations.

Research Question:

- How can Local and Regional Authorities successfully implement sustainability in purchasing, leveraging internal and external resources to overcome organizational and cognitive barriers?

→ need to explore the internal dynamics of public bodies!

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Methods and informants

Exploratory case with qualitative methods.

- **Desk research** (literature, regulation, structure, relation between Public bodies, etc)
- Analysis and deepening of **public tenders** published by local government
- **Semi-structured interviews** with head public officers of **department** in charge of purchasing and tenders and **Qualified Contracting Authority of:**
 - Central Stations for Purchasing of Liguria Region and Province of Genova
 - Municipalities: Genova, Lerici, Arcola, other to be confirmed.


Content analysis on documents collected and on interviews conducted, also by software (i.e. Nvivo)

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EMAS as a Nest to Help And Nurture the Circular Economy **ENHANCE**
Interreg Europe


Goal
→ Improve the implementation of regional policy instruments oriented to increasing the efficiency of resources by the exchange of experiences and practices on supporting EMAS registration.

Why EMAS?
Eco-Management and Audit Scheme is considered as a driver of the **Circular Economy** by encouraging organizations to develop techniques which make better use of resources in the production phase and retain physical goods longer and more efficiently in productive use, thus increasing their competitiveness.



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EMAS as a Nest to Help And Nurture the Circular Economy **ENHANCE**
Interreg Europe



6 Partners, 5 States (Regional Governments, University, Environmental Agencies)


Main outputs

- 1) Regional Studies on supporting EMAS registration.
- 2) Methodology to assess the feasibility of good practices on supporting EMAS registration.
- 3) EMAS Joint Database.
- 4) Thematic workshops to exchange experiences.
- 5) Regional Studies on the exchange process.
- 6) Toward EMAS Action Plans.

For more info: <https://www.interregeurope.eu/enhance/>

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Case study: Liguria Region



GPP in Liguria
Liguria Region adopted a **Regional Action Plan on GPP** that, at date, is formally implemented as “Three-years Action Plan of Green Purchasing 2017-2019”

Central Station for Purchasing
On the basis of law provisions, with some exceptions, the Municipalities must contact a **Qualified Contracting Authority** for purchases over certain amounts (40k e 150k). In Liguria those are named SUAR, SUAC e CUC*.

*Public bodies established in 2012 due to anti-mafia law n.136 of 13 August 2010

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Public bodies interviewed

✓ Variety in dimensions and roles

Public body	Context	Roles and functions
Central Station for Purchasing of Liguria Region - SUAR	Liguria Region (1,6 millions inhabitants; 5,410 km2)	SUAR carries out its activity in favor of: - Liguria Region and bodies belonging to the enlarged regional sector; - Regional in-house companies - Ligurian municipalities that have not already joined another SUA or CUC Main role: centralized tender procedures for purchasing of goods, services and works.
Central Station for Purchasing of Metropolitan City of Genova - Province of Genova	Province of Genova (854,000 inhabitants; 1,838 km2)	Former Tender Office of Province of Genova (since 1999). Now, SUAC carries out its activity in favor of: - Metropolitan City of Genova; - Local in-house companies - Ligurian municipalities that have not already joined another SUAR or other CUC Main role: centralized tender procedures for purchasing of goods, services and works.

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Public bodies interviewed

✓ Variety in dimension and roles

Public body	Context	Roles and functions
Central Station for Purchasing of Municipality of Genova - SUAC	City of Genova (583,601 inhabitants; 240 km2)	✓ Internal purchasing of Municipality of Genova of every amount ✓ Local In-house companies (waste management parking, natural park, etc)
Other Municipalities: Lerici	Municipality of Lerici (10,160 inhabitants; 16 km2)	✓ Generally, purchase of good & services (< 40.000€) and works (<150.000€) for the municipality ✓ In case of CUC, also good, services and works over amounts mentioned

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In depth semi-structured interviews



✓ Face to face
✓ N.2 SSSA researchers

✓ Head officers with their stuff
✓ Length: 55'-75'

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Items investigated

Among several items, the research focuses on:

- ✓ **internal functioning** of the Municipalities and the other public organizations in charge of purchasing;
- ✓ **relationship** of these authorities with other higher level bodies;
- ✓ perception of the **level of knowledge of the GPP** procedures by the officers in charge of purchasing;
- ✓ **training** to which these officers have been subjected in the last years will be investigated.

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Preliminary results: technical skills and training

Technical skills do not allow us to draft the specifications. Even asking for help, it is very detailed. **The mandatory prevision** has the function of obliging to insert elements that we would not see, because in any case the subjects are the most various. (Province of Genova) “ ”

“ ” We do not **solve doubts** with a formalized procedure but in the most **different ways**. Starting from the web consultation, then we ask to colleagues that are technical consultants, architects, engineers, etc. We have followed several courses on tenders, I would say general, but **nothing specific** about individual Environmental Minimum Criteria-CAMs. (Province of Genova)

We have created our skills **by ourselves**, carefully reading all the legislation. The training has been made as **learning by doing**. We train ourselves as we deal with tenders, very independently. (SUAR)

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Preliminary results: relationship between local government

We are trying to make a policy of **information and involvement**, explaining what they are, the advantages and benefits that we have in introducing them (..) because this is a subject that is a little **unexplored and difficult** even for those working in the ministries (..) Our problem is to persuade our interlocutors, both regional and extra-regional, above all the Municipalities, that they have to introduce them in the planning phase or to foresee participation requirements (subjective criteria). (SUAR) “ ”

“ ” The matter is difficult, even new, and **all that is new is scary**. The novelty is always a mental barrier. We must make it clear that this reality (the CAMs) exists and must be inserted both at the planning level, both at the tender level as participation, and as a criterion for choice. Especially during the **execution phase** of the contract, that is the phase of which our interlocutors should occupy. (SUAR)

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Preliminary results: Certifications

We also have, incidentally, a little **difficulty in verifying** the exact correspondence of certain **quality certifications**, which were presented by the supplier, for example, to the purpose of reducing the cautionary deposit. There have been certifications of foreign countries for which it was **not easy** to refer to ours. (SUAR) “ ”

“ ” Being able to understand **if the product is good when there is no certification**. Works or purchasing that remained stopped for months, because the documentation was missing. If there were clear certifications and obvious compliance presumptions, the work for us would be easier. (SUAC)

In my opinion, green criteria are seen **only as a mandatory prevision**. There is not yet, at least this is my opinion, the right sense on it. Unlike for the waste separate collection, if we see at the benefit perceived by employees, the use of environmental criteria may not yet have this type of perception. (Province of Genova)

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PRELIMINARY RESULTS: SME and market

“ ”

In my opinion, the big companies are adapting. We need to adapt **small and craft businesses** and this can only be done by involving their **trade associations**. (SUAR)

“ ”

There must be **greater awareness**. The professionals are very good and very prepared in their field. What must be clear is that if you (enterprise) work with the public administration you **have to adapt** to the rules of public administration. (SUAR)

The CAMs have been stated and must be applied. Now the problem is not in their application, you can choose whether to put them as a basic criterion or reward criterion. Generally, we put them as a basic criterion, even to be faster. Very often, the real **problem is the market**, and our office use on-line database, so this is not even a problem of Liguria Region. (SUAC)

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Coming soon: Sustainable purchasing in Italian Municipalities

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WASEDA University 早稲田大学

- ✓ Survey on-line directed to head public officers of: **Public Works, Environment, Public Tenders** and **General Procurement**
- ✓ Italian **Municipalities > 25.000 inhabitants** (n.395)
- ✓ Population: among **1200 public officers**
- ✓ Possibility of **international comparison** (USA, Japan, China, Australia, United Kingdom)
- ✓ Just launched (November 2018). Closing early months of 2019

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THANKS

ご清聴ありがとうございました！

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