

Sustainable Public Procurement Guidelines **on** **Paper for Office Use**

The Procurement Policy Office

(under the aegis of the Ministry of Finance and Economic Development)

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Abbreviations

AOX	Halogenated Organic Compounds expressed as Chlorine
ECF	Elementary Chlorine Free
EDTA	Ethylene-Diamine-Tetra-Acetic Acid
EFL	Environment Friendly Label
EMS	Environmental management Systems
EU	European Union
GPNI	Green Purchasing Network of India
LCA	Life Cycle Assessment
LCC	Life Cycle Cost
MID	Maurice Ile Durable
OAP	Open Advertised Bidding
OBA	Optical Brightening Agents
PPA	Public Procurement Act
PPO	Public Procurement Office
PVC	Poly Vinyl Chloride
SIDS	Small Island Developing State
SPP	Sustainable Public Procurement
SWM	Solid Waste Management
TOR	Terms of Reference
UNEP	United Nations Environment Program
USEPA	United States Environment Protection Agency

1.0 Introduction, Scope and Methodology

The sustainable procurement guidelines for Paper for general office use for the Mauritius Public Procurement System have been developed with the twin objectives to give comprehensive information on the rationale behind the sustainable procurement recommendations and to present the sustainability criteria that can be used for Sustainable Public Procurement (SPP). This document covers aspects such as “key environmental impacts”, “key social considerations”, “appropriate verification schemes” amongst others.

The understanding of SPP has been drawn from the following:

“Sustainable Procurement practices integrate requirements, specifications and criteria that are compatible and in favour of the protection of the environment, of social progress and in support of economic development, namely by seeking resource efficiency, improving the quality of products and services and ultimately optimizing costs.”¹

1.1 Scope

These guidelines cover the purchase of plain white (unprinted) **paper for office use** (writing, printing and copying purposes) (up to 170g/m²) sold in sheets or reels. It does not cover coloured paper.

1.2 Methodology of Developing SPP Guidelines for Mauritius

The scope of SPP guidelines for Mauritius has been defined using UNEP sustainable public procurement guidelines for the product. The Public Procurement Act, 2006 of Mauritius was reviewed to identify the parts where sustainable guidelines would need to be incorporated.

The key regulations in Mauritius that have a direct or indirect bearing on emission standards, indoor air quality, waste management, use of chemicals in product manufacture, end-of-life use, labour working conditions and welfare were reviewed for developing the product specific criteria. Similarly international conventions to which Mauritius is a signatory were also reviewed. The overall institutional enablers for sustainability in Mauritius have also been additionally reviewed to appreciate the initiatives taken under various programs.

The environmental impacts of the products across the life cycle namely materials, production, transport, use and disposal have been assessed for development of sustainability criteria. Similarly the social considerations in terms of impacts on workers and community across the life cycle have also been incorporated.

¹Definition adopted by the High Level Committee on Management Procurement Network of the United Nations System

The framework developed by Green Purchasing Network of India (GPNI) as an internationally coordinated and harmonized system was used as the basis for developing the product sustainability criteria for Mauritius. The GPNI framework identified eight common core criteria for sustainability.

A comparison was drawn between product criteria of UNEP, European Commission EUROPA, Green Purchasing guidelines used in Japan and select ecolabels such as Blue Angel and Nordic Swan to identify criteria SPP in Mauritius. The UNEP criteria were used as a base, to which criteria from the other sources that were found applicable to Mauritius and easy to verify were added. Such criteria which have relevance to Mauritius have been used.

Refer **Annex 1** for differences between UNEP guidelines and the product guidelines developed for Mauritius.

The sustainability criteria have been customized considering the fact that most products are imported from other countries and verification of compliance to the criteria needs further strengthening in Mauritius. The criteria have been classified as basic and advanced to enable seamless integration of 'sustainability' in the procurement process. The 'basic' criteria are easy to comply and verify; and have to be fulfilled at all times for procurement of the product. The 'advanced' criteria can be adopted once the system matures and the market along with other requirements for sustainable public procurement is better developed.

1.3 Structure

The guidance document starts with discussion of key environmental impacts of paper for office use and then brings out the social considerations which need to be addressed. The legislations, if any, in the context of the product manufacture and across the life cycle has been discussed next.

The criteria are divided into the typical steps in a procurement action viz, tender subject matter, technical specifications, supplier qualification requirements, evaluation criteria, and contract clauses. For each criterion, guidance is also provided on how to verify compliance.

The document contains implementation notes as guidance for implementing the proposed SPP criteria. Additional information on life cycle costing and ecolabels have also been provided.

2.0 Incorporating Sustainability into the Mauritian Procurement Process

The public procurement process in Mauritius is administered under the Public Procurement Act 2006. The Public Procurement Regulations 2008 have been drafted under Section 61 of the Act of 2006. The Regulations further elaborate and define procedures for implementing the provisions of the Act.

2.1 Public Procurement Act (PPA) 2006

The Act elucidates the basic principles and procedures to be applied during public procurement of goods, public works and services. Consisting of nine Parts each dealing with different aspects of public procurement from institutional framework to the conduct of the bidding process, it forms the overarching procurement guide for public procurers (refer **Figure 1**)

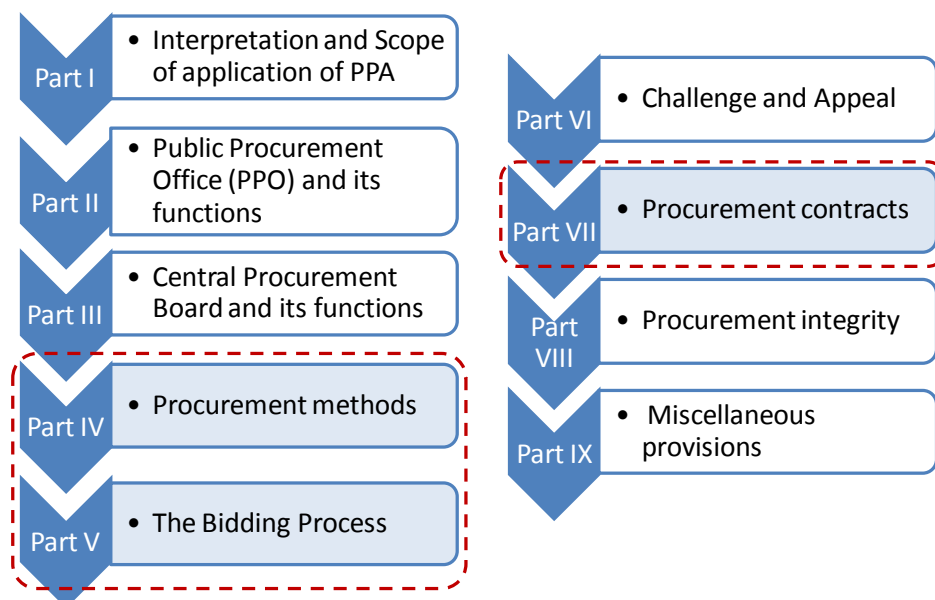


Figure 1- Public Procurement Act 2006

Parts IV, V and VII of the Act are of importance in SPP, as sustainability considerations can be incorporated in these sections.

2.1.1 Procurement Methods

In Part IV, the conditions for the use of procurement methods other than open advertised bidding, and the mandate to provide reasons for doing so, are described. Of the total ten methods² listed in the PPA, **six** are stated to be “for procurement of goods, other services and works” (which is the category the five SPP target products fall under):

1. Open advertised bidding
2. Restricted bidding
3. Request for sealed quotations
4. Direct procurement
5. Community or end-user participation, or
6. Departmental execution

² The ten methods are: Open advertised bidding, Open national bidding, Open international bidding, Restricted bidding, Request for sealed quotations, Emergency procurement, Community and end-user participation, Departmental execution, Request for proposals, Direct procurement

2.1.2 Procurement Process

The **Figure 2** depicts the outline of conventional procurement process³ as conducted as per PPA 2006. The stages where sustainability requirements can be integrated have also been highlighted with alphabets.

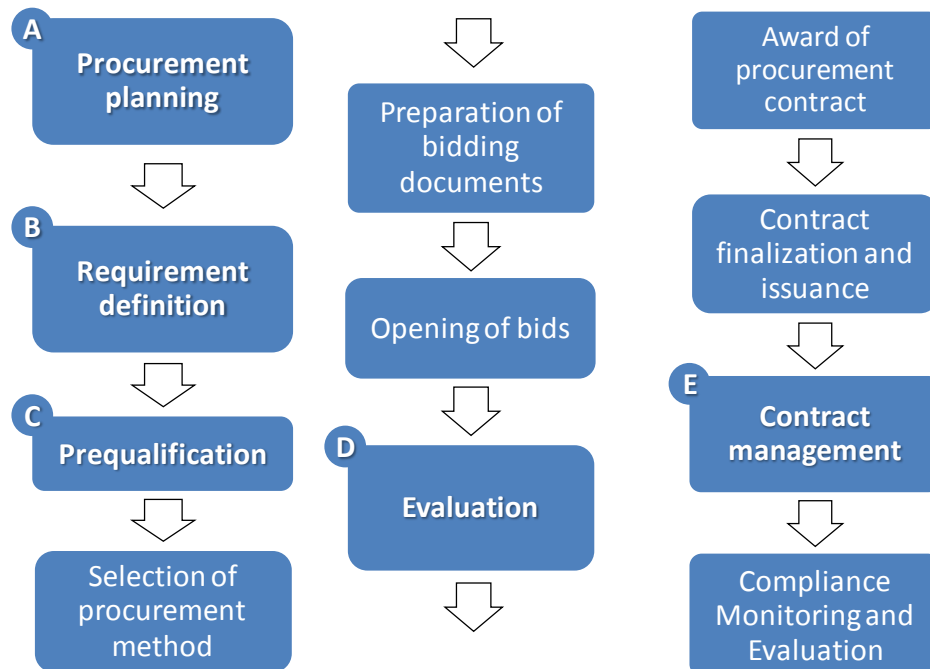


Figure 2- Mauritius procurement process

Source: Adapted from UNEP Procurement Process (SPP Guidelines Product Sheet Furniture)

2.1.3 Procurement Planning under PPR 2008

The Public Procurement Regulations under Section 10 guide the public bodies in procurement planning to ensure that procurement is carried out within allocated financial estimates. Public bodies are required to prepare an annual procurement plan that includes: (a) the type and quantity of the goods and services to be procured; (b) the timing and implementation of the procurement; (c) an indication of possible packages of procurement, and their value; and (d) an indication of possible pre-qualification proceedings and procurement methods to be used.

The Regulations also include a provision of conducting need assessment as per the guidelines of the Policy Office for any individual procurement.

³ Also referred to as *bidding process*

2.1.4 Requirement definitions under PPR 2008

Also commonly called “Technical specifications”, it defines requirements of the product or service in detail. For large contracts, the procurement requirements have to be defined and described at the planning stage itself.

2.1.5 Prequalification and Post Qualification under PPA 2006

Prequalification process is conducted to identify bidders that are qualified, before the invitation to bids. This process is used for large and major contracts or contracts that require skilled expertise. Unless bidders pass this stage, they are not permitted to submit bids.

Post qualification process involves checking the qualifications of the lowest evaluated substantially responsive bidder against the criteria specified in the bidding documents. For cases where the bid fails to conform to these criteria, the bid is rejected and the same process is applied to the next ranked bid.

2.1.6 Evaluation under PPA 2006

According to the PPA, 2006, the evaluation criteria present in the Standard Bidding Documents for Goods helps the procurer in selecting the ‘lowest evaluated substantially responsive bids’.

In the sequence of tasks, the financial proposals of only those bidders are considered who are responsive to the technical evaluation. The financial proposals are evaluated by the public body after a public announcement of the results of the technical evaluation.

The present evaluation criteria adopted under the PPA 2006 has features which reflect elements of life cycle costing as well as preference for indigenous producers. Some of these factors are discussed below.

- **Cost of major replacement components, mandatory spare parts, and service. [any one of the following]**
 - The list of items and quantities of major assemblies, components, and selected spare parts, likely to be required during the initial period of operation is in the List of Goods. An adjustment equal to the total cost of these items, at the unit prices quoted in each bid, shall be added to the bid price, for evaluation purposes only.
 - Or
 - The Purchaser will draw up a list of high-usage and high-value items of components and spare parts, along with estimated quantities of usage in the initial period of operation. The total cost of these items and quantities will be computed from spare parts unit prices submitted by the Bidder and added to the bid price, for evaluation purposes only.
- **Availability in Mauritius of spare parts and after sales services for equipment offered in the bid.**

An adjustment equal to the cost to the Purchaser of establishing the minimum service facilities and parts inventories if quoted separately, is added to the bid price, for evaluation purposes only.

- **Projected operating and maintenance costs**

An adjustment to take into account the operating and maintenance costs of the Goods will be added to the bid price, for evaluation purposes only.

- **Performance of the equipment**

An adjustment representing the capitalized cost of additional operating costs over the life of the plant will be added to the bid price for evaluation purposes. The adjustment will be evaluated based on the drop in the guaranteed performance or efficiency offered in the bid below the norm of 100, using a specified methodology.

2.2 Mode of Integrating Sustainability in the Procurement Process

In **Figure 3** the stages and the manner in which sustainability interventions could be introduced in the procurement process have been indicated. The subsections below describe details of how this could be achieved.

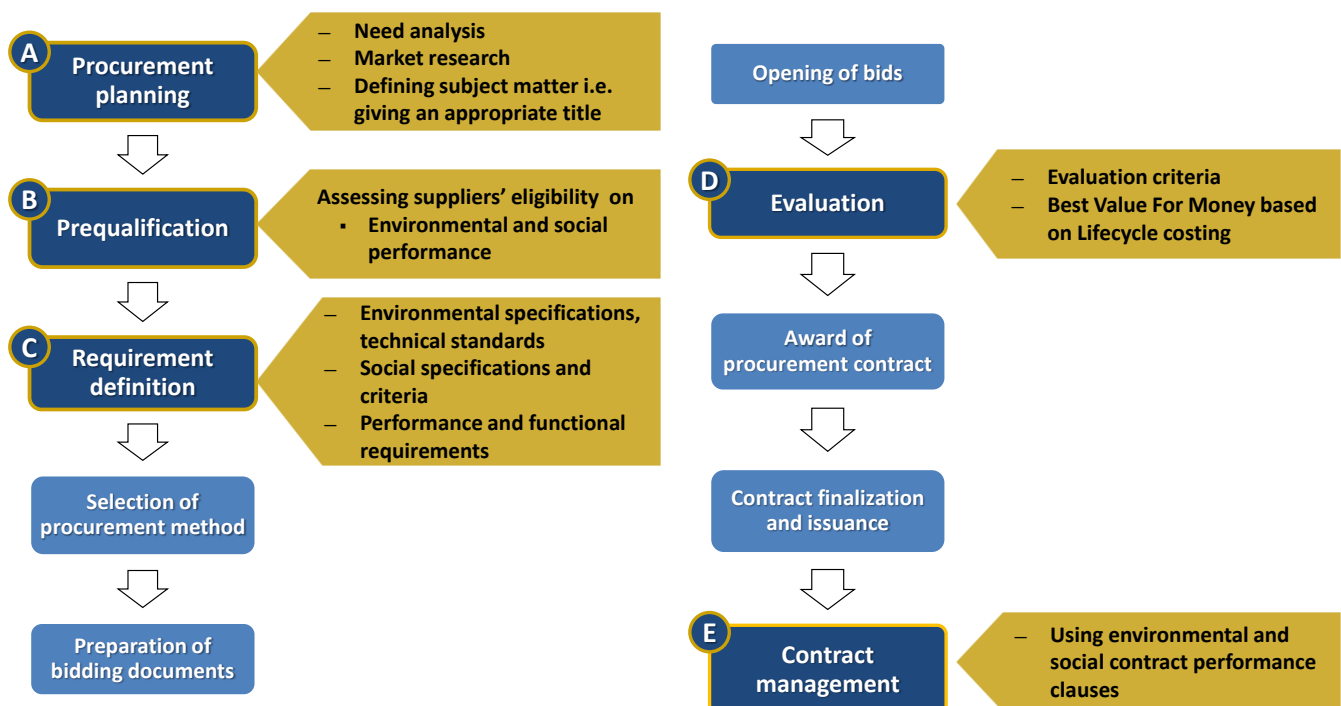


Figure 3- Stages at which sustainability interventions can be incorporated in the procurement process

2.2.1 Procurement Planning

Procurement planning is an essential step in SPP. It is the process of identifying and consolidating requirements and determining the timeframes for their procurement with the aim of having them as and when they are required. At this step the need assessment should be carried out with due considerations been given to the required outcome sought from the procurement and whether the 'need' can be met by more sustainable alternative. Considering sustainability at an early stage of procurement decision-making may identify opportunities to:

- avoid or reduce consumption, by finding other alternatives
- identify whether there is a more sustainable alternative readily available
- rethink and revise specifications in order to improve sustainability outcomes

The procurement planning phase could contain several important sustainable procurement-related interventions, as an extension of its conventional goals of ensuring timely solicitation of bids, cost efficiency, making an annual procurement plan (budgeting, product type and quantities, procurement method etc), conducting market research and identifying needs, among others.⁴ Of particular importance are the needs assessment exercise and defining the subject matter (a green title for the contract).

Conducting a rigorous **needs analysis** forms an important part of this stage of SPP since reducing consumption is the simplest way to reduce one's impact on the environment. Correctly identifying the volumes to be procured including evaluating ways in which volumes can be reduced, is the first step. It would involve internal consultations on current arrangements and potential adjustments in current modes of functioning. There may or may not be opportunities to reduce quantities, but the option must be explored as it forms the first step to integrating sustainability in Mauritian public procurement.

Giving a **green title** (i.e. the subject matter) to the contract conveys to the market the intention of procuring with sustainability considerations in mind. Clearly labelling a contract with a green title makes it easier for prospective bidders to promptly recognize the requirements of the procurer. It instantly expresses the point that the environmental performance of the product or service will have significant importance at the award stage, and that the other steps in the procurement process are linked to the title. Examples of titles include: "Recycled paper for writing, printing and copying purposes"; "Environmental cleaning services including selective waste collection"⁵.

2.2.2 Requirement Definitions

Introduction of environmental considerations should not lead to a compromise on the quality of the product. The quality and functionality of the sustainable goods and services must

⁴ Public Procurement (Regulations 2008), Mauritius; Environmental Procurement Practice Guide Volume 1, UNDP Practice Series. September 2008. http://www.greeningtheblue.org/sites/default/files/UNDP-Environmental%20procurement_0.pdf

⁵ Environmental Procurement Practice Guide Volume 1, UNDP Practice Series. September 2008. http://www.greeningtheblue.org/sites/default/files/UNDP-Environmental%20procurement_0.pdf

either be the same, or better than, what is hitherto being procured. The sustainability requirements for goods and services should be defined along with technical specifications.

2.2.3 Pre-qualification and Post-qualification Requirements

The technical and professional qualifications of bidders are examined to determine their capability to supply the desired products. This stage may address the sustainability experience of the bidder and its environmental and social performance. This method may be a useful way to improve the general environmental management and corporate social responsibility of companies. Where possible, preference should be given to domestic Mauritian suppliers, in accordance with the SME promotion initiative of the Government⁶.

2.2.4 Sustainability Evaluation Criteria

The National Action Plan for Sustainable Public Procurement in Mauritius (2011-2015) defines "Evaluation Criteria" as follows:

*"Evaluation Criteria are used to evaluate and compare the bids received which meet the minimum specifications (i.e. compliant bids). In sustainable procurement, it is essential to indicate that the contract will be awarded to the offer that provides "best value for money"- the term used if criteria other than just the price will be assessed when comparing bids. **Evaluation criteria evaluate the performance of a bid both in terms of price and other criteria, such as environmental performance.** As with all phases of the tendering process, the tender documents published by the purchasing authority must clearly set out the various evaluation criteria that will be used to evaluate bids (such as price, technical quality, environmental quality, social performance, etc.) as well as the weight in percentage terms allocated to each aspect. In sustainable procurement, evaluation criteria can be used to encourage higher levels of sustainability performance than those demanded in the specifications, without risking significant increases in cost. **Sustainability evaluation criteria should, altogether, account for at least 10 % of the total points available.**"⁷*

To implement SPP in Mauritius, a life-cycle approach⁸ will need to be taken while developing Evaluation and Qualification Criteria. For bids that have passed the minimum qualifications (Prequalification procedure), the technical evaluation criteria will need to be satisfied by the goods. Costs which will be incurred during the lifetime of the goods or service are equally important as the procurement price and are taken into consideration when doing "Life cycle costing". The existing evaluation of a bid takes into account, in addition to the Bid Price quoted other factors which are conducive to implementing LCC. These factors can be adapted with certain modifications to reflect LCC to achieve the best value for money.

⁶ Promotion of SMEs through a business facilitation programme has been given priority by the Government through the Business Facilitation (miscellaneous provisions) Act 2006. (Source: National Action Plan on Sustainable Public Procurement (SPP) for Mauritius (2011- 2015))

⁷ Adopted from National Action Plan on Sustainable Public Procurement - Mauritius

⁸ Life cycle approach has been explained in details in Section 10.

The evaluation criteria will take account of:

- (a) the price considering the Life cycle costing
- (b) responsiveness to sustainability criteria

Under the SPP process the technical evaluation shall consider the verification of SPP requirement definitions stated. Bid evaluation will determine which Bidder wins the contract and how sustainable the contract will actually be in practice. This stage therefore needs to ensure transparency which is already a part of the present evaluation process

2.2.5 Contract Management

Contract management involves administration of contracts drawn with the Suppliers and ensuring compliance to the terms and conditions. The compliance to specifications meeting the sustainability criteria for the goods and services as submitted during bidding should be inspected during delivery. The compliance of Suppliers to the pre-qualification criteria should also be periodically checked where the contract periods are longer. The suppliers performance during the contract period should be evaluated so as to generate a central database for use in future procurements.

2.3 Framework agreements

These find mention in the National Action Plan on Sustainable Public Procurement (SPP) for Mauritius (2011- 2015), and subsequently included as an amendment (in 2013) in the PPA 2006 which is of relevance in implementing SPP. A framework agreement is an “umbrella agreement” that sets out terms (on pricing, quality and quantity) under which individual contracts may be prepared throughout the agreement period⁹. They are usually used when procuring agencies know they will face a constant or repeated need for a particular product or service over a period of time, but are unsure of the extent or frequency. Thus, it has direct applicability to the five target products - office supplies, IT equipment, cleaning products and services, furniture and passenger cars. The advantages apply to both bidders and procurers. Bidders are assured of regular business, and procurers could expect greater number of bidders (higher competition due to attractiveness of regular business). This increases chances of procuring sustainable products at the best available price. Furthermore, it eliminates the bureaucratic hassle of individual agencies procuring small volumes several times, in addition to saving time and money.

3.0 Institutional Enablers for Sustainable Public Procurement (SPP) in Mauritius

The Government of Mauritius recognizes that procurement decisions by public bodies have inherent social, public health, environmental and economic impacts both locally and globally on an immediate and long-term basis. Towards this end, they have used several regulatory and non-regulatory drivers, pilot projects, policies and strategies to stimulate Sustainable

⁹ Usually a maximum of 4 years (Source: National Action Plan on Sustainable Public Procurement (SPP) for Mauritius (2011- 2015))

Public Procurement in the country. This section elaborates on some of these initiatives taken by the Govt. of Mauritius that stimulates Sustainable Public Procurement on a holistic basis.

3.1 “Maurice Ile Durable” (MID) Policy, Strategy and Action Plan

Maurice Ile Durable (MID) was announced as a concept by the Prime Minister of Mauritius, Dr. The Honourable Navinchandra Ramgoolam in 2008. Triggered by the global energy crisis, MID has now been expanded to include sustainable growth strategy of the country. The MID now aims to facilitate economic growth that acknowledges the limitations of the natural resource availability, embraces green economy, with empowerment of its population and striving towards equitable distribution of wealth; thus nurturing a vision for Mauritius to become a model of sustainable development.

In order to coordinate the “Maurice Ile Durable” (MID) project from a more holistic perspective, harmonize efforts in the MID endeavour, and look into all aspects of sustainability, Commission on Maurice Ile Durable (MID Commission) was initiated in 2011. The MID Commission operates under the aegis of the Prime Minister’s Office in collaboration with the Ministry of Environment and Sustainable Development and other stakeholders. The MID Commission developed the ‘MID Policy, Strategy and Action Plan’ which has recently received the acceptance of the Cabinet. The MID Policy, Strategy and Action Plan has identified many projects/activities which would be implemented in the short, medium and long terms to bring coherence and to enhance existing activities by introducing new ideas for better sustainable development. SPP is one of the key strategies recognized by this document. MID recognizes Sustainable Public and Private Procurement in the country as a key strategy towards greening of the economy and has proposed actions towards operationalization of SPP.

3.2 National Programme on Sustainable Consumption and Production (2008 - 2013)

The overall objective of the National Programme on Sustainable Consumption and Production is to change energy consumption patterns, encourage technological shifts and behavioural change, increase resource efficiency, change consumption patterns and increase the demand and supply of sustainable products and services in the market. The Programme was approved by the Cabinet in August 2008. The Programme also is aimed at greening the economy through a number of projects. One of the projects identified under this Programme and accorded high priority is Sustainable Government Procurement.

The Programme also identified the development of a National Eco-Labeling framework as one of the projects. Mauritius Standard Bureau (MSB)¹⁰ in collaboration with MoESD is setting up an Environment Friendly Label (EFL) for goods and services. TOR on the

¹⁰The Mauritius Standards Bureau (MSB) is a corporate body which has been set up under the Mauritius Standards Bureau Act 1993. The Bureau is responsible for standardization, quality assurance, testing and metrology. MSB operates a certification marking scheme for products and a national management system certification scheme (ISO 9001, ISO 14001, ISO 27001, ISO 22000, and HACCP).

development of an Eco-labelling scheme for local products and services in Mauritius has been finalized.¹¹

Inter-linkages can be drawn between SPP and the Mauritian Ecolabelling Framework as shown in **Box 1**. Collaboration of these two schemes on their technical specifications may lead to progress of the economy on the path of sustainable development.

¹¹Mid Term Review of the National Programme on Sustainable Consumption and Production (SCP); MoESD; February 2012

Box 1: Inter-linkages between SPP and Mauritian Ecolabelling Network

- *The technical specifications under Sustainability Criteria of SPP can be mapped to the certification criteria of the ecolabelling framework. This will help in maintaining uniformity on a macro-economic basis thus stimulating the acceptance of both the schemes by the stakeholders.*
- *During the evaluation and examination phase of SPP process, the certification by Mauritian ecolabel can be used as a verification tool for technical specifications.*

3.3 National Action Plan on SPP for Mauritius (2011-2015)

The Procurement Policy Office (PPO), under the Ministry of Finance and Economic Development, has been identified as the enabler for implementation of the SPP project. The PPO developed the 'National Action Plan on Sustainable Public Procurement for Mauritius' in July 2011. The Cabinet approved the Action Plan in November 2011 and contextualised it the MID. The National Action Plan for Mauritius promotes sustainable public procurement in accordance with Government's policy statement and in the following five themes: People; Policy, Strategy and Communication; Procurement Process; Supplier Engagement; and Monitoring and Reporting. The following seven products/services have been selected as the focus products: **1) Paper and Printing; 2) IT Devices; 3) Cleaning Products and Services; 4) Office and Classroom Furniture; 5) Vehicles; 6) Food and Catering Services and 7) Construction work.** The Capacity building of procurement officers has been identified as a crucial step for the successful implementation of the action plan.

3.4 Solid Waste Management

With the vision for "an efficient and sustainable management of solid wastes", the Ministry of Local Government and Outer Islands set up the Solid Waste Management (SWM) Department in Mauritius. This public body developed the SWM Strategy (2011-15) as a coordinated and an integrated approach to achieve an effective and cost efficient collection and storage of wastes as well as adequate disposal infrastructures and treatment technologies for sustainable waste disposal.

The strategy recognizes that if waste continues to grow at the present rate, the total amount of waste requiring management and disposal would be around 472,500 Tons by the year 2015. Besides domestic and yard waste, paper and metal has been identified as the key wastes generated in Mauritius. The quantification and characterization of E-waste (electronic waste) is at present being done which has been identified as a task under the SWM strategy.

To mitigate this environmental and societal challenge, a few pilot projects have been initiated. These are briefly described below.

- **Pilot Project on E-waste: Collection and Disposal from select Government Offices**

About 40 tonnes of e-waste presently stored with selected public offices has been identified for collection, dismantling and disposal purposes. An e-waste recycling company has also been identified to carry out these activities. Based on the pilot-project a detailed study will be carried to develop a mechanism for e-waste collection, dismantling and disposal.

- **Pilot Project on Paper Recycling**

This pilot programme aims at collecting the paper wastes (mainly used printing and photocopier paper) generated by few selected public offices for the purpose of recycling. To perform this task effectively, two formal recycling companies have already been authorized by the SWM Department who use this waste paper to manufacture paper boards. This project is currently ongoing and is being studied to understand the cost economic, environmental impacts and other issues related to waste paper collection and recycling.

Inter-linkages can be drawn between SPP and the pilot programmes on solid waste management as shown in **Box 2**.

Box 2: Inter-linkages between SPP and SWM pilot projects

Up-scaling of the pilot projects on e-waste and paper waste will promote SPP in Mauritius as the mechanism to address the end-of-life impacts can be managed. A systematic recycling program can help procurements under SPP by helping introduction of sustainability criteria aimed at management of product disposal.

Also the up-scaling of end-of-life waste management, which itself can be get a boost through SPP, will facilitate the creation of green jobs in the country.

3.5 Facilitation of End-of-Life Disposal of Procured Items in Public Bodies

In the past, the method prescribed for end-of-life disposal of procured goods from public bodies of Mauritius was destruction as prescribed in the Financial Management Manual. Due to this there was no possibility of recycling or recovery of end-of-life products thus invariably leading to disposal as waste. This would result in increasing the environmental burden of the island country. To address this, the Financial Management Manual has been updated in 2012 and provisions for proper practices towards end-of-life disposal of products have been incorporated thus facilitating recycling.

Identification and authorization processes for formal recycling enterprises in the country have already been started for recycling of waste generated from products like electrical and electronic equipments, paper, plastics, batteries and waste oil. These will facilitate the end-of-life goods from the public bodies.

As can be seen from the above discussions there are various initiatives which have been started in Mauritius which are conducive to the uptake of SPP. Some of these are at Policy and Strategy level, while the others are Action level. In order to SPP to succeed there has to be a concerted effort not only at the PPO level but also through the initiatives and involvement of other ministries and government agencies. The present linkage of SPP with the other initiatives in Mauritius can be presented diagrammatically as presented in **Figure 4**.

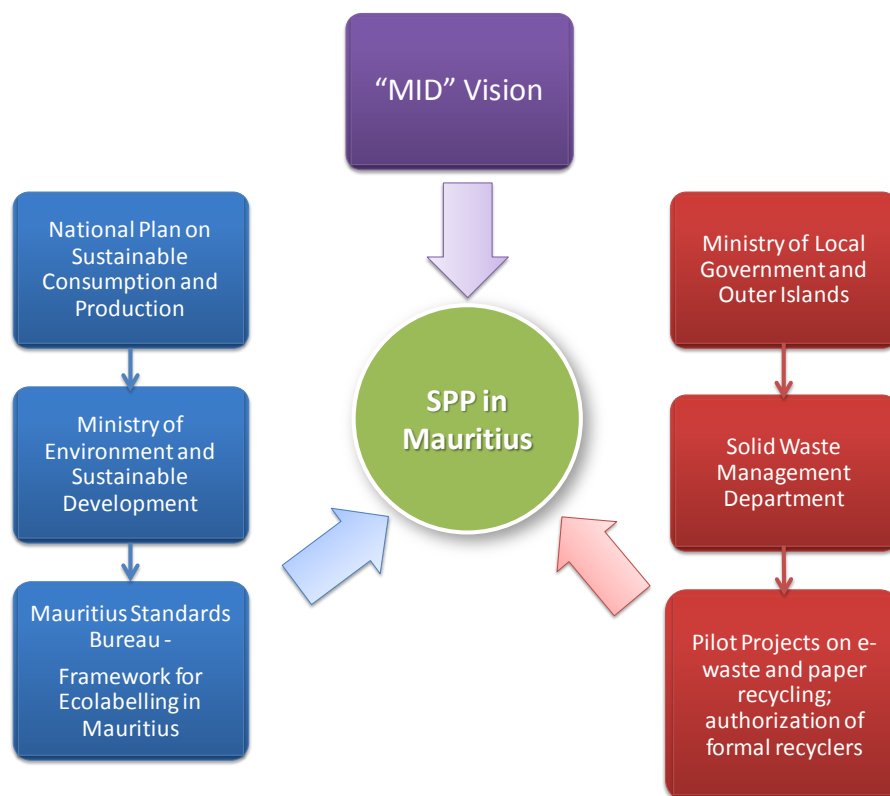


Figure 4: Institutional enablers to stimulate SPP in Mauritius

4.0 Key Environmental Impacts

As Mauritius is a Small Island Developing State (SIDS)¹², it is more sensitive than non-SIDS nations on certain environmental impact aspects.¹³ Like all other SIDS, the remote geographical location and small physical size makes Mauritius ecologically fragile, and limits its capacity to respond to natural and environmental disasters. Limited industrial capacities mean a heavy dependence on imports for most products. This makes Mauritius vulnerable to high transport costs and uncertainty of supplies.

¹²Small island developing states (SIDS) are a group of countries that “share similar sustainable development challenges, including small population, limited resources, susceptibility to natural disasters, vulnerability to external shocks and excessive dependence on international trade. Their growth and development is often further stymied by high transportation and communication costs, disproportionately expensive public administration and infrastructure due to their small size, and little to no opportunity to create economies of scale”

¹³ SIDS focused Green Economy: An analysis of challenges and opportunities. UNEP, UN DESA and FAO, 2012

The environmental impacts of a sustainable product are identified (and addressed) based on a Life Cycle Assessment (LCA) of the product. LCA is a tool for the systematic evaluation of the environmental impacts of a product or service system through all stages of its life cycle from raw materials extraction to disposal¹⁴. It is an important supporting instrument for aiding decision-making on environmental impacts concerning products or services.

As majority products including paper are imported into Mauritius from overseas, transportation will account for a significant proportion of the life cycle impacts, when evaluated in the Mauritian context. However the geographical location of the country leaves no choice but to import at the cost of high air and sea transport emissions, unlike the multiple options that the non-island nations of the world can consider in similar situations. Therefore, transportation impacts are excluded from the scope of these guidelines.

In general, the most important environmental and social impacts relating to pulp and paper production are:

- Forest depletion and biodiversity loss (e.g. legal and sustainable logging of forests used to produce virgin paper fibres)
- Depletion of finite water and natural resources due to water and energy consumption during production (of recycled paper as well as paper produced from virgin fibres)
- Environmental pollution due to generation of toxic compounds like AOX from use of chemicals such as chlorine and chlorine substances
- Destruction of aquatic life and impact on human health due to use of optical brightening agents
- Environmental pollution and impacts on human health due to use of other chemical substances (e.g. colorants and dyes)
- Environmental pollution due to use of polyvinyl chloride in packaging of paper

For paper the other stages of the lifecycle have minimum impact, with some noticeable impact at the end-of-life or disposal. Paper is one of the significant components of solid waste in landfills across the world. Considering all types of paper used in Mauritius, about 38,700 tons per annum of waste paper is generated of which only 9.6% is presently recycled within Mauritius by the four recyclers existing in Mauritius¹⁵.

Since transportation is an unavoidable step, in the absence of any paper manufacturing facilities in Mauritius, this has not been taken into consideration.

A schematic of key environmental impacts across the Life cycle of paper is presented in 5.

¹⁴ UNEP website

<http://www.unep.org/resourceefficiency/Consumption/StandardsandLabels/MeasuringSustainability/LifeCycleAssessment/tabid/101348/Default.aspx>

¹⁵ Solid Waste Management Strategy 2011-15; Solid Waste Management Division, Ministry of Local Government and Outer Islands, Government of Mauritius, September 2011

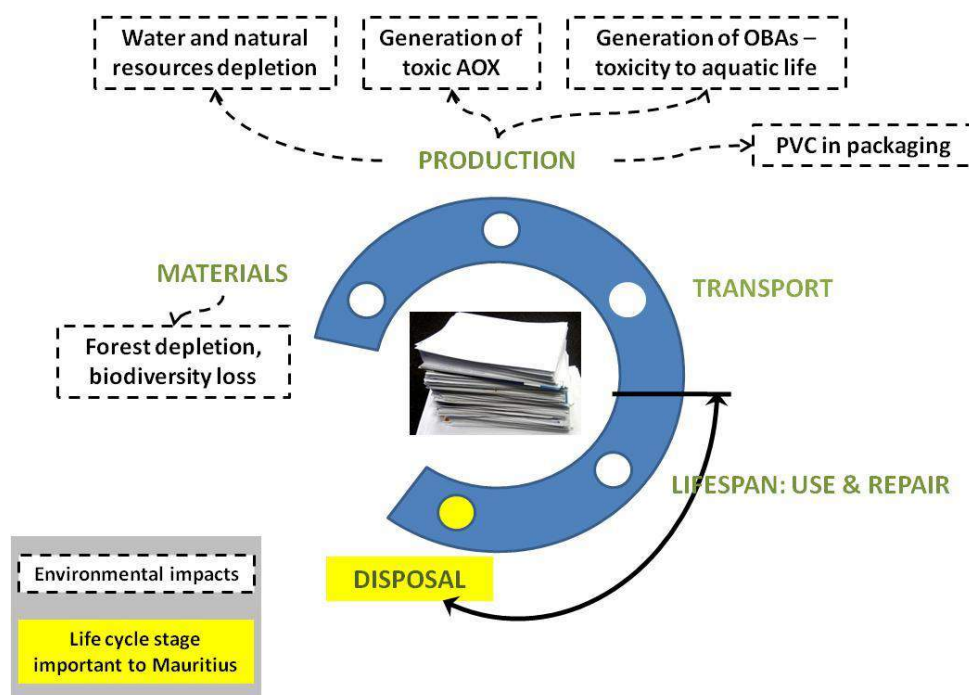


Figure 5: Key Environmental Impacts across the Life Cycle of Paper

As noted above the different stages in the life cycle have potential impacts on the environment and these impacts pose various environmental risks. Environmental risk is the probability of an undesirable event arising from human action that is transmitted through the environment. Impacts are concerned with events that are reasonably certain to occur, while risk assessment is concerned with events that may possibly occur. A number of impacts such as air pollution due to conventional energy generation, forest depletion etc could lead to the same risk namely climate change. Similarly a number of activities and their impacts during production of paper and its allied components pose a risk to human health (See **Figure 6**).

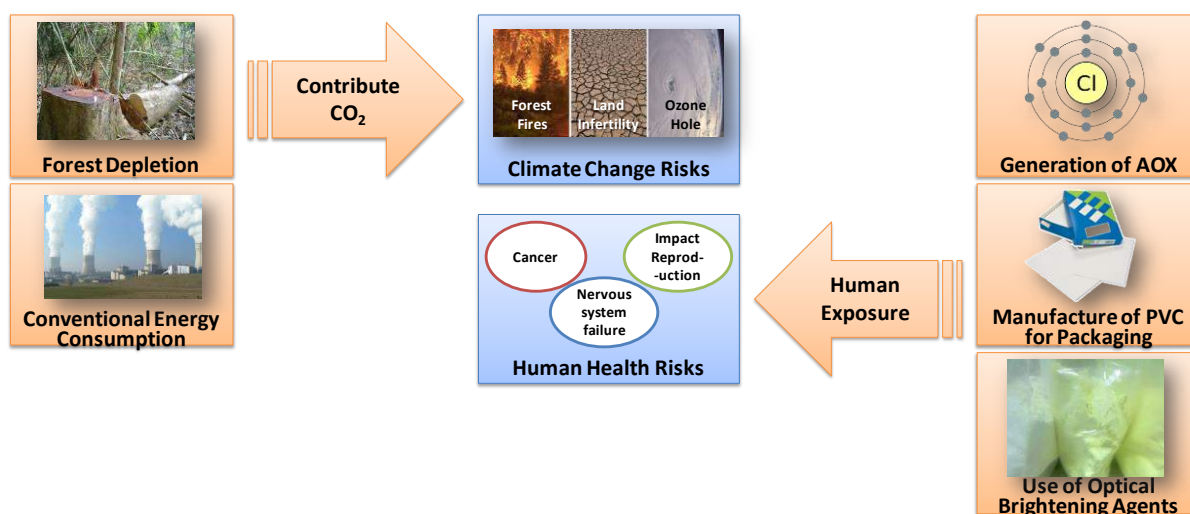


Figure 6: Key Environmental Impacts and their Risks

The following sections present the most important environmental impacts relating to pulp and paper production.

4.1 Elements and potential environmental impacts

4.1.1 Forest Depletion and Biodiversity Loss

The pulp is the key ingredient used for manufacture of paper. Pulp is divided into 2 categories: 'virgin pulp', which is produced from wood and 'recycled pulp', which is produced from waste paper.

Annually 500,000,000 m³ of wood is used by the paper industry world-wide (15% of total logging) from which almost 40% is used for coated and uncoated paper. The wood used for paper production can either come from tree plantations or forests with fully functioning ecosystems.

Industrial logging in virgin or primary forests (in Amazonia, Indonesia, Russia, Canada etc.) and the substitution of functioning ecosystems with tree plantations leads to a loss of biodiversity and makes it increasingly difficult to guarantee that wood derives from legal forestry activities.

Illegal logging takes place when timber is harvested in violation of national forestry laws. The clandestine nature of illegal logging makes its scale and value difficult to estimate in relation to the global trade in forest products, but strong evidence suggests that it is a substantial and growing problem. The World Bank's 1999 review of its global forest policy observed: "In many countries, illegal logging is similar in size to legal production. In others, it exceeds legal logging by a substantial margin."¹⁶ Furthermore, global loss of forested areas amounts to approximately 13 million hectares per year, almost half of which are primary forests in the tropics (FAO 2005)¹⁷.

Fast-wood plantations are neither inherently good nor inherently bad. They can generate negative environmental impacts compared to natural, indigenous forests, such as a loss of biodiversity, disruption of local water cycles, loss of soil productivity and increased risk of pests and diseases, however such effects can be balanced if careful and intelligent assessment of the social, environmental and economic consequences is carried out and if they are well-designed and managed, and do not replace natural forests¹⁸. All the major sustainable forest management certification schemes allow the certification of plantations (provided they meet certain requirements). For example, the Forest Stewardship Council (FSC) allows certification of plantations only in those areas that were converted from natural forests before November 1994.

¹⁶Timber Trade Federation. <http://www.forestsforever.org.uk>

¹⁷The Global Forest Resources Assessment 2005.FAO. 2005

¹⁸Arborvitae, the IUCN/WWF Forest Conservation Newsletter no 31. September 2006. Article: Forest plantations threatening or saving natural forests?

4.1.2 Depletion of finite water and natural resources due to water and energy consumption during production

The water and energy consumption levels can vary widely depending on the grade/type of paper produced, the different techniques applied and depending on whether pulp and paper are produced in the same plant (integrated plant) or if the pulp for paper production is bought on the market (non-integrated plant). According to the BREF¹⁹ and other studies²⁰, production processes for paper based (totally or mainly) on post-consumer recovered paper fibres (recycled paper) use much less energy and water than those for paper-based (totally or mainly) on virgin fibre:

- The water consumption for the production of recycled or non-recycled graphic paper is about 10-15 m³/t in plants working with best available techniques according to the BREF. In addition to this, for paper made out of fresh pulp the water consumption for pulp production has to be included, which is about 15-55 m³/t depending on the kind of pulp produced and the bleaching technique used. Water consumption for the production of non-recycled paper therefore sums up to about: 25-70 m³/t, compared with recycled paper (including the preparation of recovered paper pulp): 10-15 m³/t.
- Energy consumption for the production of paper based (totally or mainly) on virgin fibre is 5,000-10,700 kWh/t, compared to a consumption for the production of recycled paper of 1,700-5,500 kWh/t

Pulp and paper industries (particularly in the EU) have substantially improved their technology, developing and using, in many cases, best available technologies in order to minimise their environmental impacts. For example, paper mills that produce paper based on virgin fibre produce almost half their primary energy consumption from biomass. These changes have been taking place both in wood fibre and recycled fibre mills. However, the production process of paper based (totally or mainly) on virgin fibre is still characterised by a higher water and energy consumption (in the pulp production phase), but in many cases a lower fossil CO₂ emission

4.1.3 Environmental pollution due to generation of toxic compounds like AOX from use of chemicals such as chlorine and chlorine substances

Chlorine or chlorine compounds as well as other chemicals (such as ozone or hydrogen peroxide) can be used in the bleaching process in order to, among other things, obtain a final product with a high whiteness level.

All papers, including paper based (totally or mainly) on virgin fibre, can be purchased with different whiteness levels. Traditionally when paper production allowed the use of

¹⁹Best Available Techniques in the Pulp and Paper Industry, IPPC, December 2001 – reference document drawn as part of the exchange of information by the European Commission

²⁰ Quantitative impacts are estimated based on different studies and related to average figures for craft and paper based (totally or mainly) on post-consumer recovered paper fibres (recycled paper) (“Ökobilanzen für graphische Papiere”, UBA 2000, “Ökologischer Vergleich von Büropapieren in Abhängigkeit vom Faserrohstoff”, IFEU 2006 and “Integrated Pollution Prevention and Control (IPPC) Reference Document on Best Available Techniques in the Pulp and Paper Industry”, European Commission 2001.)

elementary chlorine for bleaching, office paper used to be very white directly from the process and by the use of optical brighteners.

However, chlorine compounds used in the bleaching process can react with existing organic substances in water, creating organic chlorine compounds (AOX). These halogenated organic compounds (dioxins, chlorinated phenols) may be toxic and are poorly degradable in the aquatic environment.

In order to avoid the emission to the environment of such compounds, the bleaching process should be totally chlorine free (TCF) or elementary chlorine free (ECF) with the strict control of AOX levels after depuration

4.1.4 Destruction of aquatic life and impact on human health due to use of optical brightening agents

The choice for a certain paper type is often based on three characteristics: whiteness, brightness and shade. During the papermaking process, optical brightening agents (OBAs) are frequently added to increase a paper's whiteness as well as brightness.

Whiteness is the measurement of light reflectance across all wavelengths of light comprising the full visible spectrum (outdoor daylight) and therefore it is the one that best correlates with your visual perception of the paper. CIE Whiteness (ISO Standard 11475) is the most commonly used whiteness index. Papers that reflect a higher percentage of blue light tend to measure the highest, while those reflecting a higher percentage of yellow light tend to yield lower values. The normal maximum whiteness level would be 100, but higher values can be obtained if papers have added OBAs. The function of an OBA is to reflect ultraviolet (UV) light from the light source as visible light in the blue spectral region giving measurements in excess of 100.

Brightness is a measurement of light reflectance of the specific wavelength of blue light. Simply put – brightness represents a more narrow measurement of light reflectance than whiteness. The beginning brightness range for a base paper pulp is from 0-100 calculated normally with the ISO Standard 2469.

Shade is a measurement of the colour of paper. It is an important characteristic within the definition of a paper's whiteness and it is measured with the most universally accepted system of colour measurement, the CIE LAB model. It is commonly accepted that there are four groups of white shades: true white, cream white (yellowish), blue white (bluish) and red white (reddish).

Optical brighteners consist of chemicals ranging from benzene to disulfonic acid, both of which are considered extremely toxic. Some of the most common types of optical brighteners known to have toxic effects are:

- Triazine-stilbenes (uses cyanuric chloride as a bonding agent in its production. Cyanuric chloride is classified as “very toxic,” “harmful,” and “corrosive” by the European Union. It is considered very toxic by inhalation.);
- Imidazolines (as per Consumer Product Safety Commission they cause serious adverse reactions, such as central nervous system depression, decreased heart rate,

and depressed ventilation in children treated with these drugs or who accidentally ingest them)

- OBAs enter the aquatic systems through sewerage. They are proven toxic to fish and animals. They are not biodegradable and bioaccumulate in the environment. They are difficult to break down, both in water purification systems and biologically in aquatic systems.

For reader's comfort it is better to select a true white or cream white paper to minimise eyestrain. That is to say, papers that do not reflect more blue than normal in light – in other words papers with ISO brightness and CIE whiteness not exceeding the value 100 and therefore, papers with limited or no OBA content.

Lower brightness/whiteness levels might also represent a lower need for strong bleaching of pulp and paper surface treatment, reducing related environmental impacts in the paper production process.

4.1.5 Environmental pollution and impacts on human health due to use of other chemical substances

Chemical substances that may be used in paper production can also have negative effects on health and the environment. For example:

- Some of the synthetic polymers that could be used in pulp and paper production are classified as carcinogenic, mutagenic, teratogenic, or toxic and may cause adverse effects on the aquatic environment.
- Colorants and dyes can contain heavy metals such as mercury, lead, cadmium or hexavalent chromium compounds as constituents. These may cause severe health problems by bioaccumulation and biomagnification²¹. Problems do not only occur during the handling of these substances but also when they are discharged into the environment with waste water, or in the form of incineration ashes, etc.
- EDTA (ethylene-diamine-tetra-acetic acid) is a very strong complexing agent. Complexing agents are reactive composts that can re-mobilise heavy metals in river sediments when they are discharged into the aquatic environment. While this is true for all complexing agents, EDTA is of particular concern because it is very poorly biodegradable and has stronger complexing properties than other substances.
- APEOs (Alkylphenolethoxylates) are transformed in the environment into metabolites that are more toxic than the original surfactant, and both APEOs and metabolites are suspected to have hormone-mimicking, estrogenic effects affecting the reproductivity of male organisms, and have high bioaccumulation factors.

²¹ Bioaccumulation occurs when an organism absorbs a toxic substance at a rate greater than that at which the substance is excreted or degraded biologically. Biomagnification is the increase in concentration of a substance that occurs in a food chain as a consequence of: food chain energetic and low (or non-existent) rate of excretion/degradation of the substance. Although sometimes used interchangeably with 'bioaccumulation,' an important distinction is drawn between the two: bioaccumulation occurs within an organism, and biomagnification occurs across trophic (food chain) levels

Air pollution caused by emission of harmful gaseous pollutants during pulp and paper production has two fold negative impacts – ozone formation and human health hazards. The main air pollutants include total reduced sulphur compounds (TRS), volatile organic compounds (VOCs) like methanol gas²², and particulate matter. VOCs have an important role in the chemical reactions that form ozone. Ozone in the lower atmosphere causes health problems like damage to lung tissue and sensitizing of the lungs to other irritants. Particulate matter is linked to aggravation of respiratory and cardiovascular disease and increased risk of premature death²³.

4.1.6 Environmental pollution due to use of PVC in packaging of paper

Polyvinyl chloride (PVC)²⁴ is among the most commonly used plastics and is the most environmentally damaging type of plastic. The PVC lifecycle -- its production, use, and disposal -- results in the release of toxic, chlorine-based chemicals. These toxins build up in the water, air and food chain. It is known to cause severe health problems, including cancer, immune system damage, and hormone disruption.

Dioxin and dioxin-like compounds are unintentionally created whenever chlorine-based chemicals are produced, used or burned. Dioxin is known as one of the most toxic chemicals ever produced.

4.2 Reducing the key environmental impacts

The table 1 summarises the main environmental impacts related to copying and graphic paper as described above, and indicates the focus of measures to address these impacts

Table 1- Key environmental impacts of paper for office use

#	Impact	Sustainable Procurement Approach
1.	Forest depletion and biodiversity loss	Procurement of paper based on post-consumer recovered paper fibres (recycled paper) or paper from legally and sustainably harvested wood
2.	Depletion of finite water and natural resources due to water and energy consumption during production	Procurement of paper produced in factories with low energy consumption and emissions

²² USEPA “Transforming Paper Mill Pollution into Commercial Resource”. <http://www.epa.gov/sciencematters/june2011/papermill.htm>. Accessed on 5th August, 2013

²³ USEPA “The Pulp and Paper Industry, the Pulping Process, and Pollutant Releases to the Environment”, factsheet. November 1997. http://water.epa.gov/scitech/wastetech/guide/pulppaper/upload/1997_11_14_guide_pulppaper_id_fs2.pdf. Accessed on 5th August, 2013.

²⁴Source: <http://www.greenpeace.org/usa/Global/usa/report/2009/4/pvc-the-poison-plastic.html>, Accessed on 10th July, 2013.

#	Impact	Sustainable Procurement Approach
3.	Environmental pollution due to generation of toxic compounds like AOX from use of chemicals such as chlorine and chlorine substances;	Avoidance of certain substances in paper production and bleaching
4.	Destruction of aquatic life and impact on human health due to use of optical brightening agents	
5.	Environmental pollution and impacts on human health due to use of other chemical substances	
6.	Environmental pollution due to use of polyvinyl chloride in packaging of paper	Avoidance of packaging material containing PVC

5.0 Key Social Considerations

The social considerations applied to any business activity or process originate from international conventions and instruments developed mainly by International Labour Organization and United Nations. The social considerations are related to the ethical treatment of workers engaged in the business and the communities impacted by raw material sourcing.

The following practices are included under social considerations for workers:

1. Promoting fair treatment, non-discrimination, and equal opportunity of workers²⁵
2. Establishing, maintaining and improving worker-management relationship
3. Promoting compliance with national employment and labor laws
4. Protecting workers - including vulnerable categories such as children, migrant workers, workers engaged by third parties, and workers in the client's supply chain
5. Promoting safe and healthy working conditions, and the health of workers.
6. Avoiding use of forced labor and child labor
7. Allowing worker's organizations and collective bargaining to protect worker's rights regarding working conditions and terms of employment
8. Carrying out collective dismissals and retrenchment in a planned manner

²⁵Non-discrimination and equal opportunity refer to avoid basing employment decisions on parameters such as gender, race, nationality, ethnic, social and indigenous origin, religion or belief, disability, age, or sexual orientation.

9. Providing grievance mechanism to workers to raise workplace concerns

The above social considerations in a procurement process would be applicable to the producer and supplier of a product.

From the perspective of sustainability, impact of business activities on Indigenous People²⁶ is also included. These are social groups with identities that are distinct from mainstream groups in national societies. In many cases, their economic, social, and legal status limits their capacity to defend their rights to, and interests in, lands and natural and cultural resources, and may restrict their ability to participate in and benefit from development. The path towards sustainability promotes avoidance of adverse impacts on Indigenous Peoples and sharing benefits of business activities where they are adversely impacted.

Ethical trading, as defined by the Ethical Trade Initiative²⁷, refers to retailers, brands and their suppliers assuming responsibility for improving the conditions of the people who work for them. Most workers employed by supplier firms are based in developing or underdeveloped countries where there are inadequate legal provisions protecting workers' rights of even if such laws exist, they are rarely enforced. Firms that are committed to supporting ethical trade adopt a code of labour conduct that covers social elements like minimum wages, work hours, occupational health and safety, no child labour or gender discrimination etc. Their suppliers globally are supposed to follow this code of conduct.

However, implementing ethical trade is immensely challenging. This is because present day product supply chains are highly complex, spanning several countries worldwide thereby making traceability and accountability at every stage of the supply chain a difficult process. In addition, labour issues themselves stir debate on whether forcibly halting certain labour practices is justified. *(For e.g. in poor countries, child labourers are important supplementary income providers in their households. Without the informal work that they do, they may be forced to resort to anti-social practices like thievery, begging for alms or drug addiction to overcome or cope with their constraints, thereby leading them into more serious social problems.²⁸)*

6.0 Legislations Impacting Procurement of Paper

6.1 Environmental Regulations

The Environment Protection Act (EPA) 2002 is the main legislative framework to support environmental management in Mauritius. The act has been amended from time to time to be in line with new and emerging challenges, with regard to environmental protection strategies and tools for effective environmental protection and sustainable development. Environmental

²⁶ As described by International Finance Corporation's Performance Standard 7. There is no universally accepted definition of "Indigenous Peoples." Indigenous Peoples may be referred to in different countries by such terms as "Indigenous ethnic minorities," "aboriginals," "hill tribes," "minority nationalities," "scheduled tribes," "first nations," or "tribal groups."

²⁷ <http://www.ethicaltrade.org/about-eti>

²⁸ <http://www.ethicaltrade.org/about-eti>

concerns surrounding economic development have been given greater significance by bringing in Environmental Impact Assessments and Environmental Monitoring tools. Industrial waste audit regulations have also been introduced to encourage industries to self-regulate and adopt cleaner technologies. Since 2010, sustainable development has been included in the portfolio of the Ministry of Environment which empowers the Ministry to make regulations in relation to SCP for:

- the introduction of eco-labelling schemes for products
- carrying out cleaner production opportunity assessments in industry
- the introduction of producer and importer responsibility

Mauritius has been actively pursuing the path of Sustainable Development, with the Maurice Ile Durable (MID) Policy and Strategy Action Plan having been recently approved. Of the four MID Priority Programmes, three are expected to have a direct or indirect impact on product sustainability:

- Energy Conservation and Renewables
- Cleaner, Greener and Pollution Free Mauritius
- Green Economy

As the paper sourced for general office use under the Public Procurement System in Mauritius is not manufactured within Mauritius, there are no national regulations on environmental factors that could impact the production process for paper. However, compliance to the national legislations in the country of origin of the product should be ensured. Also there are no environmental issues addressing the importation of paper.

6.2 Social regulations

Mauritius has three legal provisions on social considerations, which may be applicable if the products sourced are manufactured within the country.

- Employment Relations Act 2008 and Employment Rights Act 2008
- Occupational Safety and Health Act 2005
- Sex discrimination Act 2002

If local manufacturers bid for a particular product, they shall be required to adhere to these laws, unlike international manufacturers for whom these laws shall not apply. For international bidders, social laws in the country of origin would apply.

7.0 Framework for developing Sustainability Criteria

7.1 Background

In order to operationalize the **National Action Plan on Sustainable Public Procurement for Mauritius** there is a need for a structured approach. During the operationalization

process, it is important to define how the product sustainability will be addressed. Sustainability, as is known, lies in the interplay of environmental quality, economic vitality and social equity and therefore the sustainability criteria should also be encompassing these elements of sustainability. Since the goods and service which will be addressed under this Action Plan will be growing in number and will be of diverse type there is need to evolve or adapt a framework of sustainability criteria which can then be applied across the products to be targeted under the SPP mechanism.

For this a structured and logical approach is required that has the potential for assessing the product sustainability addressing commonality across the elements of sustainability being assessed while being able to maintain the individuality that arises due to the basic nature of the product life cycle. A progressive and hierarchical system of criteria would be the best suited for such an approach.

Sustainability criteria sets have been defined by various organizations and even at country level or multi country level as in the global procurement system developed for the UN system of procurements. But the systems themselves vary in their approach and criteria sets prescribed for similar products. For a country like Mauritius, which, because of its SIDS status, has to use a framework for criteria development that is flexible and adaptable particularly considering that the source of most products in the country is imported from multiple countries across the world. A study carried out by the Green Purchasing Network India (GPNI) to develop an internationally coordinated and harmonized system provides such a framework.

The following section presents the key elements of the Framework developed towards the standardized assessment criteria and its applicability to the designated product being studied.

7.2 GPNI's Common Core Criteria²⁹

In order to develop the framework, GPNI reviewed multiple ecolabels (over 150) from all across the world in an analytical framework to identify a set of common core criteria applicable irrespective of product categories. The common criteria set comprises of eight Common Core Criteria to assess the sustainability performance of products across life cycle. **Figure 7** illustrates GPNI's 8 Common Core Criteria.

²⁹ The Framework towards Standardized Assessment Criteria for Eco Products and Eco Services was developed by the Green Purchasing Network India (www.gpnindia.org) to propose a framework towards developing harmonized criteria as applicable to products and services.

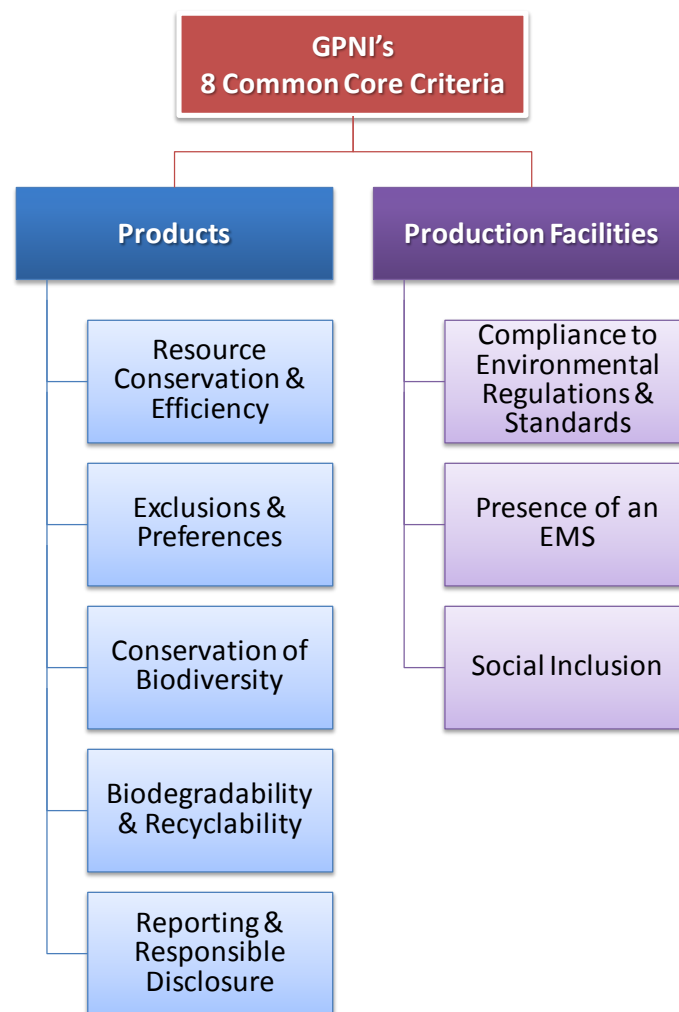


Figure 7: 8 Common Core Criteria proposed by GPN

Table 2 provides a description of 8 Common Core Criteria proposed by GPN.

Table 2: Description of GPN's Common Core Criteria

#	Common Core Criteria	Description
1.	Resource Conservation and Efficiency	Resource Conservation and Efficiency emphasizes on conservation and efficient consumption of resources. Efforts to conserve resources should be demonstrated to come close to the 'benchmarks' by appropriate choices of technology and by practicing 4Rs (Reuse, Recycle, Reduce and Recover)
2.	Exclusions and Preferences	Exclusions and Preferences indicate the kinds of substances or technologies that should be or should not be used throughout a life cycle. Exclusion criteria talks

#	Common Core Criteria	Description
		about substances and technologies that should not be used due to their adverse environmental impacts or risks. On the other hand, Preferences should be made for environmentally benign and socially acceptable technologies and substances.
3.	Conservation of Biodiversity	Conservation of Biodiversity refers to protection and conservation of regional and global ecological resources. The products or services should not pose risk to local, regional or national biodiversity assets.
4.	Biodegradability and Recyclability	'Biodegradability' means that the product should be easily decomposable by natural agents like microorganisms present in the environment. Recyclability indicates the potentials of a finished product to get recycled to a maximum extent possible prior to disposal.
5.	Reporting and Responsible Disclosure	Transparency to consumers/customers is very important. Reporting and Responsible Disclosure of products and services indicates disclosure of information to the consumers about product-ingredients, safety related precautions during use, environmental impacts and on disposal.
6.	Compliance to environmental, health and safety regulations	Compliance to environmental, health and safety regulations is one of the basic requirements for certifying products or services. At each stage of life cycle, the product or service needs to conform to the applicable national and international health safety and environmental laws, regulations and standards.
7.	Presence of Environmental Management Systems(EMS)	An Environment Management System, or EMS , is a comprehensive approach of managing environmental issues, integrating environment-oriented thinking into every aspect of business management. Presence of EMS ensures that greenness of a product or service is consistent and not a chance. It also indicates that a continual process of improvement is in place under the directions of top management.
8.	Social Inclusions	Social inclusion includes fair trade, pricing, promotion of local sourcing and practicing work related ethics.

7.3 Relevance and Applicability

The Common Core Criteria can be applied to goods to be procured under the SPP mechanism to address the environmental and social impacts caused during its various life cycle stages. Therefore, it can be used as a basic approach in the Sustainable Public Procurement of Mauritius to define technical specifications for products. Out of 8 Common Core Criteria, the three that are applicable to production facilities can be linked to Prequalification Criteria. The remaining five can be mapped to the Sustainability Criteria of SPP process for each product based on the environmental and social impacts caused during each stage of product's life cycle. This harmonized approach of using Common Core Criteria as a basis to develop Sustainability Criteria for product will ensure consistency and completeness of the SPP process in Mauritius.

In line with GPNI's Common Core Criteria, the Sustainability Criteria for SPP of Paper for office use have been mapped in the following sections.

7.4 Prequalification Criteria

Prequalification Criteria in SPP refers to suppliers' qualification requirements and conformance to social standards. Out of the 8 Common Core Criteria proposed by GPNI, **Table 3** shows the three criteria that can be linked to the Prequalification Criteria for this product:

Table 3: Linking Prequalification Criteria to GPNI's Common Core Criteria

#	GPNI's Common Core Criteria	Prequalification Criteria (examples)
1.	Compliance to Environmental, Health and Safety Regulations	Compliance with environmental legislations
2.	Social Inclusions	Adherence to national social regulations and standards

7.5 Sustainability Criteria

Besides the three common core criteria mentioned above, the other five common core criteria will have relevance to the Sustainability Criteria being proposed for this product. **Table 4** presents this Paper for general office use.

**Table 4: Linking Sustainability Criteria to GPNI's Common Core Criteria
- Paper for Office Use**

Sustainability Criteria -Paper for Office Use	GPNI's Common Core Criteria				
	Resource Conservation and Efficiency	Exclusions and Preferences	Conservation of Biodiversity	Biodegradability and Recyclability	Reporting and Responsible Disclosure
Sustainable forest wood fibres Paper must contain (70 – 100%) fibres that has been made from sustainable virgin fibres			✓		
Elementary chlorine free (ECF) The paper must be at least Elementary Chlorine Free (ECF)		✓			
Environmentally-friendly packaging The packaging for the paper/paper consumables shall not contain PVC or other chlorinated plastics		✓		✓	
Recovered paper fibres (pre and post-consumer recycled fibres) Paper must contain atleast 70% recovered paper (include both post-consumer recycled fibres and pre-consumer recycled fibres)	✓	✓			
Brightness The brightness level must be <90 according to ISO 2470:1999 or equivalent		✓			

8.0 Paper – Key Sustainability Criteria

8.1 Procurement Planning

In case of procurement of paper, at this stage an analysis should be carried out to identify the need for paper procurement. The need assessment could include the various ways the paper is going to be used. Such an analysis may indicate the variations in the different types

of papers needed (some usage may be fulfilled by lower quality of papers). At this stage the possibility of consolidating the requirement of paper in various public bodies could also be carried out so that the paper procurement could be done under the Framework Agreement. Such an approach gives the public bodies possibility of getting better 'value for money' and also provides assurance to the supplier(s) to develop its business in way to meet the requirements of the SPP.

The procurement planning step also should consider the market readiness to deliver. For recycled paper readily available the optimum percentage of recycled content depends on a combination of commercial and technical factors. Thus procurement planning may require engagement with paper suppliers in a transparent dialogue.

8.2 Developing the criteria – Sources and rationale

Paper that can be identified as a sustainable product has been recognised by various organisations / agencies through development of criteria. The criteria included in this sheet are adapted from the Sustainable Procurement Guidelines for Office Stationery prepared by UNEP criteria for office paper, which in turn have been drawn from criteria of three Type I³⁰ ecolabels—Blue Angel³¹, Nordic Swan³² and the European Ecolabel. The reason being that ecolabels are a valuable source of independently developed environmental performance criteria (**Section 11** explains about ecolabels for Paper). It may be noted that no ecolabel could be identified in Mauritius or East Africa.

In order to ensure coverage of all paper-related environmental issues, a comparison was made between Paper criteria of three sources: UNEP, the European Commission and Blue Angel. The Section 8.4 presents a combination of criteria from these sources, suitably adapted for application to Mauritius.

8.3 Verification methods

In several world regions, many paper companies have sought to reduce their environmental impacts by establishing environmental management systems in their factories and certifying their products with one or several ecolabels. This is particularly the case in Europe, North America and Japan. The market availability of certified paper based (totally or mainly) on virgin fibre and on recovered paper varies between countries but in countries where ecolabelled certified paper exists, both types of paper tend to be found at competitive prices.

Ecolabel criteria normally comprise, on the one hand, of product specific criteria and, on the other hand, the assessment or verification methods aimed at checking compliance with

³⁰ Type I labels are a voluntary, multiple-criteria based, third party program that awards a license that authorises the use of environmental labels on products indicating overall environmental preferability of a product within a particular product category based on life cycle considerations.

http://www.globalecolabelling.net/what_is_ecolabelling/index.htm

³¹ RAL-UZ 14: Recycled Paper (covering copy paper, envelopes, labels, paper, recycled paper, self-stick notes and writing paper)

³² Copying and Printing Paper: Basic Module, Supplementary Module

these criteria. Where procurement criteria are based on ecolabels, the easiest way to prove compliance will be through the possession of the relevant ecolabel (**Section 11** describes Ecolabels in detail). However, even if the product is not ecolabelled, the procurement/contracting authority must allow verification to be done via other means of proof, and this must be made explicit in the tender documents.

Bidders must therefore be given the opportunity to present other means of proof (that the product meets the specifications), such as declarations by the producer or by the supplier, technical and/or product safety sheets; calculation formulas, laboratory tests results, etc.

8.4 Sustainability criteria and verification guidance

This section presents the various possible sustainability criteria which may be considered as part of the SPP.

8.4.1 Prequalification Criteria

The Prequalification sustainability criteria that suppliers should meet for the product are given in **Table 5**.

Table 5 – Prequalification Sustainability Criteria - Paper for Office Use

#	Sustainability Criteria - Prequalification	Verification Guidance
1.	<p>Compliance with environmental legislation</p> <p>Bidders shall not be permitted to take part in a contract if they:</p> <p>Have been found guilty of grave professional misconduct, including non-compliance with environmental legislation, proven by any means which the contracting authorities can demonstrate; or have not fulfilled obligations relating to the payment of social security contributions in accordance with the legal provisions of the country in which s/he is established or with those of Mauritius</p>	<p>Bidders must provide a declaration that they meet this criterion in the Bid Submission form</p> <p>Upon request, they may be asked to provide documentary proof to support this declaration</p>
2.	<p>Adherence to national social regulations and standards</p> <p>Bidders shall not be permitted to take part in a contract if they do not adhere to the national social standards and legislations. The following are the basic requirements:</p> <ul style="list-style-type: none"> • Employment Relations Act 2008 and Employment Rights Act 2008 • Occupational Safety and Health Act 2005 	<p>Bidders must provide a declaration that they meet this criterion in the Bid Submission form.</p> <p>Upon request, they may be asked to provide documentary proof to support this declaration</p>

#	Sustainability Criteria - Prequalification	Verification Guidance
	<ul style="list-style-type: none"> Sex discrimination Act 2002 	

8.4.2. Requirement Definition

The sustainability criteria required from suppliers based on which they would be evaluated during bidding are given in **Table 6**.

Table 6: Sustainability Criteria - Paper for Office Use

#	Sustainability Requirement Criteria	Requirement Definition	Verification Guidance
The Bidder will be required to comply with either criterion 1A or 1B. The criteria 2 to 4 should be mandatorily complied.			
1A	Sustainable forest wood fibres	Paper must contain at least 70% fibres that has been made from sustainable virgin fibres	Any appropriate means of proof demonstrating that criteria aimed for sustainability for procurement of raw material (wood / wood pulp) are met will be accepted, such as a declaration from the manufacturer along with an independent audit report by a recognised body certifying the compliance to the criteria.. Products carrying the FSC label or equivalent will be deemed to comply.
1B	Recovered paper fibres (pre and post-consumer recycled fibres)	Paper must contain at least 70% recovered paper (include both post-consumer recycled fibres and pre-consumer recycled fibres)	Any appropriate means of proof demonstrating that the criteria are met will be accepted, such as a declaration from the manufacturer along with an independent audit report by a recognized body certifying the compliance to the criteria. Products carrying the Blaue Engel (German ecolabel), Umweltzeichen (Austrian ecolabel) or the FSC Recycled label or equivalent will be deemed to comply. The European Ecolabel, the Green Seal ecolabel and the PEFC label can

#	Sustainability Requirement Criteria	Requirement Definition	Verification Guidance
			also serve as means of proof if it is specified that the paper is made from 100% recovered paper fibres.
2	Elementary chlorine free (ECF)	The paper must be at least Elementary Chlorine Free (ECF)	<p>Any appropriate means of proof demonstrating that the criteria are met will be accepted, such as a technical dossier from the manufacturer along with a test report from a recognized body showing compliance.</p> <p>All products carrying the European Ecolabel, Blaue Engel (German ecolabel), Nordic Swan, Eco Mark Japan, Chlorine-Free Products Association (CFPA) label or the Green Seal ecolabel, will be deemed to comply.</p>
3	Environmentally-friendly packaging	The packaging for the paper shall not contain PVC	Any appropriate means of proof demonstrating that the criteria are met will be accepted, such as a technical dossier from the packaging manufacturer or a declaration from the paper manufacturer along with a certificate from a recognized body stating explicitly the absence of PVC in the material.
4	Brightness	The brightness level must be between 90 to 100 as measured by the ISO Brightness scale given in ISO 2470:2009 or equivalent	<p>Any appropriate means of proof demonstrating that the criteria are met will be accepted, such as a technical dossier from the manufacturer along with a test report from a recognized body showing compliance,</p> <p>All products carrying the European Ecolabel, Blaue Engel (German ecolabel), Nordic Swan, Eco Mark Japan, Chlorine-Free Products Association (CFPA) label or the Green Seal ecolabel, will be deemed to comply.</p>

8.5. Implementation notes

8.5.1. On Prequalification

Compliance with environmental legislation

Where appropriate, the contracting authorities should ask bidders to supply relevant documents and, where they have doubts concerning the status of the bidder, they may seek the co-operation of the competent authorities.

The exclusion of such economic operators should take place as soon as the contracting authority has knowledge of a judgement concerning such offences. If national law contains provisions to this effect, non-compliance with environmental legislation or legislation on unlawful agreements in public contracts which has been the subject of a final judgement or a decision having equivalent effect may be considered an offence concerning the professional conduct of the economic operator concerned or grave misconduct.

8.5.2. On Requirement definitions

Recognised Body

Testing laboratories and certification bodies that are recognised by the National Accreditation Agency of the country of origin or an International Accreditation Agency which is member of International Laboratory Accreditation Cooperation (ILAC) or International Accreditation Forum (IAF) shall be treated as Recognised Body. In case of ambiguity, the opinion of Mauritius Accreditation Service (MAURITAS) may be obtained.

Requirement or evaluation criteria

If the purchasing/contracting authority is unsure about the price and availability of products meeting the requirement definitions in the local market, the above Specifications can be used instead as Award/Evaluation criteria. Where a points based evaluation system is used, these criteria could, for example, be given a 15% weighting in the final evaluation.

Recovered paper fibres

If it is possible to purchase paper made from 100% recovered fibres due to higher cost and/or insufficient market supply, it is recommended that the paper purchased is from either recovered or sustainably harvested virgin fibres. The specifications for purchasing paper made of virgin paper fibres should be as follows:

- All virgin wood fibres for pulp production shall come from forests that are managed so as to implement the principles and measures aimed at ensuring sustainable forest management
- These principles and measures shall at least correspond to the UNCED Forest Principles (Rio de Janeiro, June 1992) and, where applicable, to the criteria or guidelines for sustainable forest management as adopted under the respective

international and regional initiatives (ITTO, Montreal Process, Tarapoto Process, UNEP/FAO Dry-Zone Africa Initiative).

Sustainable forest wood fibres

In many cases paper available on the market may be neither fully 100% recycled nor 100% from virgin fibre, but instead contain a mixture of sources. The subject matter therefore can specify paper from virgin fibre but paper based on virgin fibre, allowing the use of recycled fibres for the paper production as long as the specifications defined above are met.

Brightness level

The purchasing/contracting authority may choose to use a brightness level of less than 90. Above 90 would require the paper to be treated with optical brightening agents. Levels as low as 60, are of a good enough quality for everyday office use and have a shorter whitening process, therefore better environmental performance. In some countries, the term “brightness” is often used interchangeably with the term “whiteness”.

References to labels in Verification

For using ecolabels for verification of compliance, Type I ecolabel, according to ISO 14024 should be used. Also the acceptability of the ecolabel in Mauritius should be ascertained. It should be ensured that the ecolabel demonstrate compliance with the criteria presented here. For more information regarding ecolabels available globally, please consult the website of the Global Ecolabelling Network (GEN): <http://www.globalecolabelling.net>.

9. Relevant Ecolabels

There are a wide variety of labels available and also several classification schemes for labels defined by the International Standards Organisation (ISO)- Type I, Type II³³ and Type III³⁴ labels. **Type I labels**³⁵ are the most useful group for procurers because they are based on life-cycle environmental impacts and the criteria are set by an independent body and monitored through a certification or auditing process. Transparency and credibility is thus ensured by third-party certification.

A number of Type I and “Type I like” labels are presented in **Table 9**. Some of the Type I labels for office paper are the European Ecolabel, Nordic Swan, Milieukeur, Blue Angel,

³³ Type II labels are self-declared environmental claims. They are not independently verified, do not use pre-determined and accepted criteria for reference http://www.globalecolabelling.net/what_is_ecolabelling/index.htm Accessed on 20 June 2013

³⁴ Type III labels are voluntary programs that provide more detailed quantitative information of products. It takes the form of a matrix and similar to declarations of nutritional characteristics of products. A “score” is given for the product for certain environmental impacts, based on LCA methods and by a third party certification agency. http://www.globalecolabelling.net/what_is_ecolabelling/index.htm Accessed on 20 June 2013

³⁵ They are according to ISO 14024 standard. Type I labels are a voluntary, multiple-criteria based, third party program that awards a license that authorises the use of environmental labels on products indicating overall environmental preferability of a product within a particular product category based on life cycle considerations. http://www.globalecolabelling.net/what_is_ecolabelling/index.htm Accessed on 20 June 2013.

Good Green Buy, Czech Ecolabel, Hungarian Ecolabel and Austrian Umweltzeichen. Other Type I ecolabels that meet the criteria can also be accepted as proof of compliance.

Apart from these ecolabels, office paper can also be marked with the logos of the FSC or PEFC sustainable forest management systems. These, depending on what they state, can certify that paper is made of 100% recycled fibres or that it contains a minimum percentage of certified sustainable wood fibres. However they do not deal with any other environmental aspects relating to paper production.

Table 7: Ecolabels relevant to Paper

Name and Website	Region
TYPE I LABELS	
Ecologo http://www.ecologo.org	North America
Stichting Milieukeur http://www.smk.nl/	Europe (Netherlands)
Nordic Swan http://www.svanen.se	Europe (mainly Scandinavia)
Austrian Ecolabel (Umweltzeichen) http://www.umweltzeichen.at/cms/home233/content.html	Europe (Austria)
Blaue Engel http://www.blauer-engel.de	Europe (Germany)
EcoMark http://www.ecomark.jp/english/	Japan
“TYPE I LIKE” LABELS	
Forest Stewardship Council (FSC) https://ic.fsc.org/	International. For wood fibres
Programme for the Endorsement of Forest Certification (PEFC) http://www.pefc.org/	International. For wood fibres
Sustainable Forestry Initiative (SFI) http://www.sfiprogram.org/	North America. For wood fibres

Because the production of recycled paper and paper based on virgin fibre is different, the criteria of the various ecolabels are not the same. For example, the production of paper based on virgin fibre is characterised by a high water and energy consumption and emissions to air and water. The European and Nordic Swan ecolabel criteria focus on these aspects, as well as on the use of chemical products. On the other hand, the Blue Angel criteria for paper based on post-consumer recovered paper fibres concentrate on the use of chemical products in pulp and paper manufacture and on technical performance.

10. Information Sources

- UNEP Sustainable Procurement Guidelines for Office Furniture – Background Report; Furniture Product Sheet
- European Commission GPP Training Toolkit – Furniture Background Product Report; Furniture Product Sheet http://ec.europa.eu/environment/gpp/eu_gpp_criteria_en.htm
- Manual on 'Development of Framework Towards Standardized Assessment Criteria for Eco-Products and Eco-Services'; Green Purchasing Network India; 2012
- Purchasing Guidelines of Green Purchasing Network Japan <http://www.gpn.jp/English/guideline.html>
- Blue Angel ("Blaue Engel" - the German national ecolabel): <http://www.blauer-engel.de>
Specific criteria set used - Basic Criteria for Award of the Environmental Label for Recycled Paper RAL-UZ 14
- Mauritius Employment Relations Act 2008
- Mauritius Employment Rights Act 2008
<http://labour.gov.mu/English/Documents/Legislations/Employment%20rights%20acts%202008/employment%20rights%20act%202008.pdf>

11. Additional Guidance

- For more information on environmental labels and the use of environmental labels in the UN procurement process, please consult: "A Guide to Environmental Labels for procurement Practitioners of the United Nations system" published by UNOPS and UNEP (as part of the HLCEM/SUN sustainable procurement initiative) (July 2009).
- The Procura⁺ Manual 2nd edition: A Guide to Cost-effective Sustainable Public Procurement. ICLEI- Local Governments for Sustainability, Freiburg, Germany. 2007.
- ICLEI - Local Governments for Sustainability & Ecoinstitut Barcelona: European Commission Green Public Procurement (GPP) Training Toolkit – Module 3: Purchasing Recommendations. Copying and Graphic Paper. Background Product Report. (2008), Brussels, Belgium
- Swedish Environmental Management Council's (MSR) procurement criteria for chemical products (Not yet available in English – www.msr.se) – Provides concrete purchasing criteria which can be used directly by public authorities or other major purchasers
- Öko-Institut & ICLEI (2007): Study on costs/benefits of Green public procurement in Europe. Available at -
http://ec.europa.eu/environment/gpp/pdf/eu_recommendations_1.pdf

Annexure 1:

A Generic Comparison of Contents between Mauritian SPP Guidelines and UNEP SPP Guidelines

SPP Guidelines for Mauritius		UNEP SPP Guidelines		Remarks
Sec. Nos.	Title	Sec. Nos.	Title	
1.	Introduction, Scope and Methodology	1.	Introduction and Scope	Sections 1.2. and 1.3. of Mauritian SPP guidelines do not have equivalent sections in the UNEP guidelines. Section 1.2. talks about the methodology that has been used in developing SPP Guidelines for Mauritius. Section 1.3. provides the differences in structure of Sustainability Criteria on SPP of each product category
1.1. 1.2. 1.3.	Scope Methodology for Developing SPP Guidelines for Mauritius Structure			
2.	Incorporating Sustainability in the Mauritian Procurement System	2.	Incorporating Sustainability in the UN Procurement System	The section has been contextualised to the Mauritian Procurement System.
2.1. 2.2.	Public Procurement Act (PPA) 2006 Mode of Integrating Sustainability in the Procurement Process <i>Procurement Planning</i> <i>Requirement definitions</i> <i>Sustainability Evaluation Criteria</i> <i>Contract Management</i>		Relevant UN Procurement Procedures Procurement Planning – Subject matter Requirement Definition – Specifications Sourcing – selecting environmentally and socially responsible suppliers and manufacturers Evaluation – using Life Cycle Costing and Bonus System Contract Review and Award – contract clauses	The Section on Contract Review from UNEP guidelines has not been included in the Mauritian Guidelines. This will be taken up as a subsequent deliverable for the project where detailed analysis of the Standard Bidding Documents for each of the Product Categories will be conducted.
2.3	Framework Agreements			
3.	Institutional Enablers for Sustainable Public Procurement in Mauritius	-	-	This section presents a review of the existing and proposed Policies, Strategies and Programs that can stimulate SPP in

SPP Guidelines for Mauritius		UNEP SPP Guidelines		Remarks
Sec. Nos.	Title	Sec. Nos.	Title	
3.1. 3.2. 3.3. 3.4. 3.5.	“Maurice Ile Durable” (MID) Policy, Strategy and Action Plan National Programme on Sustainable Consumption and Production (2008 - 2013) National Action Plan on Sustainable Public Procurement (SPP) for Mauritius (2011-2015) Solid Waste Management Facilitation of End-of-Life Disposal of Procured Items in Public Bodies			Mauritius.
4. 4.1. 4.2.	Key Environmental Impacts Elements and Potential Environmental Impacts (<i>specific to each product category</i>) Reducing the Key Environmental Impacts	3. 3.1.	Key Environmental Impacts Potential Environmental Impacts(<i>specific to each product category</i>)	The SPP Approach for Reducing Key Environmental Impacts has been reviewed and expanded from that included by UNEP.
5.	Key Social Considerations	4.	Key Social Considerations	-
6.	Legislations Impacting Procurement (<i>specific to each product category</i>)	5.	Legislations Impacting Procurement(<i>specific to each product category</i>)	-
7. 7.1. 7.2. 7.3. 7.4. 7.5.	Framework for developing Sustainability Criteria Background GPNI's Common Core Criteria Relevance and Applicability Linking GPNI's Common Core Criteria to Prequalification Criteria Linking GPNI's Common Core Criteria to Sustainability Criteria(<i>specific for each of the product categories</i>)	-	-	This section has been specially included in the Mauritian SPP Guidelines. It describes how the Common Core Criteria developed by the Green Purchasing Network of India can be used as a framework to develop Sustainability Criteria for products towards public procurement.

SPP Guidelines for Mauritius		UNEP SPP Guidelines		Remarks
Sec. Nos.	Title	Sec. Nos.	Title	
8.	Key Sustainability Criteria (<i>specific to each product category</i>)	6.	Sustainable Procurement Criteria – Sources and Rationale	Section 8.2. of Mauritian SPP Guidelines matches Section 6. of the UNEP Guidelines.
8.1.	Procurement Planning	7.2.	Verification methods	Section 8.3. of Mauritian SPP Guidelines matches Section 7.2. of the UNEP Guidelines. All the other sections on Sustainability Criteria (8.1 – 8.5. of Mauritian Guidelines) matches the section heading given in the product sheets of UNEP. Key Sustainability Criteria have been contextualised to the Mauritian context.
8.2.	Developing the Criteria – Sources and Rationale			
8.3.	Verification Methods			
8.4.	Sustainability Criteria and Verification Guidance			
8.5.	Implementation Notes <i>Prequalification Criteria Requirement Definition</i> <i>On Prequalification</i> <i>On Requirement Definitions</i>			
9.	Relevant Ecolabels (<i>specific to each product category</i>)	6.1.	Environmental Labels(<i>specific to each product category</i>)	
10.	Information Sources	8.	Information Sources	-
11.	Additional Guidance	6.2.	Other Guidance	-