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Part I - General information

Project: LCA4Regions - Improved Environment and Resource Efficiency through use of Life Cycle Instruments for implementation of regional policies of the European Union

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Part II A - Policy context

1. The Action Plan aims to impact:
 - Investment for Growth and Jobs programme
 - European Territorial Cooperation programme
 - X Other regional development policy instrument

The initial policy instrument to address in Navarra was the ERDF Navarra 2014-2020. However, due to the fact that it was in a final stage, we found difficulties to improve it. In addition, the learnings from the project exchange of experiences took us to new ideas for two different policy instruments in which we can have a greater influence by the application of Life Cycle Methodologies: **The Regional Law 2/2018, of 13 April, of Public Contracts and the Regional Waste Plan 2017-2027.**

2. Name of the policy instrument addressed: **Regional Law 2/2018, of 13 April, of Public Contracts**

In April 2018 was approved the current Regional Law on Public Contracts. This new law integrated the requirement of two Directives:

Directive 2014/23/EU of the European Parliament and of the Council of 26 February 2014 on the award of concession contracts.

Directive 2014/24/EU of the European Parliament and of the Council of 26 February 2014 on public procurement and repealing Directive 2004/18/EC.

One of the public contracting principles of the aforementioned Law is to incorporate «in a transversal and mandatory manner social and environmental criteria whenever they are related to the object of the contract, in the conviction that their inclusion provides a better value for money in the contractual provision, as well as greater and better efficiency in the use of public funds. Likewise, access to public contracting will be facilitated for small and medium-sized companies, as well as for social economy companies. To materialize this principle effectively, public contracts must include mandatory award criteria, as well as execution requirements of a social or environmental nature.»

Green Public Procurement (GPP) is an important tool for achieving environmental policies related to climate change, resource use and sustainable production and consumption.

The Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions COM(2008) 400 final, of July 16, 2008, Public procurement for a better environment, defines the purchase and green public procurement as "a process whereby public authorities seek to procure goods, services and works with a reduced environmental impact throughout their life cycle when compared to goods, services and works with the same primary function that would otherwise be procured."

The Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions COM(2015) 614 final, of December 2, 2015, Closing the loop - An EU action plan to the Circular Economy aims to achieve a sustainable, low-carbon economy, efficient in the use of resources and competitive, where the value of products, materials and resources is maintained in the economy for as long as possible and where minimizes the generation of waste.

Public authorities are major consumers in Europe: they spend approximately 1.8 trillion euro annually, representing around 14% of the EU's gross domestic product. By using their purchasing power to choose goods and services with lower impacts on the environment, they can make an important contribution to sustainable consumption and production. (European Commission)

Since the 1980s and over the years, the European Commission has developed a series of studies where the importance of green public procurement has been recognized as an ideal instrument to promote and implement various environmental policies and strategies of the European Union.

The European Commission is currently developing new criteria, or revising existing ones, in relation to a series of groups of products and services.

At the moment, we are facing a legislative panorama where several European strategies set that public procurement plays a key role, since it is configured as one of the instruments based on the internal market that must be used to achieve intelligent, sustainable and inclusive growth, while guaranteeing a more economically rational use of public funds.

In addition, promoting the consideration of sustainability criteria in public procurement has a high exemplary value, while it can be a relevant element of influence in the market, encouraging the private sector towards new ways of production and consumption that are more respectful of environment.

Following the principles of the above-mentioned Directive 2014/24/EU, the Regional Law 2/2018, of 13 April, on Public Contracts considers for the first time the concept of life cycle applied to the different activities of public purchase, and life cycle cost that includes all costs throughout the life cycle of products, works, services and supplies. But during these years since it was approved, it has been not used in the practice.

On the other hand, the Regional Law 14/2018, of 18 June, on Waste and its Taxation contemplates in its article 19 that the Administrations of the Regional Community of Navarra will approve a Green Public Procurement Plan.

This decision is also supported by a new legal text recently approved in the Region. In the fight against climate change, including conditions in public procurement that take this emergency into account is a necessity. For this reason, the new Regional Law on Climate Change and Energy Transition includes that the elaboration of a Green Public Procurement Plan can constitute a good tool in where energy and climate criteria are incorporated, promoting also the transition to a circular economy.

The exchanges of experiences of the LCA4Region project have driven the elaboration of the Navarra Green Public Procurement Plan that was foreseen in the Regional Waste Law. After the Transnational learning Journey (TLJ) organised by Slovenia, the Environment Directorate of the Government of Navarre started to elaborate the Plan with the lessons learnt within the partnership specifically considering life cycle approach. Currently it is in a draft version and soon, at a public consultation stage.

In addition, several stakeholders that are public authorities and attended the TLJ, have started to launch tenders applying life cycle approach following good practices from other partner regions of the project. Moreover, they are contributing deeply to the Green Procurement Plan.

To sum up, this action plan should contribute to improve the previously mentioned policy instruments, the Regional Law 2/2018, of 13 April, of Public Contracts, specifically:

- In the definition of the Navarra Green Public Procurement Plan (started in LCA4regions phase 1) and;
- In the implementation of the GPP Plan and inclusion of life cycle approach in tenders as mentioned in the law of Public Contracts (LCA4Regions phase 2)

Part III A - Details of the actions envisaged

ACTION 1: Selection of a group of products or services with environmental considerations

The background

During the TLJ4 organised in Slovenia in May 2021, a chronology of the activities undertaken in Slovenia to adopt the legislation in the field of green public procurement and the use of life cycle methodologies, in particular life cycle costing, was presented.

On 8 December 2011, the Government of the Republic of Slovenia adopted a Decree on Green Public Procurement, which would aid all contracting entities when launching a contract award procedure. The Decree stipulated that for 11 products and service groups, public buyers would have to consider minimum and extra environmental requirements, as well as award criteria. It identified a number of statements or declarations, which can serve as proof of these requirements. The relevant area of green public procurement in Slovenia has undergone further development. Today's regulation on green public procurement covers 20 public procurement subjects, for which environmental considerations are mandatory.

The Green Public Procurement Regulation sets targets for individual items in each contract award that contracting authorities must complete when awarding a single green contract.

Environmental requirements may be incorporated by contracting authorities in a number of ways, as technical specifications, as a reason for exclusion, as a condition of participation, as a criterion for the award of a contract or as a specific contractual provision. Contracting entities may include environmental requirements in one or more of the ways specified for each contract.

Action

- Identify groups of products or services where environmental considerations could be applied.

It will be carried out a first analysis to know whether Navarra region buys or requires the products and services where environmental considerations are relevant, according to lessons learnt in Slovenia, and EU recommendations. After this analysis, a list of the most representative in the region by quantity of tenders and public fund amounts spent will be created.

- Set the environmental considerations for each group

Establish a list of environment considerations that could be implemented in each group through the life cycle of the product or service and in which stage of the tender. LC tools will be included where appropriate.

Knowing the influence of these tenders in Navarra and the feasibility of green public procurement inclusion, it will be implemented the different group in public tenders by phases.

The recently approved Law 4/2022, of 22 March, on Climate Change and Energy Transition foresees to include green clauses in 8 groups of services or products and the possibility to expand them to other groups. Therefore, to accomplish with this statement, guidelines on which environmental considerations to use will be carried out.

In case of deciding to set mandatory considerations in other groups of services or products that are not mentioned in the previously law, it will be necessary a modification of the Climate Change and Energy Transition Law to incorporate the new groups or implement a new Regional Law that is specific on Green Public Procurement.

- Promote these considerations through public purchasers

This task could be carried out through training courses, emailing the information directly to public officers, publishing the information on the Navarra public procurement website, elaborating guides or improving the tender platform to allow purchasers select the green considerations.

Players

Directorate of Environment and its public assistance entity Environmental Management of Navarra (GAN-NIK): Carry out the identification of products or services where environmental

considerations could be applied, set the environmental aspects for each group, gather and elaborate documents where the information can be transfer to public officers.

Public Procurement Service of the Government of Navarra will support the analysis of groups of products and services where environmental considerations could be applied, study the viability of the aspects set by the environmental team and help in the dissemination of the measures trough public purchasers.

Timeframe

April 2022 to July 2023 and ongoing after the finalisation of the project.

Funding sources

Own resources from the Directorate of Environment and the Public Procurement Service.

ACTION 2: Approval and starting steps for the implementation of the Green Procurement Plan

The background

During the TLJ4 organised in Slovenia in May 2021, a lot of ideas and experiences on green public procurement were presented and discussed. The event was a turning point for Navarra Region. From then on, the Directorate of Environment and its public assistance entity Environmental Management of Navarra (GAN-NIK) started to elaborate the Green Public Procurement Plan foreseen in the Regional Law 14/2018, of June 18, on Waste and its Taxation.

Several meetings have been carried out with different public entities and experts on GPP to know the necessity and state of the art of the region in the theme. The Procurement Service of the Government of Navarra has closely revised the draft document of the plan that currently it is in the process of starting the public participation phase.

Action

- Starting process for the approval of the plan

The Regional Order to start processing the approval of the plan will be carried out. The public participation phase will be delivered during this process

- Approval of the Green Public Procurement Plan

Publication of the approval of the GPP Plan in the Navarra Official Bulletin

- Starting steps for the implementation of the GPP Plan

Lines of work:

- Training and accompaniment to the personnel of the Public Administration
- Market involvement in promoting GPP
- Integration of the GPP in the existing tools and development of own material
- Communication

Players

The Procurement Service of the Government of Navarra will initiate the process of the approval of the Plan. This Service in coordination with the Directorate of Environment and its public assistance entity Environmental Management of Navarra (GAN-NIK) will start the execution of the planned actions on the four lines of work of the GPP Plan.

Timeframe

May 2022 to July 2023 and ongoing after the finalisation of the project.

Funding sources

Own resources from the Directorate of Environment and the Public Procurement Service.

One action of the GPP plan, accompaniment to public purchasers, is foreseen to be financed by the Waste Fund, but it is necessary to have the final validation of the regional authority.

Part II B - Policy context

1. The Action Plan aims to impact:
 - Investment for Growth and Jobs programme
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2. Name of the policy instrument addressed: **Regional Waste Plan 2017-2027**

The Department of Rural Development, Environment and Local Administration drew up the Navarra Waste Plan, a basic instrument of the waste prevention and management policy in our territory for the period 2017-2027.

Based on the principles of the circular economy, this plan aims to make Navarra a reference society in the prevention-reduction of waste generation, leadership in public management and the capacity to generate quality employment.

It was carried out with an intense process of public participation that allowed more than 2,000 contributions to be made to the draft.

On December 14, 2016, the Government of Navarra adopted the agreement by which the Navarra Waste Plan 2017-2027 was approved.

The Waste Plan indicates that the calculation of the carbon footprint associated with waste management is a necessary indicator for decision-making processes and to establish future environmental criteria in the management of waste, as well as to conceptualize the extent to which the sector can contribute to the reduction of greenhouse gases (GHG) through the recycling and the material and energy recovery of waste.

The fulfilment of objectives in reuse and recycling, as well as in minimization of landfilling, is associated with a notable decrease in the carbon footprint associated with waste management, so this is the forecast for the 2027 horizon.

The carbon footprint derived from the transport of waste must be taken into account, to optimize it in the possible. So it becomes necessary to optimize transport routes and invest in increasingly efficient vehicles as the time horizon of the Plan progresses.

Actions related to waste management, associated with the Plan, must be accompanied by a carbon footprint analysis that guarantees progress towards an optimal value, or at least, towards a lower value.

Therefore, the exchange of experiences of the LCA4Regions project has helped Navarra to continue achieving the previous statements included in the Plan and this current action plan should contribute to reach the objectives of the Navarra Waste Plan.

During the project, we have discovered a new methodology to monitor and evaluate the Regional Waste Plan, the Carbon Metric Tool. This tool will help to improve the governance of the Plan thanks to a change in the management of the policy instrument. In addition, the results and conclusions of the annually assessments will help implementing new strategies and measures for the onwards years to achieve GHG reduction on waste management. These measures could lead on new criteria in the annual waste calls carried out thanks to the Waste Fund.

Part III B - Details of the actions envisaged

ACTION 1: Monitoring of the carbon impact of the regional waste management

The background

During the TLJ3 organised in Satakunta (FI) in October 2020, several good practice from Lombardy, Lithuania and Finland were presented. All of them used life cycle approach for waste management policy decisions.

In addition, during the TLJ2 held in Navarra, the advisory partner ACR+ organised a workshop to present the 'More Circularity Less Carbon' campaign with the aim to reduce the carbon impact of municipal waste by 25 per cent by 2025.

Zero Waste Scotland (ZWS) presented the campaign and its Carbon Metric International (CMI) tool. This tool enables to measure the carbon impact of the municipal waste, take effective actions to reduce it, and track the progress towards the 2025 target.

Due to the Navarra Regional Waste Plan 2017-2027 foresees the use of life cycle approach to achieve waste reduction objectives in first place, and taking advantage that Navarra is one of ACR+ members who could benefit from this campaign to received support use the CMI to quantify the whole-life carbon impacts of its municipal waste, the Environment Directorate decided to carry out the carbon footprint of the year 2019. The results of the assessment has three main objectives:

1. Enable Navarra to establish its 2025 carbon reduction target.
2. Provide a detailed breakdown of waste carbon impacts by materials and management process; and
3. Assess several carbon reduction scenarios that can help Navarra achieve its target.

The current action plan will consist in continuing the assessment of year 2016 and 2020 to monitor the track of the household waste of the region and implement future actions to achieve 2025 target.

Action

- Compilation of household waste of Navarra region

Following ZWS Carbon Metric tool, Navarra will compile the necessary data of year 2016 and 2020 to carry out the assessment of the carbon footprint. Waste generated, recycled and landfilled will be gathered and reported to ZWS and ACR+.

- Carbon footprint assessment of household waste of Navarra

After receiving the data from Navarra, ZWS will carry out the assessment of the carbon footprint. Several meetings will be arrange to be sure that the information is properly compiled according to the Carbon Metric tool.

- Reporting of the house hold waste assessment

ACR+ will elaborate the reports for the waste assessment of year 2016 and 2020 including the results, scenario analysis and conclusions.

- Monitoring and future measures

Navarra will carried out the monitoring of the three assessments, present them its results to the local waste entities and plan environment measures to decrease the CO2 emissions with the objective to reach 2025 target.

The inputs of the 2019 report have already indicated in which waste streams Navarra could focus to implement new measures with the intention to reduce GHG emissions in the future. Navarre has a Waste Fund that annually finances calls to implement measures aimed at mitigating the adverse impacts on human health and the environment associated with the generation and management of waste. Therefore, the Waste Section of the Directorate of Environment could check the possibility to review the criteria of the calls and modify them to prioritise measures according the waste streams that currently have more potentiality to reduce GHG emissions.

Players

Directorate of Environment and its public assistance entity Environmental Management of Navarra (GAN-NIK): Gather the waste management data of year 2016 and 2020 to report it to ZWS and ACR+.

Zero Waste Scotland will carry out the carbon footprint of the Navarra waste management.

ACR+ will compile the whole information and elaborate the final reports.

Waste Section of the Directorate of Environment will analyse the results of the report and stablish measures to reduce GHG emissions. One of the measures taken could be the revision of the annual calls financed by the Waste Fund to prioritise actions on strategical waste streams.

Timeframe

March to May 2022 will be reported the data of waste 2016 from Navarra region to ZWS and ACR+.

June to September will be reported the data of waste 2020 from Navarra region to ZWS and ACR+.

June to December 2022 ZWS and ACR+ will carried out the carbon footprint and report of 2016 Navarra waste Management.

January to June 2023 ZWS and ACR+ will carried out the carbon footprint and report of 2020 Navarra waste Management.

Between June and July 2023 Navarra will carried out the monitoring of the three assessments, present them its results to the local waste entities and plan environment measures.

Funding sources

Own resources from the Directorate of Environment.

The Waste Fund will finance possible actions or projects that are prioritised as a result of the carbon assessments carried out.

Signature of the Government of Navarra:

Head of the Waste Unit

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