

Sustainable Public Procurement Guidelines **on** **Passenger Cars**

The Procurement Policy Office

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

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Abbreviations

CFC	Chlorofluorocarbon
CO	Carbon Monoxide
EFL	Environment Friendly Label
EMS	Environmental management Systems
EU	European Union
GHG	Greenhouse Gas
GPNI	Green Purchasing Network of India
GWP	Global Warming Potential
HFO	Hydrofluoro-Olefin
LCA	Life Cycle Assessment
LCC	Life Cycle Cost
MID	Maurice Ile Durable
NOx	Nitrogen Oxides
OAP	Open Advertised Bidding
OBA	Optical Brightening Agents
PPA	Public Procurement Act
PPO	Public Procurement Office
PVC	Poly Vinyl Chloride
SOx	Sulphur Oxides
SPP	Sustainable Public Procurement
SWM	Solid Waste Management
TOR	Terms of Reference
UNEP	United Nations Environment Program
USEPA	United States Environment Protection Agency
VOC	Volatile Organic Compound

1.0 Introduction, Scope and Methodology

The sustainable procurement guidelines for Passenger Cars 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

Motor vehicles exist in many forms and fulfil a variety of functions. Vehicles typically function in similar ways and although their material make-up may vary, it is their engine size/type and weight that distinguishes them from each other.

In the United Nations WEBBUY system, operated by UNOPS, over 15 vehicle categories exist. These include the most popular categories; sedans, pick-ups, SUVs and light duty vehicles. Armoured vehicles are also amongst the most popular types of vehicles purchased, however, these and motorcycles do not fall under the scope of this guideline.

These guidelines cover the purchase of Passenger Cars.

While many of the environmental impacts of vehicles is dependent on their size, type of fuel and their energy consumption characteristics, these impacts are all cross cutting in practice. These guidelines can therefore be used for generic understanding of procurement of other passenger vehicles. However, certain legislative requirements for the purchase and operation of motor vehicles are dependent on the size and type of vehicle, more information is therefore provided where warranted and available.

The Sustainable Public Procurement Action Plan of Mauritius states that the emission of greenhouse gases, emission of air pollutants, extraction of raw materials from renewable and non-renewable resources, use of fossil fuel from limited sources, noise emissions and end-of-life disposal are some of the key sustainability impacts on a global and local level created by procurement of transport vehicles.²

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

² National Action Plan for Sustainable Public Procurement in Mauritius(2011-2015)

However, traffic impacts are prominent in Mauritius and proposals to reduce energy consumption and air pollution would likely to be easily supported. Thus, there is a scope for improvement in environmental and social impacts with the positioning of sustainability criteria in the public procurement system of Mauritius.

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.

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.

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.

1.3 Structure

The guidance document starts with discussion of key environmental impacts of Vehicles, including Car 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 and evaluation criteria. 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 has also been provided.

2.0 Incorporating Sustainability into the Mauritian Public 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 procurement officials (refer **Figure 1**)

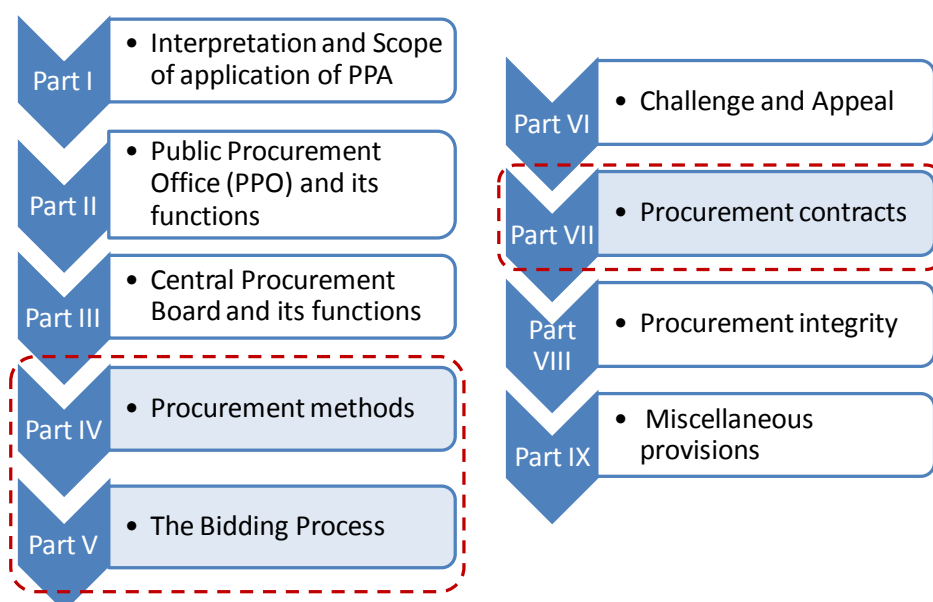


Figure 1- Public Procurement Act 2006

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 methods³ 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

2.1.2 Procurement Process

The **Figure 2** depicts the outline of conventional procurement process⁴ as conducted as per PPA 2006. The stages where sustainability requirements can be integrated have also been highlighted with alphabets.

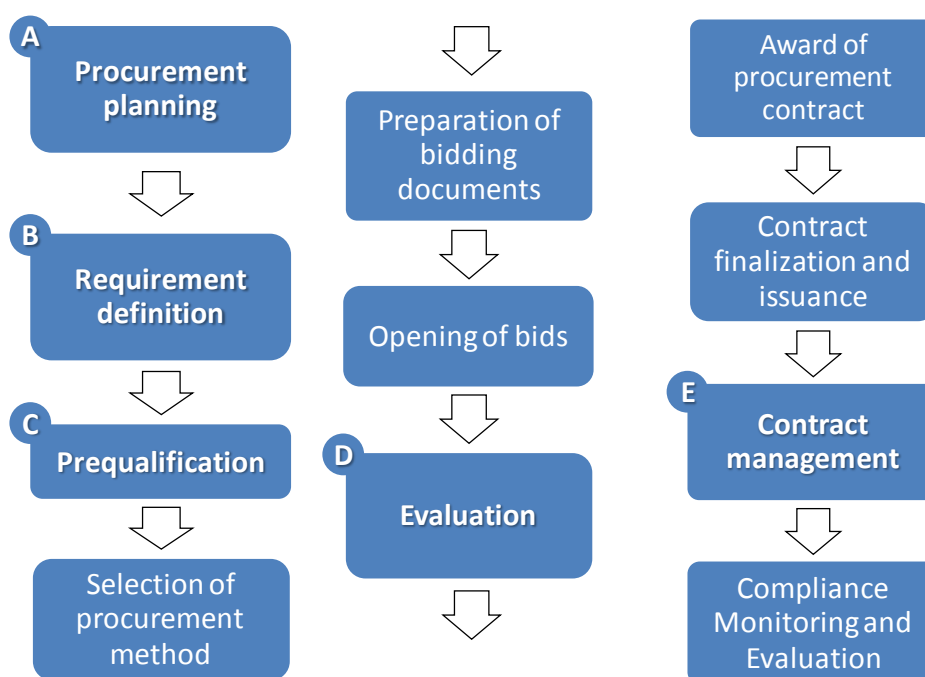


Figure 2- Mauritius procurement process

³ 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

⁴ Also referred to as *bidding 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.

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.

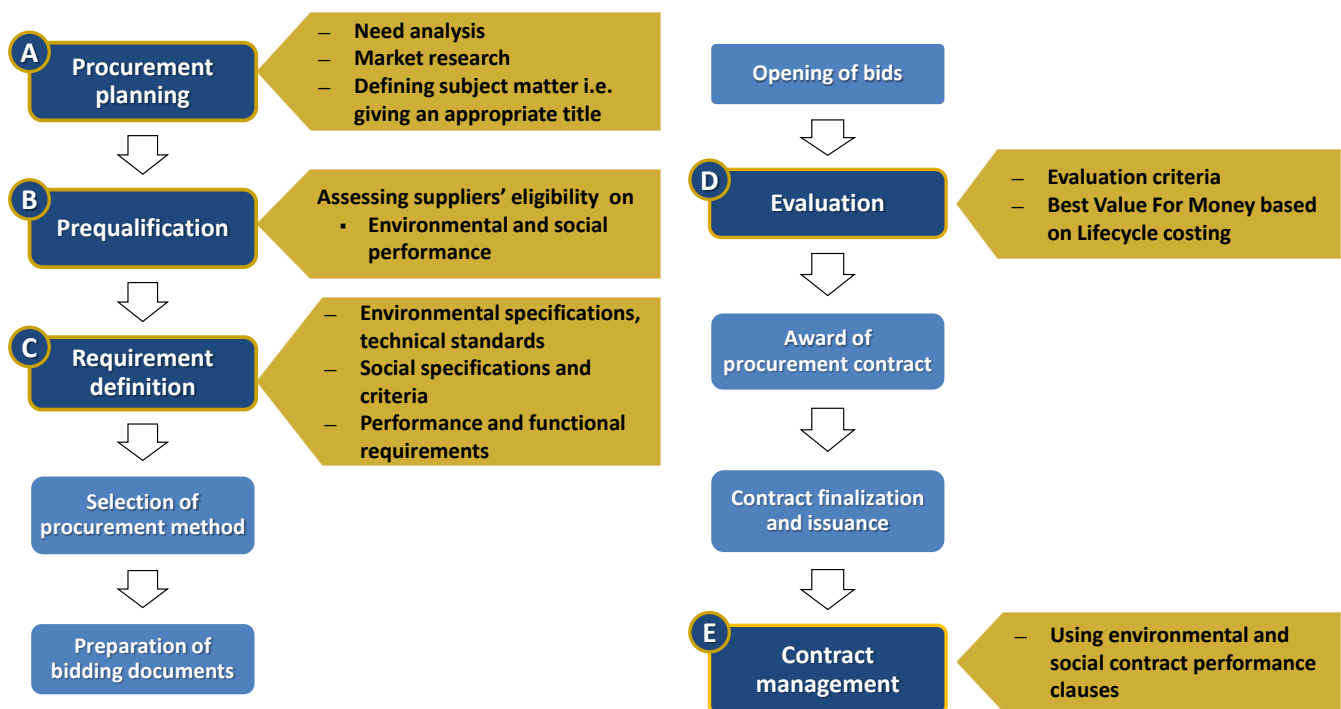


Figure 3- Stages at which sustainability interventions can be incorporated in the procurement process

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.⁵ 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"⁶.

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 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 Government⁷.

2.2.4 Sustainability Evaluation Criteria

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

⁵ 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

⁶ Environmental Procurement Practice Guide Volume 1, UNDP Practice Series. September 2008. http://www.greeningtheblue.org/sites/default/files/UNDP-Environmental%20procurement_0.pdf

⁷ 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))

*“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.**”⁸*

To implement SPP in Mauritius, a life-cycle approach⁹ 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.

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.

⁸ Adopted from National Action Plan on Sustainable Public Procurement - Mauritius

⁹ Life cycle approach has been explained in details in Section 10.

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 period¹⁰. 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 some of the target products. 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 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, the Honourable Dr. 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 it 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

¹⁰ Usually a maximum of 4 years (Source: National Action Plan on Sustainable Public Procurement (SPP) for Mauritius (2011- 2015))

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)¹¹ in collaboration with MoESD is setting up an Environment Friendly Label (EFL) for goods and services. TOR on the development of an Eco-labelling scheme for local products and services in Mauritius has been finalized.¹²

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.

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

- *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.*

¹¹ The 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).

¹² Mid Term Review of the National Programme on Sustainable Consumption and Production (SCP); MoESD; February 2012

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.

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 equipment, 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**.

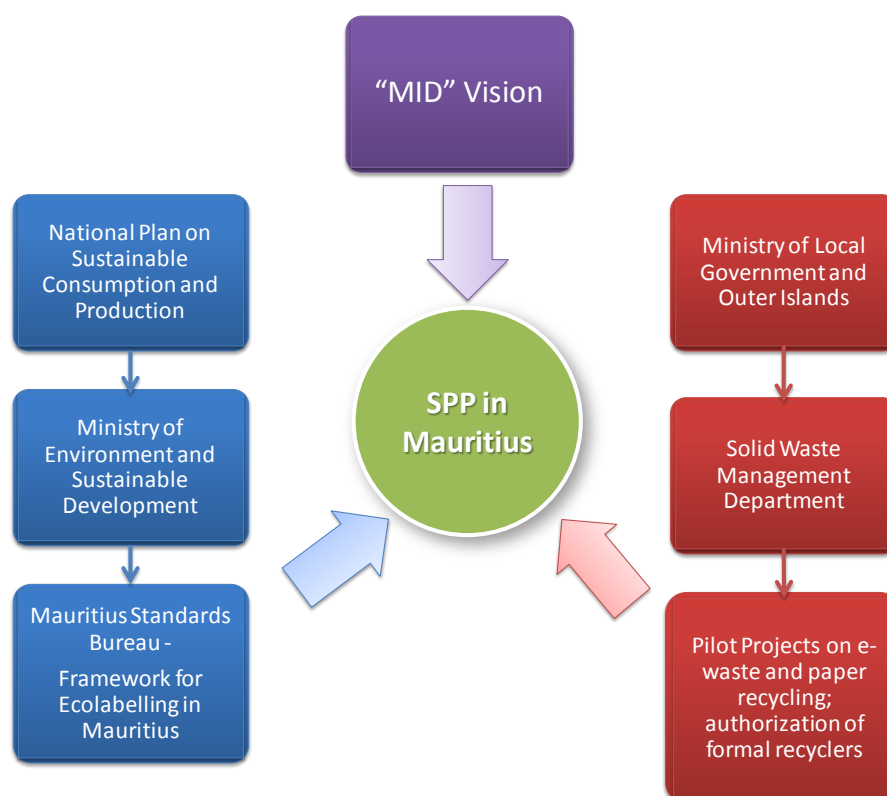


Figure 4: Institutional enablers to stimulate SPP in Mauritius

4.0 Key Environmental Impacts

As Mauritius is a Small Island Developing State (SIDS)¹³, it is more sensitive than non-SIDS nations on certain environmental impact aspects.¹⁴ 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.

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 disposal¹⁵. It is an important supporting instrument for aiding decision-making on environmental impacts concerning products or services.

¹³Small 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”

¹⁴ SIDS focused Green Economy: An analysis of challenges and opportunities. UNEP, UN DESA and FAO, 2012

¹⁵ UNEP website

As majority products including passenger cars 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.

The environmental impacts across the life cycle for passenger cars are as follows:

- Depletion of finite natural resources and environmental pollution due to production of passenger cars
- Air pollution due to emission of greenhouse gases and other pollutants due to fuel combustion in passenger cars
- Impacts on human health from exposure to pollutants released from fuel combustion in cars
- Impacts on flora and fauna due to deposition of pollutants released from fuel combustion in cars
- Impacts on human health due to noise generated by passenger cars when operated on roads
- Land pollution due to leaching of hazardous chemicals from unscientific disposal of passenger cars and its components
- Contributing to global warming due to release of CFC-12 during disposal of air conditioning units from cars
- Land and water pollution due to unscientific disposal of lubricant oils and batteries from cars

In the Mauritian context, the environmental impacts during the use and disposal phase of passenger cars are more dominant. A schematic of key environmental impacts across the Life cycle of passenger cars is presented in **Figure 5**.

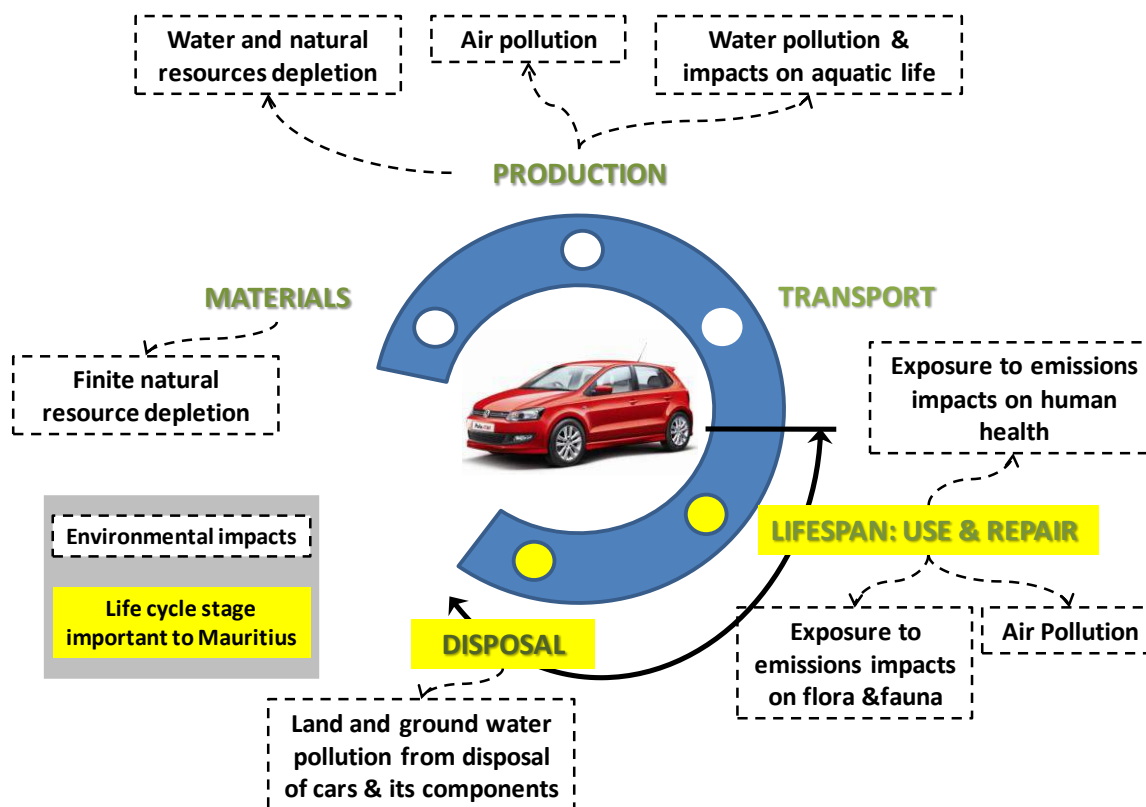


Figure 5: Key Environmental Impacts across the Life Cycle of Cars

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 use of conventional energy for production and greenhouse gas emission, combustion of fuels, release of CFC-12 from air conditioning units in cars etc. could lead to the same risk namely climate change. Similarly exposure to pollutants, impacts during production of cars and its allied components, noise generated by cars on roads pose a risk to human health (See Figure 6).

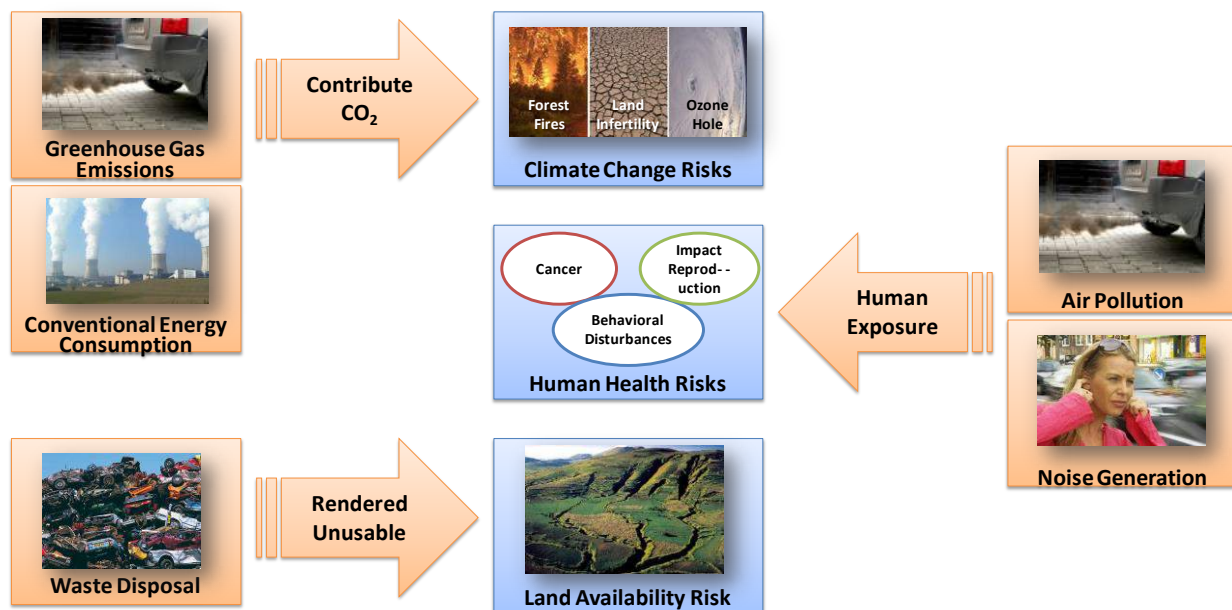


Figure 6: Key Environmental Impacts and their Risks

The environmental impacts caused by procurement of vehicles across various stages of the product's life cycle are described in the following section.

4.1 Potential Environmental Impacts of Passenger Cars

4.1.1 Greenhouse Gas Emissions

Fuel - Most vehicles today are equipped with an internal combustion engine that combust fossil fuels, typically gasoline, diesel or natural gas, to provide energy for propulsion. When a litre of gasoline is burned it combines with oxygen to produce nearly 2.4 Kg of carbon dioxide (CO₂), thus contributing to emission of Green House Gases (GHGs). The transportation sector as a whole is responsible for the emission of 25% of the annual GHGs globally¹⁶. Of the total GHG emissions from transport, over 85% are due to CO₂ emissions from road vehicles. By moving from a conventional car to a green car, one can reduce the quantity of greenhouse gas emissions by several tons a year.

Manufacturing and Disposal - A lifecycle analysis of most passenger cars would show that the energy used in manufacture and disposal can account for up to 75% of the energy used during its life¹⁷. This percentage includes the energy used in mining and producing raw materials, production of the vehicle, its transport to an outlet, replacement and maintenance and its disposal. The materials used typically include iron and steel, non-ferrous metals (particularly aluminium), plastics, composites, glass, rubber and fluids. The disposal of these and other substances also contribute to the production of solid wastes that are either recycled,

¹⁶ DEFRA, 2005

¹⁷ Funazaki et al. 2003

incinerated or land-filled, each option leading to a complex set of environmental issues and concerns. The energy used to create and recycle these raw materials and to produce an automobile is directly proportional to the amount of GHGs (mostly carbon dioxide) emitted into the atmosphere.

4.1.2 Other Gaseous Pollutants

The engine combustion process produces a large number of other gaseous pollutants from the vehicle tail-pipe. The following pollutants are typically regulated and reported as primary gaseous pollutants from vehicle operations: particulate matter (PM), carbon monoxide (CO), nitrogen oxides (NO_x), and sulphur oxides (SO_x). A small measure volatile organic compounds (VOCs) and unburnt hydrocarbon (HCs) are also emitted from vehicles. Depending on fuel additives used, heavy metals such as lead or manganese can also be present as particles. The combustion process in the presence of sunlight can give rise to the production of photochemical smog, a mixture of polluting gases including ozone (O₃) that is an extremely strong oxidizing agent and harmful to human health.

These compounds have various effects on our local environment and human health. Vehicle air pollution contributes to a number of health issues and common diseases. It can increase a person's risk of cancer, impair the body's immune system and cause many respiratory problems. It is also commonly linked to asthma and is believed to be a contributor to birth defects. These and their effects are described further.

Particulate Matter

Particulate matter (PM) is composed of small particles of solid or liquid material that can have varying composition. It has potential health impact associated with lung diseases. PM is also responsible for reduced visibility in the ambient environment.

Carbon monoxide

This gas is formed from the incomplete combustion of fuels and is the major contributor of CO. The concentrations of CO can rise during winter months when inversions lead to its trapping in cities and enclosed geographies. CO is most dangerous for people with heart disease, inhaling even a low concentration can lead to chest pains and difficulty in breathing. Long term exposure can produce permanent cardiovascular damage. CO is also a precursor for the formation of smog. A well functioning vehicle after-treatment tail-pipe unit, such as a catalytic converter will help reduce the amounts and concentrations of CO emitted from vehicles.

Nitrogen Oxides (NO_x)

The oxides of nitrogen are produced from the combustion process in engines, power plants and other high temperature fossil fuel burning activities. They are acidic in nature and in the presence of water can form nitrous and nitric acids. NO_x is also a component of photochemical smog is a constituent in the formation of ground level ozone and can cause acid rain. Inhalation of NO_x for even small periods of time (30 minutes) can lead to respiratory difficulties including the inflammation of airways and asthma. Prolonged exposure, such as staying on congested highways with poor airflow, has lead to emergency room visits and hospitalization.

Sulphur Oxides (SO_x)

Sulphur is naturally present in crude oil and the combustion of fossil fuels then leads to the emission of SO_x, an acidic gas that is easily soluble in water to form sulphurous and sulphuric acids. SO_x is the chief ingredient of acid rain, which damages trees, crops, historic buildings, and monuments; water bodies and soils.

The negative health effects associated with SO_x mainly concern the lungs and the cardiovascular system. While there is no after-treatment solution for SO_x in vehicles, the levels of sulphur in diesel and gasoline are carefully regulated worldwide and reduction of sulphur in fuels has become standard operation in most refineries.

Lead

Lead tetrachloride is an octane booster that is used as a gasoline additive. It is extremely detrimental to human health and development in children. Once taken into the body either by ingesting food/drink contaminated by lead or breathing in the particles, lead distributes throughout the body in the blood and is accumulated in the bones. Depending on the level of exposure, lead can adversely affect the nervous system, kidney function, immune system, reproductive and developmental systems and the cardiovascular system. Infants and young children are especially sensitive to even low levels of lead, which may contribute to behavioural problems, learning deficits and lowered IQ.

Ozone

Ozone at the ground level is a pollutant and an extremely strong oxidizing agent. Motor vehicle exhaust and industrial emissions, gasoline vapours, and chemical solvents as well as natural sources emit NO_x and VOC that help form ozone. Ground-level ozone is the primary constituent of smog. Breathing ozone can trigger a variety of health problems including chest pain, coughing, throat irritation, and congestion. It can aggravate bronchitis, emphysema, and asthma.

Volatile Organic Compounds (VOCs) and Hydrocarbons (HCs)

These refer to a large class of compounds. They typically occur in small quantities and concentrations and are emitted through vehicle exhaust systems. VOCs and HCs can have many different effects on human physiology; these include: Eye, nose, and throat irritation; headaches, loss of coordination, nausea; damage to liver, kidney, and central nervous system. An example is the low levels of the carcinogen formaldehyde that is emitted by natural gas vehicles.

4.1.3 Other Environmental Impacts

Other non-gaseous pollutants include oil and other car fluids, such as the acid in car batteries that contribute to water pollution and corrosion. Noise pollution and long commutes are other detrimental side-effects from car traffic; this adds to a general reduction in the quality of life and can cause stress and high blood pressure. Air and water pollution also impacts the environment around us, compromising the growth of plants and harming animals. The disposal

of a vehicle presents a solid waste issue that will be addressed in the section titled “Disposal of vehicles”.

4.1.4 Disposal of Vehicles

Passenger cars can be disposed through a number of different routes:

- The car may be sold as a second hand
- A large portion of it is recycled and the rest is put in a landfill
- The car is retrofit with new parts (engine etc) and reused

In Europe for example, when a car reaches the end of its useful life¹⁸, it is generally dismantled into parts. Environmentally dangerous components such as car batteries and fluids such as oil are recycled, as are other useful parts. The rest of the vehicle is then shredded to produce a mix of metal (75%) and fluff (25%). The ferrous metal components are then separated using magnetic machinery and reused. Other valuable non-ferrous metallic components are sorted by hand and recycled.

Some of the older cars in developed countries find their way to second hand markets in developing countries. Initially, vehicles of any condition were exported, but with time regulations and requirements in importing countries were created to keep out the dirtiest and least road-worthy vehicles. These regulations often include limits on the age of the vehicle, requirements on after-treatment technology and a general mechanical soundness of the car.

Disposal of air-conditioning units and other systems in old vehicles leads release of CFCs. Older vehicles with air-conditioning units typically used R-12 as a working fluid which is composed mostly of CFC-12. The Montreal Protocol has banned the use of CFC-12 which is a strong ozone depleting substance. Many EU countries and the U.S. are pushing to phase out HFC-134a which is in use currently in air conditioning units. A more climate friendly alternative known as HFO-1234y with a global warming potential (GWP) of 4 is under experimentation. German automobile manufacturers are looking at the use of high-pressure carbon dioxide as a working fluid in their air conditioning units (carbon dioxide has a GWP of 1).

4.2 Reducing the Key Environmental Impacts

Table 1 summarises the main environmental impacts related to passenger cars as described above, and indicates the focus of measures to address these impacts.

¹⁸ The useful life of a car varies greatly by country, its regulations and levels of GDP per capita of its inhabitants. Many vehicles disposed of in developed countries are in fact sold as second-hand vehicles in developing countries

Table 1- Key environmental impacts and Approach for SPP in Passenger Cars

#	Impact	Sustainable Procurement Approach
1.	Depletion of finite natural resources and environmental pollution due to production of passenger cars	Optimizing procurement of passenger cars Increasing life of the car through availability of spare parts and service centres
2.	Air pollution due to emission of greenhouse gases and other pollutants due to fuel combustion in passenger cars	Procurement of low emission vehicles Procurement of vehicles capable of using renewable energy (biofuels, electricity from renewable energy sources, hydrogen from renewable energy sources)
3.	Impacts on human health from exposure to pollutants released from fuel combustion in cars	Reduce fuel consumption through eco-driving, tyre pressure monitoring systems and gear shift indicators
4.	Impacts on flora and fauna due to deposition of pollutants released from fuel combustion in cars	Reduce fuel consumption by using low viscosity lubricants and low rolling resistance tyres
5.	Impacts on human health due to noise generated by passenger cars when operated on roads	Procuring cars with lesser noise generation parameters Providing facilities for servicing and regular maintenance of cars
6.	Land pollution due to leaching of hazardous chemicals from unscientific disposal of passenger cars and its components	Increasing life of the car through availability of spare parts and service centres Ensuring scientific disposal of cars
7.	Contributing to global warming due to release of CFC-12 during disposal of air conditioning units from cars	Procurement of vehicles with low GWP (global warming potential) air-conditioning units
8.	Land and water pollution due to unscientific disposal of lubricant oils and batteries from cars	Ensure the scientific collection and management of used lubricant oils and batteries

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 workers¹⁹
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
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 People²⁰ 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 Initiative²¹, 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.

¹⁹ Non-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.

²⁰ 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."

²¹ <http://www.ethicaltrade.org/about-eti>

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.²²)*

6.0 Legislations Impacting Procurement of Passenger Cars

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 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 passenger cars sourced under the Public Procurement System in Mauritius is not manufactured within Mauritius, compliance to the national legislations in the country of origin of the product should be ensured.

²² <http://www.ethicaltrade.org/about-eti>

For import of passenger cars (and other vehicles) as well as for their use there are two regulations with environmental considerations. These are presented below:

6.1.1 The Road Traffic (Control of Vehicle Emissions) Regulations, 2002

The regulation mandates that every motor vehicle will have to be constructed and maintained in such a manner that smoke and noise emitted from it does not exceed the prescribed limits. The standards are applicable for new, second hand imported and in-use petrol and diesel driven motor vehicles.

6.1.2 CO₂ Bill

There is a new excise duty/rebate system for Mauritius, based on CO₂ emission for vehicles and in effect since July 2011. The Excise (Amendment) Bill of 2011, popularly known as 'CO₂ bill', provides for both levy and rebate based on the CO₂ emission from the vehicle. A CO₂ levy or CO₂ rebate has been introduced around a dynamic CO₂ threshold currently set at 158 grams per km, which is the average CO₂ emission of new motor vehicles classified as motor cars imported into Mauritius in 2010. The CO₂ threshold will be reviewed in subsequent years to reflect the average pattern of import of new motor cars. The CO₂ levy will be payable if the CO₂ gram per Km of a motor car exceeds the CO₂ threshold of 158 CO₂ grams per Km. Both the levy and rebate are provided on a graduated scale.

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 import 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 Criteria²³

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.

²³ 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.

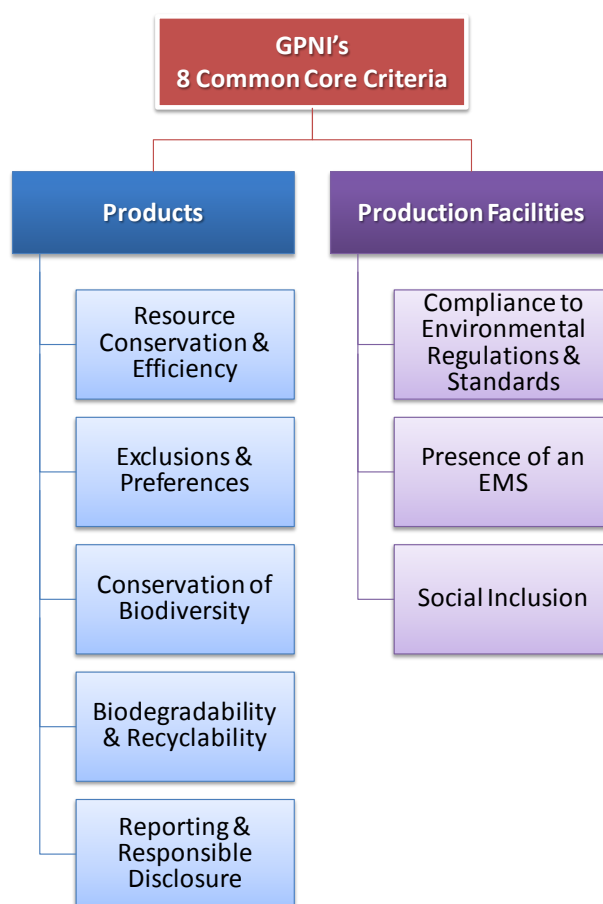


Figure 7: 8 Common Core Criteria proposed by GPNI

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

Table 2: Description of GPNI'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 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

#	Common Core Criteria	Description
		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.

An attempt has been made in this study to link GPNI's Common Core Criteria to Sustainability Criteria for SPP of each of the 5 product sectors covered under the scope of this project.

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 products.

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 of product to national social regulations and standards

7.5 Sustainability Criteria

Besides the three common core criteria mentioned above, the other five common core criteria as well as the criteria 'Compliance to Environmental, Health and Safety Regulations' will have relevance to the Sustainability Criteria being proposed for this product. Refer **Table 4**.

Table 4: Linking Sustainability Criteria to GPNI's Common Core Criteria – Passenger Cars

Sustainability Criteria – Passenger Cars	GPNI's Common Core Criteria					
	Compliance to EHS Regulations	Resource Conservation and Efficiency	Exclusions and Preferences	Conservation of Biodiversity	Biodegradability and Recyclability	Reporting and Responsible Disclosure
CO ₂ emission	✓	✓				
Exhaust gas emissions	✓					

Sustainability Criteria – Passenger Cars	GPNI's Common Core Criteria					
	Compliance to EHS Regulations	Resource Conservation and Efficiency	Exclusions and Preferences	Conservation of Biodiversity	Biodegradability and Recyclability	Reporting and Responsible Disclosure
Noise emission levels	✓					
Air conditioning (AC) gases			✓			
Warranty and Durability	✓					
Maintenance	✓					

8.0 Passenger Cars – Key Sustainability Criteria

8.1 Procurement Planning

At this stage an analysis should be carried out to identify the need for procurement of cars. The need assessment could include the purposes for, and frequency with, which the cars are going to be used. Such an analysis may indicate possibilities of carpooling between officials if their car requirement timings do not coincide and if a chauffeur usually ferries officials to and fro places.

The procurement planning step also should consider the market readiness to deliver and support more sustainable cars including whether the country has supporting policies and infrastructure in place for operating them. For example,

8.2 Developing the criteria – Sources and rationale

Passenger cars 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 Vehicles prepared by UNEP and review of literature on green transportation. In the context of Mauritius, the use phase of passenger cars is more dominant and hence the sustainability criteria are oriented towards reduction of greenhouse gas emissions as result of better fuel efficiency.

8.3 Verification Methods

Following the international regulatory frameworks from UNEP or European Commission, many of the important environmental performance parameters (fuel consumption and exhaust and noise emissions) must be detailed in the technical sheets accompanying the vehicles, which considerably ease verification procedures.

Regarding CO₂ emissions, passenger cars must always carry a label where CO₂ emissions are stated, providing a further information source for verification.

Furthermore, as frequent maintenance will be carried out, suppliers/ bidders will have to provide a report stating how many times lubricant oils and tyres have been changed and the invoices indicating the products purchased to guarantee that the products used really are environmentally friendly.

For other aspects laboratory tests and/or manufacturer's declarations will serve as means of proof.

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 – Passenger Cars

#	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 Required from Suppliers

#	Sustainability Criteria	Specification	Verification Guidance
Purchase or lease of low-emission vehicles (diesel, petrol, hybrid or full electric)			
1	CO₂ emission	The average for new cars should not exceed 158 g ²⁴ CO ₂ /km	<p>The bidder must provide the technical sheet of the vehicle where the CO₂ emissions are stated.</p> <p>The measurement of CO₂ emissions from vehicles is required to be certified by a recognized body.</p>
2	Exhaust gas emissions Tail-pipe emissions of various gaseous pollutants like nitrogen oxides (NOx), total hydrocarbon (THC), carbon monoxide(CO) and particulate matter (PM) (as applicable) should be expressed by individual pollutant and/or as meeting available standards	Vehicles must comply with the Road Traffic (Control of Vehicle Emissions) Regulations 2002	<p>The bidder must provide the technical sheet of the vehicle where the exhaust gas emissions are stated.</p> <p>The measurement of emissions of nitrogen oxides (NOx), total hydrocarbon (THC), carbon monoxide (CO) and particulate matter (PM) (as applicable) emissions from vehicles</p>

²⁴ 158 CO₂ grammes/km is the highest emission levels for which rebate is available under Mauritius' "CO₂ Bill"

#	Sustainability Criteria	Specification	Verification Guidance
			is required to be certified by a recognized body.
3	Noise emission levels	Vehicles must comply with the Road Traffic (Control of Vehicle Emissions) Regulations 2002	The bidder must provide the technical sheet of the vehicle where the vehicle noise measured as stated in the regulations.
4	Air conditioning (AC) gases Refrigerants used in vehicle AC units are a potential source of ozone depleting substances and also may have very high Global Warming Potential (GWP). Fugitive emissions from these AC units are hard to control, but the choice of a more ozone and climate friendly working fluids for AC are available	The type of refrigerant used in the AC unit supplied should be non-CFC type.	The bidder must provide the name and formula of the refrigerating gas used in the air conditioning system.
6	Warranty and Durability: Minimum years of warranty and availability of replacement parts for the vehicle	Bidders must provide a warranty for a period of at least 2 years or 70,000 km, whichever occur first with a further guarantee on availability of parts	Bidders must provide appropriate documentation to indicate period in which the complete vehicle is under warranty; further guarantee on parts needs to be stated
7	Maintenance Vehicles need to have locally available maintenance support	Bidders must must identify affiliated institutions in the country that can perform maintenance to standard and keep vehicle warranty intact	Bidder must provide appropriate documentation to indicate that they have established affiliate institutions in Mauritius with adequately skilled manpower

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.

Air conditioning (AC) gases

The bidder must provide the name, formula and GWP of the refrigerating gas used in the air conditioning system. If a mixture of gases is used, the GWP will be calculated as follows: $GWP = \sum (\text{Substance X \%} \times GWP_x) + (\text{Substance Y \%} \times GWP_y) + \dots (\text{Substance N \%} \times GWP_n)$ where % is the contribution by weight with a weight tolerance of +/- 1%. Information on GWP of gases can be found at:

http://www.grida.no/publications/other/ipcc_tar/?src=/climate/ipcc_tar/wg1/248.htm#tab67

9.0 Life Cycle Costing

A growing number of authorities are using LCC and best value assessments to help ensure the products they are purchasing are making the best use of public budgets, or in the case of the United Kingdom representing the highest value for money (VFM). LCC is used at various points in the standard-setting, tender development, and bid evaluation process²⁵.

²⁵ The LCC section in these Guidelines have been drawn from UNEP Guidelines, EC Europa Buying Green handbook and ESMAP's Public Procurement of Energy Efficient Products: Lessons From Around the world (2012)

At the award stage (bid evaluation stage) of procurement, cost of a tender is generally one of the most important factors. However, “cost” includes much more than the purchase price quoted in regular procurement tenders. Costs which will be incurred during the lifetime of the product or service are equally important and are taken into consideration when doing “Life cycle costing”. These life cycle costs comprise:

- Purchase price and associated costs – delivery, installation, commissioning etc
- Operating costs – energy/ fuel/ water consumption, spares, and maintenance
- End-of-life costs – like decommissioning or disposal

LCC may also include the cost of negative externalities (E.g. Greenhouse gas emissions).

9.1 LCC and environmental considerations

Using LCC in evaluating tenders will ensure that costs of resource use, maintenance and disposal are taken into account, as these are additional to the purchase price. This will be a winning proposition for the procurer as such an evaluation more often finds that the greener product is cheaper on the whole. A brief on the areas of life-cycle cost savings are given below:

Energy and water savings

Costs of energy and water consumption during the use phase, account for a large share of product lifecycle costs as well as a large share of life cycle environmental impacts.²⁶ Consequently, it is a win-win situation on both monetary and environmental fronts if this consumption is reduced.

Savings on maintenance and replacement

Sometimes the greenest alternative is one where the period until replacement is longer and maintenance requirements are lesser. In other words, the lifespan of the product must be comparatively longer and durability or assembly of the product designed for less maintenance. This would translate into lower total lifecycle costs.

Disposal cost savings

Disposal costs are tend be left out when regular procurement tendering is done. This may cause a good bargain to turn into an expensive buy. Costs of disposal comprise physical removal and secure disposal, especially if there exist stringent government regulations on disposal of certain kinds of materials in products. If recycling options are available, then there may be an opportunity to make profits from using recycled material.

²⁶Can vary depending on the kind of product. For e.g. Furniture is not an energy or water consumptive product during use phase unlike IT equipment.

9.2 Applying LCC in procurement

Many public authorities in Europe have begun using LCC in determining the lowest lifetime cost when evaluating offers. In order to conduct LCC in procurement, certain issues require consideration:

- **Product lifespan:** A cheaper product that requires frequent replacement might cost more in the long run than an expensive but long lasting product. Therefore, when deciding the number of years over which life cycle cost comparisons are done, this point must be kept in mind.
- **Discount rate:** Takes into account the time value of money i.e. an amount of money available today is worth more than the same amount of money available in future as it can earn interest over time. The discount rate is usually taken to be the national interest rate²⁷. By applying it to future costs, it helps determine the present value of those future costs – Net Present Value (NPV). In this way, a comparison of present and future costs can be done which is important in life cycle cost comparisons.
- **Data availability and reliability:** As lifecycle costing needs inputs on costs to be incurred in future (E.g. for maintenance, energy consumption, the product's actual lifespan), there exists an aspect of unpredictability. Hence, bidders must be asked to produce detailed information on cost estimations. For those future costs within control of the supplier (E.g. if they handle maintenance or disposal), maximum limits of the future prices can be laid out. By this, greater certainty can be factored into LCC calculations.

9.3 LCC for Passenger Cars in Mauritius

The method for computing LCC of a car described below shall be used by the Purchaser for evaluating bids. This method has been developed considering the phases of the life cycle during the ownership of the car with the Purchaser.

The method for evaluation of LCC of a car described below shall be applied for passenger cars with identical specifications. For cars with different specification, the method shall be applied for each different type and added to derive the total LCC of the fleet to be purchased.

1. Acquisition Cost (as submitted by Bidder)	_____ MUR/car -----(I)
2. Life of Car (as defined by Purchaser for LCC purpose)	5 years or
3. Inflation Rate (i)	[insert rate as defined for Mauritius]
4. Cost of Insurance The cost of insurance for the car for a period of 5 years shall be computed	

²⁷ Adapted from Investopedia – Definition of Discount Rate

The cost of insurance for Year 1 (as submitted by Bidder)=_____MUR

Items	Year 1	Year 2	Year 3	Year 4	Year 5
Cost of insurance	C_1	$C_2=C_1(1+i)$	$C_3=C_2(1+i)$	$C_4=C_3(1+i)$	$C_5=C_4(1+i)$

Total cost of insurance for 5 years = $\sum C_n$ -----(II)

5. Cost of Spare Parts

The cost of spare parts shall be computed for 5 years.

Method given below for computation of life cycle cost is applicable to each spare part listed in Section IV; Schedule for Life Cycle Costing

Items	Year 1	Year 2	Year 3	Year 4	Year 5
Numbers of one Spare part required in a year (as submitted by Bidder)	N_1	N_2	N_3	N_4	N_5
Cost of one spare part	C_1	$C_2=C_1(1+i)$	$C_3=C_2(1+i)$	$C_4=C_3(1+i)$	$C_5=C_4(1+i)$
Cost of each spare part per year	$N_1 C_1$	$N_2 C_2$	$N_3 C_3$	$N_4 C_4$	$N_5 C_5$

Total Cost of Spare Parts

= $\sum N_n C_n$ (Spare Part 1) + $\sum N_n C_n$ (Spare Part 2) +----- + $\sum N_n C_n$ (Spare Part n) --
----- (III)

6. Cost of Fuel Consumption

The cost of fuel consumption over 5 years shall be computed assuming standard driving conditions.

Assumption of 175000 km driven in 5 years (35000 km per year)

Fuel type as submitted by Bidder in Section IV: Schedule for Life Cycle Costing is _____

The mileage of the car is assumed to depreciate by 10% after the first two years and then remains constant for the next three years.

Items	Year 1	Year 2	Year 3	Year 4	Year 5
Mileage (km/litre) [written down method]	M_1	$M_2=M_1$	$M_3= M_2 - (M_2 \times 0.1)$	$M_4= M_3$	$M_5= M_3$

Fuel consumed per year	$F_1 = 35000/M_1$	$F_2 = 35000/M_2$	$F_3 = 35000/M_3$	$F_4 = 35000/M_4$	$F_5 = 35000/M_5$
Cost of 1 litre fuel	C_1	$C_2 = C_1(1+i)$	$C_3 = C_2(1+i)$	$C_4 = C_3(1+i)$	$C_5 = C_4(1+i)$
Cost of fuel consumed per year	$F_1 C_1$	$F_2 C_2$	$F_3 C_3$	$F_4 C_4$	$F_5 C_5$

Total Cost of Fuel Consumed = $\sum F_n C_n$ -----(IV)

7. Cost of Maintenance

Total maintenance required for 5 years as submitted by the Bidder in Section IV: Schedule for Life Cycle Costing = _____ (no.)

Items	Year 1	Year 2	Year 3	Year 4	Year 5
Maintenance (as submitted by Bidder)	N_1	N_2	N_3	N_4	N_5
Cost of one Maintenance	C_1	$C_2 = C_1(1+i)$	$C_3 = C_2(1+i)$	$C_4 = C_3(1+i)$	$C_5 = C_4(1+i)$
Cost of maintenance per year	$N_1 C_1$	$N_2 C_2$	$N_3 C_3$	$N_4 C_4$	$N_5 C_5$

Total Cost of Maintenance = $\sum N_n C_n$ -----(V)

8. Life Cycle Cost (of a car for 5 years)	I + II + III + IV + V
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10.0 Relevant Ecolabels

In vehicles, ecolabels are available for fuel-efficiency only. The Blue Angel Type I²⁸ ecolabel for low-noise and low-pollutant municipal vehicles and buses²⁹ covers the following environmental aspects:

- Noise emissions (limit values for vehicles, operating noise and occupational safety)
- Pollutant emissions (driving engine, separate engine for auxiliary units and greenhouse potential)
- Paint work

A few Type I ecolabels are available for products used in vehicles maintenance such as lubricant oils (e.g. the Catalonian label for regenerated lubricants that requires lubricants to contain at least 25% of regenerated oils) and tyres (such as the European Ecolabel, the Nordic Swan or the Blue Angel).

In the EU, the main label for vehicles (it only applies for passenger cars), is the label on **fuel consumption and CO₂ emissions** that all new cars have to display as established in the fuel-efficiency labelling Directive 1999/94/EC³⁰. The Directive makes display of CO₂ emission information compulsory but allows Member States to publish national guidelines on the fuel efficiency of new cars as well as other informative measures. These guidelines classify vehicles in fuel efficiency classes.

11.0 Information Sources

- UNEP Sustainable Procurement Guidelines for Vehicles – Background Report; Vehicles Product Sheet
- European Commission GPP Training Toolkit – Transport Background Product Report; Transport Product Sheet
http://ec.europa.eu/environment/gpp/eu_gpp_criteria_en.htm
- Blue Angel (“Blaue Engel” - the German national ecolabel): <http://www.blauer-engel.de>
Specific criteria sets used:
 - RAL-UZ 59: Low-Noise and Low-Pollutant Municipal Vehicles and Buses
 - RAL-UZ 89: Low-Noise and Fuel-Efficient Automobile Tires

²⁸ 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.

²⁹ Low-Noise and Low-Pollutant Municipal Vehicles and Buses. RAL-UZ 59

³⁰ Directive 1999/94/EC relating to the availability of consumer information on fuel economy and CO₂ emissions in respect of the marketing of new passenger cars

- The Procura⁺ Manual 2nd edition: A Guide to Cost-effective Sustainable Public Procurement. ICLEI- Local Governments for Sustainability, Freiburg, Germany. 2007.
- 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>

12.0 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 HLCM/SUN sustainable procurement initiative) (July 2009).

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. 1.1. 1.2. 1.3.	Introduction, Scope and Methodology Scope Methodology for Developing SPP Guidelines for Mauritius Structure	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
2. 2.1. 2.2. 2.3	Incorporating Sustainability in the Mauritian Procurement System 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> Framework Agreements	2.	Incorporating Sustainability in the UN Procurement System 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 has been contextualised to the Mauritian Procurement System. 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.
3.	Institutional Enablers for Sustainable Public Procurement in Mauritius	-	-	This section presents a review of the existing and proposed Policies, Strategies

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			and Programs that can stimulate SPP in 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>On Prequalification</i> <i>On Requirement Definitions</i>			
9.	Life Cycle Costing(<i>specific to each product category</i>)	7.	Implementing the sustainable procurement criteria	Section 9 in Mauritian SPP Guidelines elaborates in detail on LCC as a concept and then talks about how it can be used for procurement.
9.1.	LCC and environmental considerations	7.1.	Using a lifecycle approach	
9.2.	Applying LCC in procurement			
9.3.	LCC for Passenger Cars in Mauritius			
10.	Relevant Ecolabels(<i>specific to each product category</i>)	6.1.	Environmental Labels(<i>specific to each product category</i>)	
11.	Information Sources	8.	Information Sources	-
12.	Additional Guidance	6.2.	Other Guidance	-