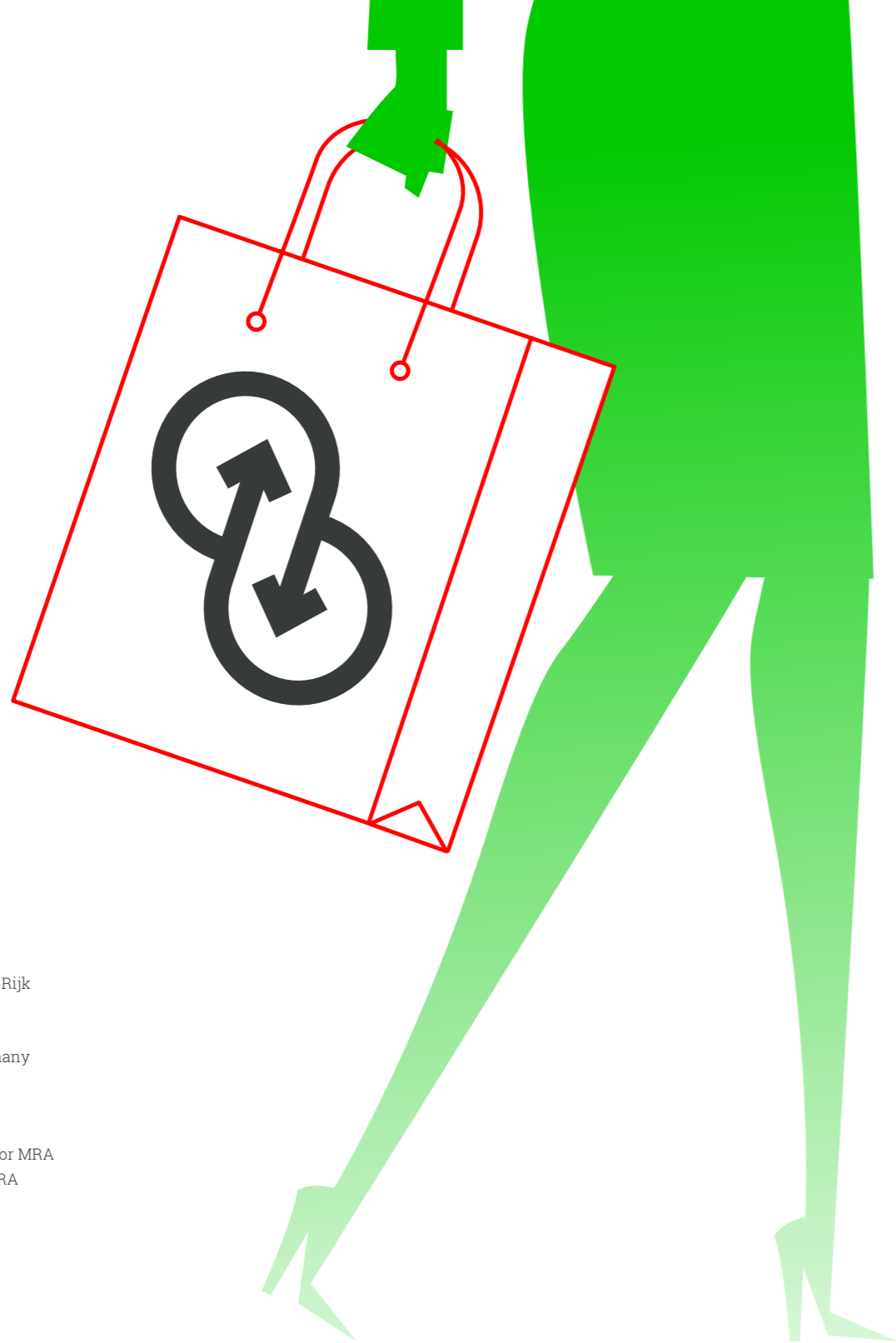


Roadmap Circular Procurement & Commissioning Towards 100%





Towards 100%

This roadmap provides the measuring methodology to determine when a tender can be called circular and establish the organisation's level of circular procurement. The roadmap also shows how the organisation can reach the desired level of circular procurement and commissioning. It provides a well-designed set of actions and instruments that match the organisation's character and ambitions. These actions relate to the organisational processes, communications and level of support in the organisation, and the implementation of the measuring methodology. This ensures that circular procurement and commissioning is firmly embedded within the organisation. A step-by-step plan helps you design the implementation process and select actions.

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Reading guide
& Summary

I
Basic
chapters

II
Core
chapters

III
Recommendations

Library

What is the best way to use the MRA Roadmap Circular Procurement & Commissioning?

The roadmap is structured as follows. The publication starts with this reading guide and a summary. The roadmap itself consists of three parts: Part I Basic chapters, Part II Core chapters, Part III Recommendations. In addition, there is an extensive Library.

I Basic chapters

The basic part of the roadmap starts with an Introduction that explains the context and purpose of the roadmap. The Introduction is particularly relevant to administrators.

The next chapter, Start, provides basic information on the contents and system of this roadmap.

This chapter helps you select an ambition level for your organisation. The selected ambition level is an essential element of the roadmap.

The chapter 10-Step Plan provides a detailed description of the steps your organisation can follow to produce an effective implementa-

tion plan for circular procurement and commissioning. The 10-Step Plan provides a frame of reference for reading and implementing the roadmap.

II Core chapters

The basic chapters are followed by part II, the core chapters. These chapters provide detailed information on Measuring, A ready organisation, and Ownership and communication. These are the elements (measuring methodology, internal process of the organisation, and ownership and communication) that we deem necessary to achieve the MRA objectives as formulated in the MRA Letter of Intent on circular procurement and commissioning.

You can turn to each of these chapters as a source of inspiration and knowledge. The chapters contain a range of concrete actions that the organisation can take. The roadmap system enables you to select actions from the core chapters to create an integral plan for circular procurement and commissioning.

To facilitate your selection process, each of the three chapters (Measuring, A ready organisation, and Ownership and communica-

tion) contains a timetable. These timetables suggest results you should aim for in a particular year, depending on the selected ambition level. Having a clear focus on your objectives for a particular year allows you to choose the right actions.

Actions are indicated by the icon. You can also open and download a checklist for each chapter, listing all available actions for you in a single overview.

III Recommendations

The chapter Recommendations identifies the elements we want to pursue as MRA, with the aim to support all MRA authorities

in their circular procurement and commissioning process. In addition, each chapter contains recommendations on the

development path we envisage. The chapter Recommendations is also relevant to administrators.

Library

The roadmap is supplemented by a set of instruments and examples that are referred to where relevant. These instruments are intended to make things easy for you. For example, an instrument can be a template for a communication plan or a calculation model for the measuring methodology. The instruments also contain material to broaden your knowledge.

The examples are included to inspire you with actual case stories: how did fellow authorities deal with this? The instruments and examples can be found in the Library section. Please note that The practical examples in this library have been provided by the municipalities and provinces participating in the MRA and are only available in Dutch.

Navigation and links



The roadmap is a digital guide with smart navigation options. It has been designed to make navigating between the different parts of the roadmap as easy as possible. You can use the links and menu buttons to jump to various part of the document. You select the sections that are of interest to you and you can access the information in any order you like. But of course you are welcome to read the roadmap from front to back.

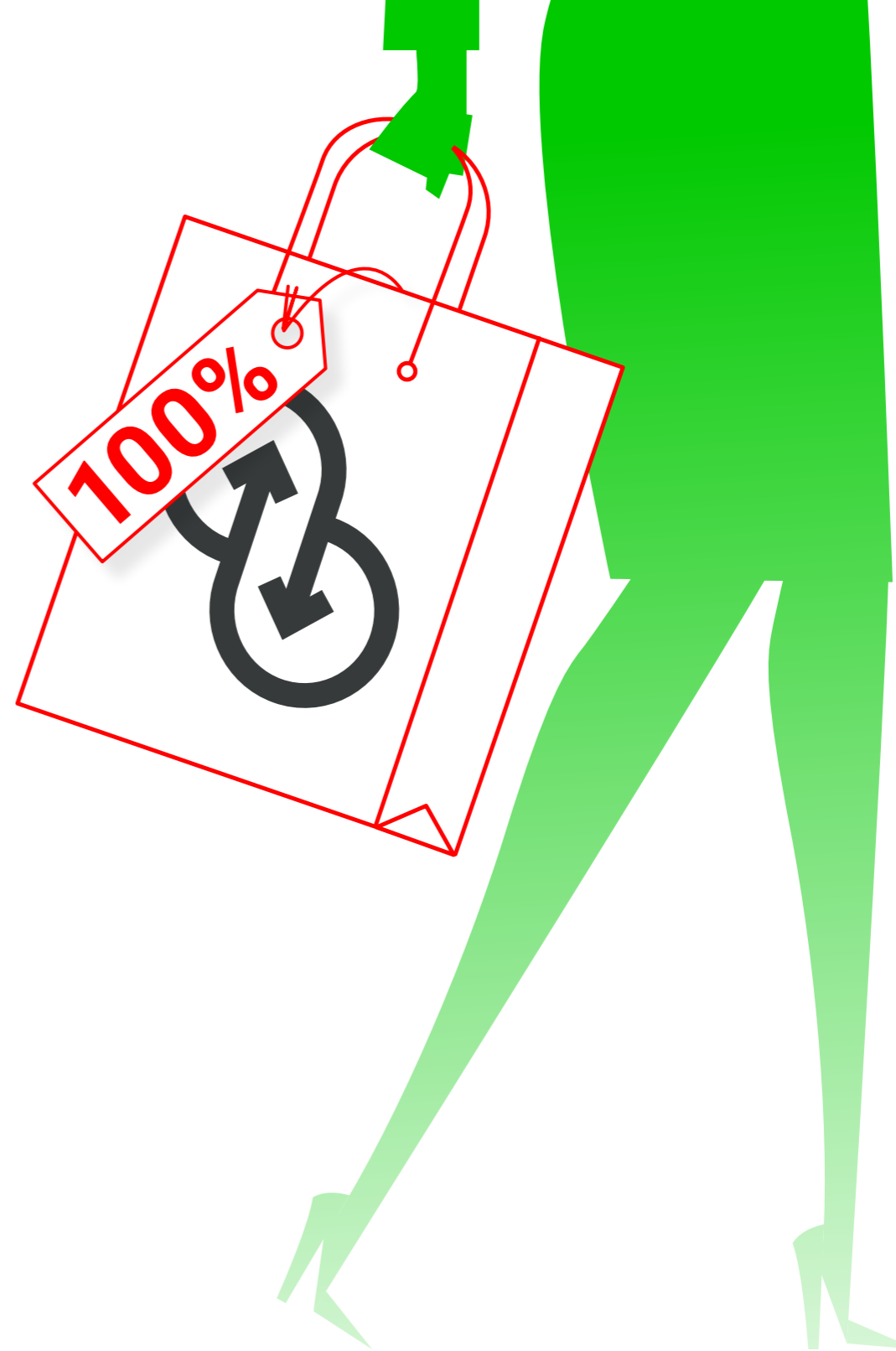
The roadmap also contains links to external sources with interesting information.

All references in the text, both to internal sections of the roadmap and to external information, are underlined and marked purple.

Legend

This roadmap makes use of visual icons for easy understanding and navigation, as shown in the legend below.

-  action
-  example
-  instrument
-  add resources
-  follows from
-  download



Towards 100% circular procurement and commissioning

In June 2018, 32 municipalities and 2 provinces within the Metropolitan Region of Amsterdam (MRA) have signed the Letter of Intent on circular procurement and commissioning. By doing so, they committed to apply circular procurement for at least 10% of their total procurement by 2022 and 50% by 2025. Subsequently, the MRA authorities want to reach 100% circular procurement and commissioning as soon as possible, preferably by 2030.

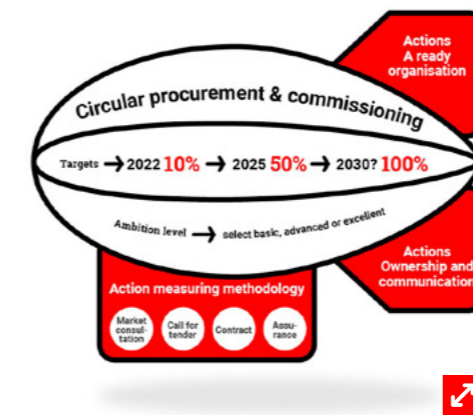
The Roadmap Circular Procurement & Commissioning is an elaboration of this letter of intent. The roadmap is a digital guide with smart navigation that offers a practical methodology that is tailored to MRA authorities and helps them to implement and scale up circular procurement and commissioning. This guide is above all a practical tool, with steps to take, instruments to use and examples to follow.

The roadmap uses the following definition of circularity:

'A product or service is circular if it leads to minimal use of new materials (and fossil energy), both in the production process and the application of products and services, and/or puts maximum emphasis on long lifespan followed by high-quality reusability of the products or the materials it is made from.'

Circular procurement is not procurement policy, but organisational policy. It is the entire process of commissioning that matters. It has to be an essential part of an organisation's mission and vision. The circular way of thinking has to be embedded properly in the processes of the internal organisation. And it can never be successful without support for

circularity within the organisation. This roadmap provides a system to address each of these elements. This is visually summarised in the Circular Zeppelin.



Roadmap system

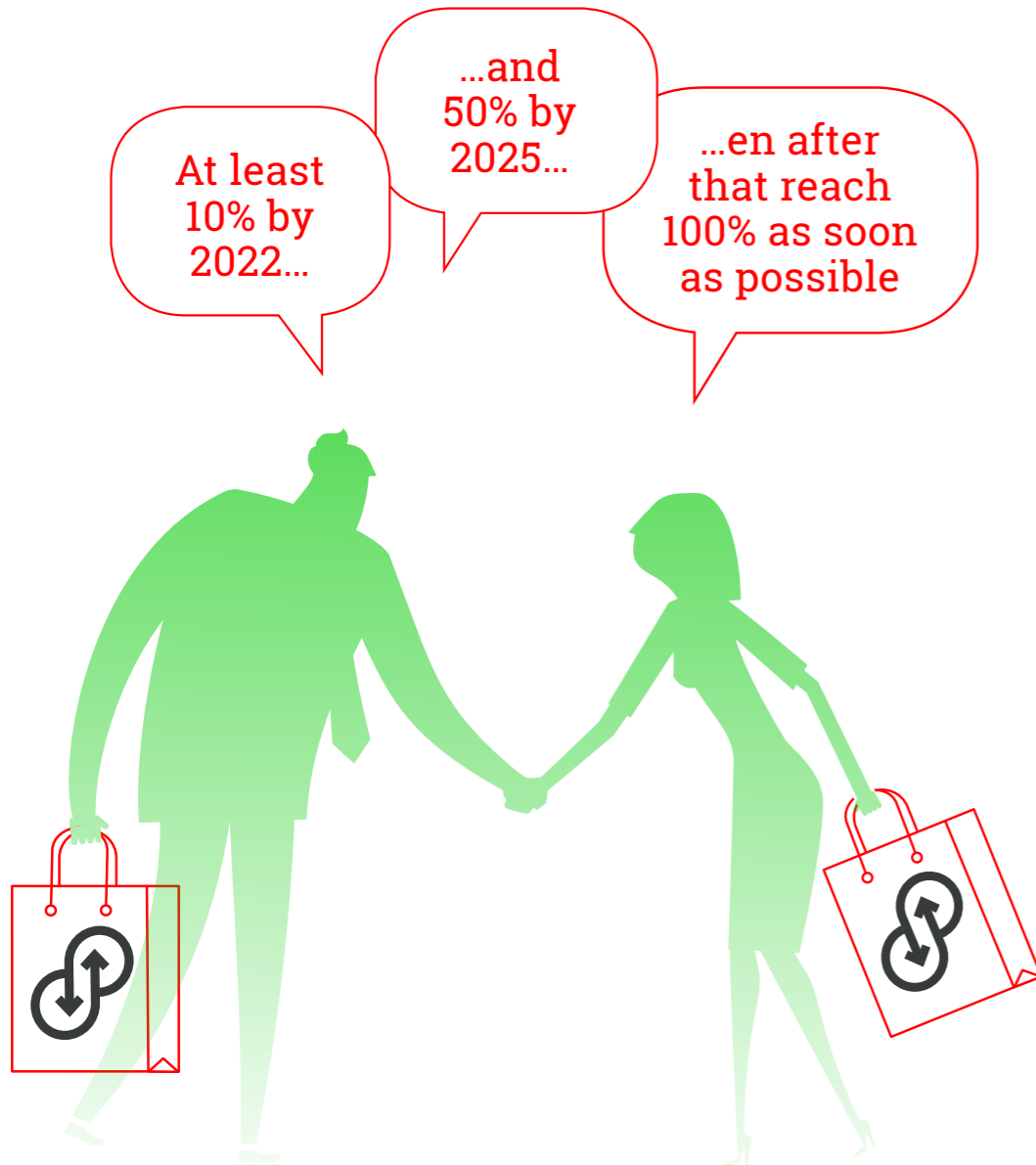
The roadmap offers a concrete step-by-step plan that invites authorities to create an implementation plan for circular procurement and commissioning. This plan should take into account the various elements of the roadmap. The roadmap is not a blueprint, but provides options for each context, any dynamics and any challenge. It therefore takes into account various starting points and speeds, and makes this publication a useful tool for both frontrunners and starters with respect to circular procurement. The roadmap is an elaboration of the Letter of Intent on circular procurement

& commissioning, also with regard to monitoring. This means that all MRA authorities will use the proposed measuring methodology and participate in the publication of monitoring results, aggregated at MRA level.

If authorities want to get started with the MRA roadmap, they also need to free up the corresponding man hours, resources and competences.

Getting started with the roadmap means following the roadmap system. The first step is to choose an ambition level, i.e. basic, advanced or excellent. The ambition level determines the speed and intensity with which an authority intends to adopt this process and implement changes in their organisation. It expresses a desire, an ambition. Based on the selected ambition level the organisation selects the corresponding actions from the chapters Measuring, A ready organisation, and Ownership and communication.

Each of these three chapters contains a timetable to help you make the right choices. These timetables suggest results you should aim for in a particular year, depending on the selected ambition level. Having a clear focus on your organisation's objectives for a particular year allows you to choose the right actions. In addition, you are advised to select milestones and corresponding iconic



projects. By committing themselves to this roadmap, administrators are able to show results.

Measuring methodology

The roadmap also contains a measuring methodology for circular procurement and commissioning. The measuring methodology has been developed to make it easy for purchasing officers to monitor the overall performance. To determine the degree in which the procurement of an individual product, service or procurement package has been circular, the following table applies.

Aspect	Weighting
market consultation	10%
call for tender	30%
contract	30%
assurance	30%

The measuring methodology distinguishes between procurement packages with direct influence on circularity and procurement packages with indirect influence. Once all percentages for the various procurement packages (during spend analysis) or for all the tenders have been collected, they are totalled and averaged to produce the total circular

procurement percentage for the organisation. Additionally, two other average percentages are calculated, one for the group of procurement packages or tenders with direct influence and one for the group of procurement packages or tenders with indirect influence. The percentage for the group of procurement packages with direct influence is related to the target percentages specified in the letter of intent. This percentage is linked to one of four categories: bronze, silver, gold and platinum. There is also a category called 'under preparation'. This is for authorities that have not yet implemented the MRA methodology and therefore do not measure their results, or do so in a different way.

The aim is to conduct a baseline measurement in 2019. This provides a first insight into the authorities' progress toward circular procurement and tendering. It also allows administrators to manage by results. The aggregated results of the individual organisations' measurements are periodically published at MRA level.

Involving the organisation

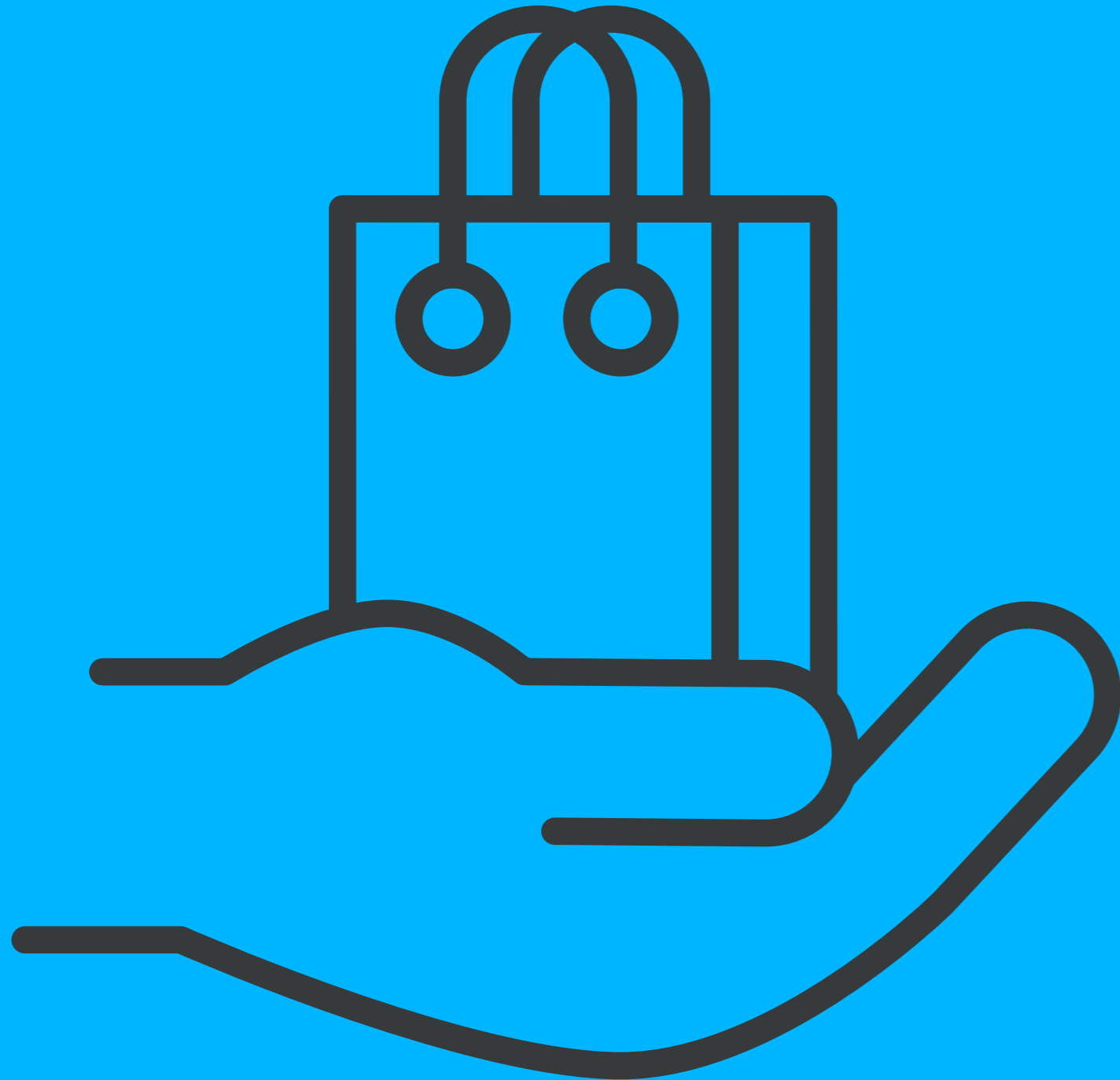
Circular procurement and commissioning must become structural activities within the organisation. This requires changing existing processes and customs within the organisation. The chapter [A ready organisation](#) describes the actions you

need to take. To properly embed circular procurement and commissioning in the entire organisation it is important to engage all colleagues. They need to start believing in it and take up ownership for it. Once these conditions are met, employees will adjust their behaviour and make decisions that fit within the framework of circular thinking. The chapter [Ownership and communication](#) contains actions that focus on this aspect.

The roadmap is a good start, but we aim for continuous development. We see the following challenges with regard to the cooperation between the MRA authorities on circular procurement and commissioning:

- continuing to consult each other and cooperate;
- further development of the measuring methodology and effect assessment;
- creating capacity for the implementation of the roadmap and baseline measurement;
- increasing the scale of the projects;
- implementing instruments to simplify measurements.

These are issues we can jointly address within the MRA. The chapter [Further steps and recommendations](#) contains some suggestions for this purpose.



H1 Introduction

This chapter describes how the Roadmap Circular Procurement & Commissioning was conceived, which purpose it serves and what the roadmap has to offer to administrators and officials of MRA authorities.

- ▶ 1. Context of circular procurement and commissioning within the MRA
- ▶ 2. What does this roadmap offer?
- ▶ 3. The origins of the roadmap
- ▶ 4. Work in progress

1. Context of circular procurement and commissioning within the MRA

Authorities within the MRA have been working together for years to make the Metropoolregio Amsterdam a future-proof and sustainable region. A circular economy is part of this future. The Netherlands has set a national target to be fully circular by 2050. To achieve this, authorities work towards 100% circular procurement and commissioning. When MRA authorities apply circular procurement, this will stimulate the circular economy. A joint approach to procurement projects creates clarity and sets the market in motion. Every year, the MRA authorities spend about €4 billion on procurement. We can use this procurement power to stimulate the market.

In the past years, various authorities in our region have gained experience with circular commissioning or circular procurement. The Sustainable Procurement Manifesto (Manifest MVI), that was initiated and executed by the Dutch Ministry of Infrastructure and the Environment, was both an important incentive and starting point for these activities. Many MRA authorities have signed this [manifesto](#) and created action plans (Dutch only). For those authorities this roadmap further specifies the circular aspects of their sustainable procurement plans. Efforts of authorities with regard to circular procurement and commissioning often have a positive effect on the local

economy and on social return, i.e. the job market participation of people without easy access to the labour market. This makes the circular economy a motor for jobs, entrepreneurship and participation.

★ *SP Report Climate Neutral and Circular Zaanstad*

Circular procurement ambitions contribute to the objectives regarding well-being for various authorities. For municipalities whose ambitions include the Sustainable Development Goals (SDG), this roadmap supports their targets, as SDG 12 addresses sustainable procurement. This means that this roadmap also complies with Kate Raworth's Doughnut Economy, which is used by the Municipality of Amsterdam. In short, there are many ways in which this roadmap can be useful.

Internationally, the Netherlands is frontrunner with regard to circular procurement and commissioning. There are many experiments and developments going on involving circular procurement and commissioning, not only within the MRA, but also in the Netherlands as a whole. The Planbureau voor de Leefomgeving (Netherlands Environmental Assessment Agency), for example, is looking into effect indicators for the circular economy, and the Dutch national NEN project concerning norms for the circular economy is also worth mentioning here. There are also European projects,

such as the European Urban Agenda project concerning Innovative and Circular Procurement, with the Netherlands in a coordinating role. Indeed, the Netherlands ranks third in the EU on the National Innovative Procurement Policy benchmark.

Every year, the MRA authorities spend about €4 billion on procurement. We can use this procurement power to stimulate the market.

2. What does this roadmap offer?

A lot of administrators and officials regard circular procurement and commissioning as a game changer. They want to start using it, but often don't know how. Organisations often do not really know how to start working towards these goals, or how to increase their efforts. They need guidance.

This roadmap offers an all-in-one approach, including a useful 10-Step plan. It includes a definition of circular procurement within the MRA and provides a measuring methodology that allows you to determine the circular procurement level of your organisation. This roadmap is above all a practical tool, with an easy to follow step-by-step plan, instruments to use and examples to follow. It also offers suggestions on how to make the transition to circular thinking in your own organisation, by building support and focussing on communication (also known as change management).

For each theme we have included a timetable with milestones, that enables you to actively manage the progress towards 100% circular procurement and commissioning. In short, it provides you with everything you need to meet the objectives set in the Letter of Intent on circular procurement. The roadmap is not a blueprint but provides options for each context. Within our region there are many different

- ▶ **1. Context of circular procurement and commissioning within the MRA**
- ▶ **2. What does this roadmap offer?**
- ▼ **3. The origins of the roadmap**
 - › MRA working group on circular procurement and commissioning
 - › Thorough approach
- ▶ **4. Work in progress**

organisations, small and large municipalities, provinces and administrative agencies, each with their own dynamics and challenges. This guide therefore takes into account various starting points and speeds, and makes this publication a useful tool for both frontrunners and starters with respect to circular procurement.

3. The origins of the roadmap

In June 2018, 32 municipalities and 2 provinces within the MRA have signed the Letter of Intent on circular procurement and commissioning. By doing so, they committed to applying circular procurement for at least 10% of our total procurement by 2022 and 50% by 2025. Subsequently, we want to reach 100% circular procurement and commissioning as soon as possible, preferably by 2030.

MRA working group on circular procurement and commissioning

At the request of the administrators of the Sustainability portfolio holders meeting, the letter of intent was elaborated into a practical guideline by the MRA working group on circular procurement and commissioning. In this working group all municipalities and both provinces in the MRA are represented, complemented by organisations such as Rijkswaterstaat (part of the Dutch Ministry of Infrastructure and Water Management), regional environmental protection agencies and PIANOo (the Dutch public procurement expertise centre). This MRA working group is the central body for the region where officials from all MRA municipalities and provinces collaborate on circular procurement and commissioning.

Thorough approach

We started by making a comprehensive inventory of the requirements to get started with this approach or to step up current activities. The topics 'incorporation in the organisation', 'behaviour, ownership and communication' and 'measuring methodology and monitoring' emerged as being most prominent. The working group initiated a number of intensive sessions to provide a firm substantive basis for these topics.

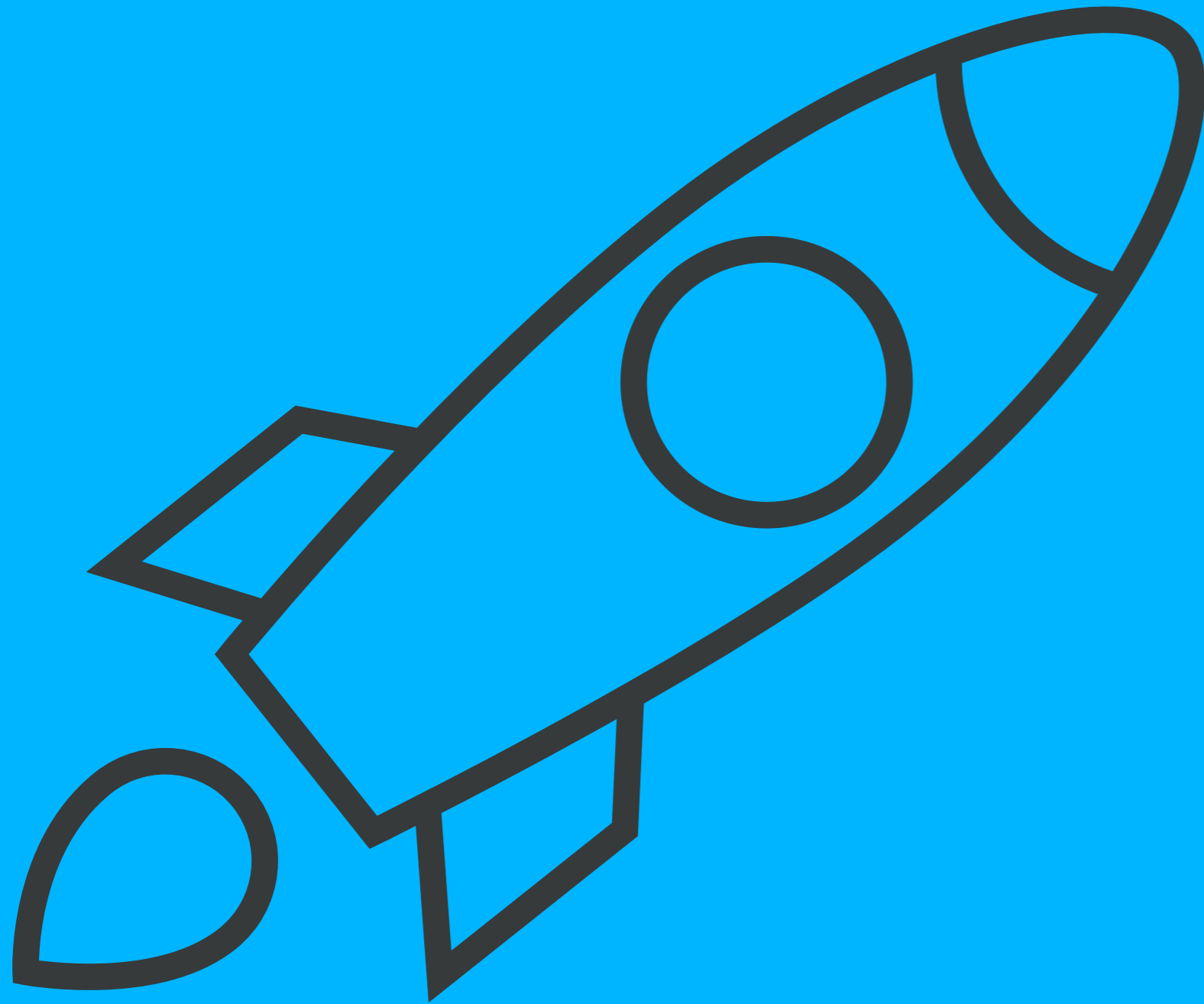
In addition, about twenty entrepreneurs contributed to these discussions and gave recommendations, which have been incorporated in this roadmap. These activities have also been closely coordinated with national forums, such as the PIANOo learning networks.

Next, a writing committee of twelve officials have written the drafts, which were subsequently improved by approximately eighty reviewers from the working committee. Additionally, we were allowed to make use of contributions, examples and instruments from various municipalities, provinces and authorities.

4. Work in progress

In the years ahead we will all learn more about circular procurement and commissioning. As this is a pioneering project, a number of issues are not yet sufficiently developed to be included in this roadmap. The chapter Recommendations addresses a number of the topics we want to develop further in close cooperation, as they are not mature yet. We aim to incorporate the new knowledge and insights we acquire in this way in the next version of this manual. This makes this roadmap a dynamic document.

In the Reading Guide we explain how to use the roadmap. The next chapter, Start, describes how you begin by making a number of important strategic choices.



H2 Start

This chapter describes the principles of the roadmap, which you need to understand and use this roadmap. Of course, these elements can also be applied in a wider context for the translation of the circular economy to your organisation and policies. In this chapter we explain how to make the first important strategic choices.

- ▶ 1. What do we mean by 'circular'?
- ▶ 2. Circular procurement and commissioning
- ▶ 3. Select a level of ambition
- ▶ 4. Where do I start with circular procurement?
- ▶ 5. What's next?

1. What do we mean by 'circular'?

There are many perspectives and over 114 definitions on what 'circular' really means. This ranges from 'high-quality reuse of materials' and definitions focussed on values and system innovations, to full definitions of sustainable procurement. MRA has formulated the following pragmatic definition of 'circular':

A product or service is circular if it leads to minimal use of new materials (and fossil energy), both in the production process and the application of products and services, and/or puts maximum emphasis on long lifespan followed by high-quality reusability of the products or the materials it is made from.'

With this definition we aim to give Cramer's 10-R model a practical dimension.

If we apply this definition to what we are trying to achieve within the MRA with regard to circular procurement, we can say that circular procurement should be aimed at procuring products and services that:

- require minimum application of new materials (and fossil energy) in the production process;
- require minimum application of new materials (and fossil energy) when reusing products;
- focus on long lifespan;
- enable high-quality reuse (if necessary, after treatment) after the use phase.

Implement the definition of circularity in policy documents on circular procurement.

10Rs Levels of circularity

- Refuse/prevent usage
- Reduce use of raw materials
- Redesign for circularity
- Reuse product (second hand)
- Repair and maintain
- Refurbish product
- Remanufacture second hand into new product
- Repurpose product
- Recycle materials
- Recover energy

Checklist Start

- ✔ Implement the definition of circularity in policy documents on circular procurement.
- ✔ Use the Circular Zeppelin in your communications on the circular procurement plans.
- ✔ Select a level of ambition.
- ✔ Determine the strategy for the aspects 'organisation' and 'procurement packet'.
- ✔ Set milestones and identify iconic projects.

- ▶ 1. What do we mean by 'circular'?
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2. Circular procurement and commissioning

Why are we working towards 100% circular procurement and commissioning and not just 100% circular procurement?

The phrase 'circular procurement' could give the misleading impression that the responsibility rests solely with the purchasing department. Nothing could be further from the truth. The circular procurement process starts when a staff member, backed by an authorising officer, decides there is a purchasing need. In fact, the topic should arise even earlier, when administrators and senior management make the strategic decision that circular procurement should be employed for certain contracts. This means that circular procurement is not procurement policy but organisational policy. It encompasses the entire process of commissioning. It has to be an essential part of an organisation's mission and vision. This means that the circular way of thinking has to be embedded firmly in the processes of the internal organisation. And it can never be successful without support for circularity within the organisation. Do the employees in your organisation understand why circular procurement is important?

To make this process visible we have developed a visual aid, the Circular Zeppelin, which represents the process of circular procurement and commissioning in the organisation. To drive circular procurement within the organisation, i.e. move the Circular Zeppelin forward, the

organisation must meet two important conditions:

1. The organisation is prepared – the procurement resources and the corresponding knowledge and tools are available and being utilized within the organisation (see the chapter [A ready organisation](#)).
2. There is support for the circular economy and the corresponding cultural change – the organisation automatically takes the circular aspect into account for all actions and policies (including procurement and commissioning) (see the chapter [Ownership and communication](#)).

These two conditions can be regarded as the engine driving circular procurement. This increases the likelihood of circular procurement projects with a circular impact. Monitoring 'the oil level' in the organisation and taking corresponding measures is very important. This manual also explains in detail how to make the level of circular procurement within your organisation transparent (measuring).

If the engine of the Circular Zeppelin is running well, circular procurement projects and commissions become self-evident.

✔ **Use the Circular Zeppelin in your communications on the circular procurement plans.**

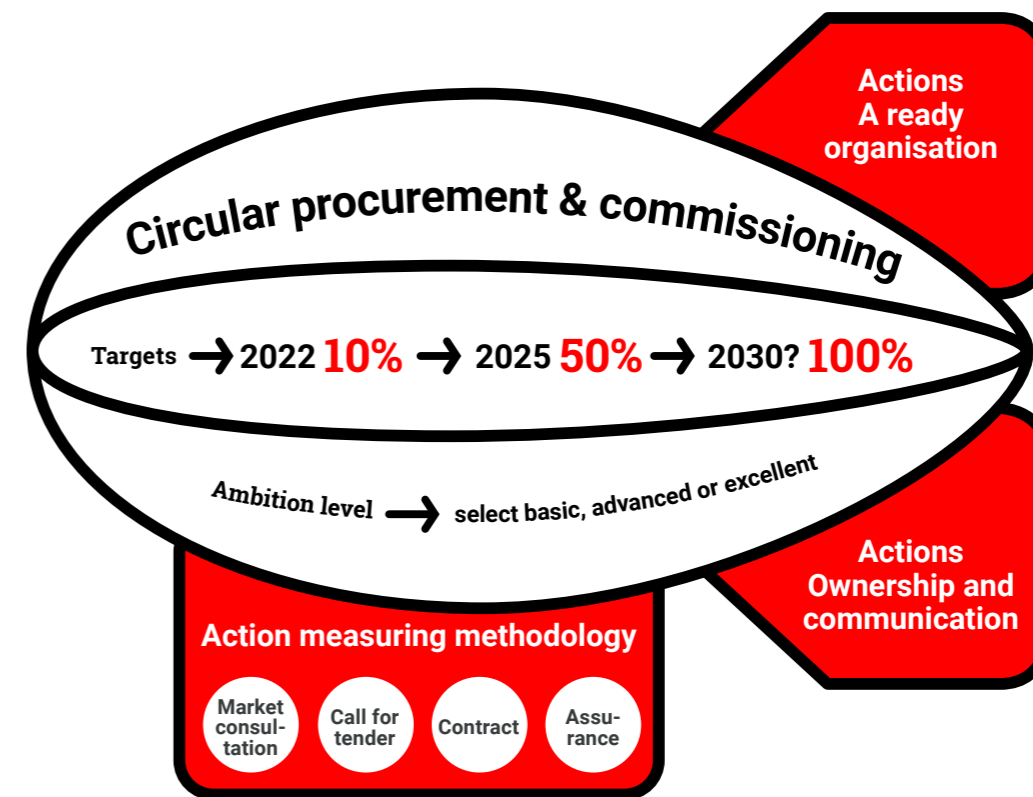


Figure Circular Zeppelin



- ▶ 1. What do we mean by 'circular'?
- ▶ 2. Circular procurement and commissioning
- ▶ 3. Select a level of ambition
- ▶ 4. Where do I start with circular procurement?
- ▶ 5. What's next?

3. Select a level of ambition

When you get started with the roadmap, the first concrete step is choosing a level of ambition: basic, advanced or excellent. What is the right level for your organisation?

The ambition level determines the speed and intensity with which you intend to implement changes and transform the processes within your own organisation. It expresses a desire, an ambition in the context of your own personal and administrative reality.

Each organisation will have their own interpretation of basic, advanced or excellent. This depends on context, size, resources, ambition, etc. We would like to stress that choosing the basic level does not mean your organisation does not show ambition. Even the basic level will help your organisation reach circular procurement levels of 10% and 50% by 2022 and 2025. Achieving this is a real challenge which by definition requires ambition. You can imagine that choosing the ambition levels advanced or excellent will accelerate your progress towards these goals even further.

The Ambition level table suggests descriptions for each level, based on the capacity of your organisation. Choosing a particular ambition level may also reflect a style of government. A municipality might make a prudent choice by going for the basic level, allowing the administrator to proudly present how much has already been achieved in the first year. Another authority might put more value in conveying high ambitions and select 'excellent'. By doing so, they put themselves in the spotlight, which may trigger a critical reception of the results achieved. It may well be the case that while the two authorities select different ambition levels, their actual achievements are the same in terms of the speed and ambition with which process changes are accomplished. So it is up to you to determine what the selected ambition level means to you. This allows the organisation to emphasize its own story.

In the world of sustainable procurement, the above distinction between basic, advanced and excellent is often used, although sometimes with different names (1-standard, 2-progressive, 3-ambitious).

The selected level of ambition has two important consequences:

- Strategic choices regarding circular criteria and objectives need to be made at various levels of the organisation.
- The selected level of ambition should lead to a set of actions that match the selected ambition level.

Ambition level table

Ambition level	Example of arguments to select this level
Basic	Your organisation does not yet have a lot of experience with circular procurement, at most some pilot projects. Your organisation has limited know-how and resources available with regard to circular procurement. In the years ahead, you want to establish a strong basis that allows you to comply with existing agreements. If possible, you want to improve your performance from there.
Advanced	Your organisation has already taken steps with regard to circular procurement and commissioning. A small group of colleagues is already familiar with circular procurement. You now need to widen your scope and make sure the entire organisation embraces circular procurement. This approach is widely accepted and there is commitment.
Excellent	Your organisation is a front-runner regarding circular procurement and commissioning. You are often approached by others for advice or examples. Circular commissioning is a familiar concept within your organisation. You wish to further professionalise your circular procurement practices as quickly as possible. Your organisation has high ambitions and aims to make a higher percentage of procurement projects circular.

✔ **Select a level of ambition.**

- ▶ 1. What do we mean by 'circular'?
- ▶ 2. Circular procurement and commissioning
- ▶ 3. Select a level of ambition
- ▶ 4. Where do I start with circular procurement?
 - › Circular effect or impact
 - › Milestones for the administrators
- ▶ 5. What's next?

4. Where do I start with circular procurement?

After selecting the level of ambition, you need to determine which concrete actions you will carry out with regard to circular procurement. It is a common pitfall to start 'doing' things too quickly. First, a number of choices must be made. There are four aspects that need to be considered, namely Organisation (A), Product group or Procurement packet (B), Department (C), and Individual call for tender (D). These aspects are explained in more detail in the figure below, Circular procurement objectives and criteria. Each of these aspects requires an answer to the following strategic question: where does our focus lie?

The choices you make for each of the four aspects are dependent on the context of the organisation. In this roadmap we make no assumptions about these choices, as this is for each individual organisation to determine.

The remainder of the chapter discusses aspects A and B. They are also addressed in [Step 6](#) of the 10-Step plan.



For the most strategic of the four aspects, Organisation (A), you need to select the ambition level and determine the broader objectives of the organisation with regard to circular procurement. Based on the organisation's strategy, you must determine how important circular procurement is and where the focus should lie.

We recommend that you use the strategic interests and policy decisions already current within the organisation, such as objectives the organisation may have set regarding Well-Being or climate-neutral operations. Maybe reduction of CO2 emissions matter to your organisation, or perhaps it is important to stimulate projects of local residents.

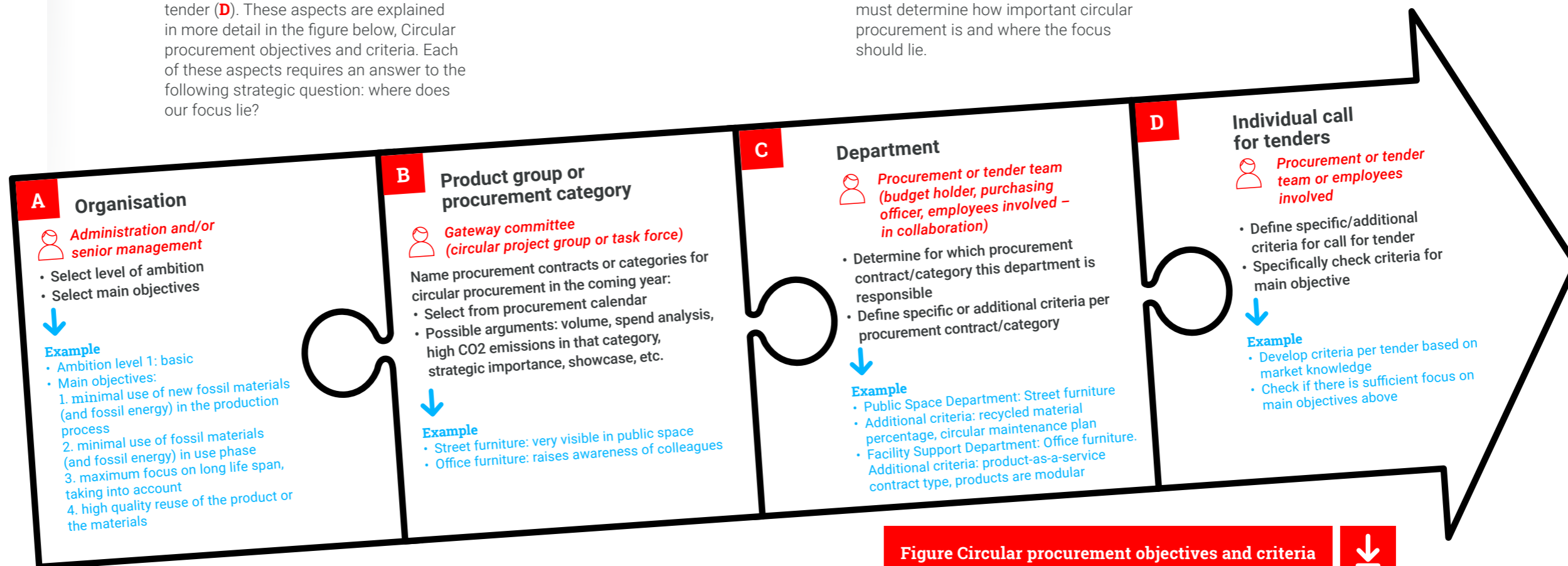


Figure Circular procurement objectives and criteria



- ▶ 1. What do we mean by 'circular'?
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 - › Circular effect or impact
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- ▼ 5. What's next?



Next, the organisation should look at the aspect of Procurement categories, Procurement packets or Product groups (B) and determine which contracts are suitable for circular procurement in the years ahead. You might want to start carefully and select projects with little financial or political risk. Or maybe your organisation wants to start with those product groups that require most funding.

Circular effect or impact

The roadmap also provides guidance for those who prefer to focus on the circular impact or effect. For procurement packets such as furniture, workwear or a village square, the potential sustainability impact per invested euro is high, due to the fact that these are projects that primarily focus on the production or delivery of a physical product. Procurement packets such as consultancy services or a product in the social domain, on the other hand, only have a limited effect on circularity. It makes sense, therefore, to start with product groups that have a physical component.

You need to find the right balance between effort and effect. A small tender will have a relatively small impact, a large tender will have a large impact. Carefully consider how much time you want to spend on the circularity of a small tender with limited impact.

The procurement of social real estate or infrastructure may also be an interesting option, because of the physical component and the high number of tenders. The building and real estate sectors are major consumers of *primary raw materials* (Dutch only): they use 40% of all the raw materials in the Netherlands. The building sector is also responsible for 40% of the total amount of waste: approximately 24 million tons each year.

Whether or not circular procurement is feasible for packets is also dependent on the remaining time on the current contracts. *The spend analysis* (Dutch only) and the procurement calendar provide practical support to help you make the right choices.

It could be useful to start with performing a baseline measurement of the current situation with regard to circular procurement and commissioning. This could shed light on which steps should be taken to meet the circular procurement targets in 2022.

The choices that the organisation needs to make for aspects **C** (department) and **D** (individual call for tender) in the figure Circular procurement objectives and criteria are discussed in §3 and §4 of the chapter A ready organisation.

✓ Determine the strategy for the aspects 'organisation' and 'procurement packet'.

Milestones for the administrators

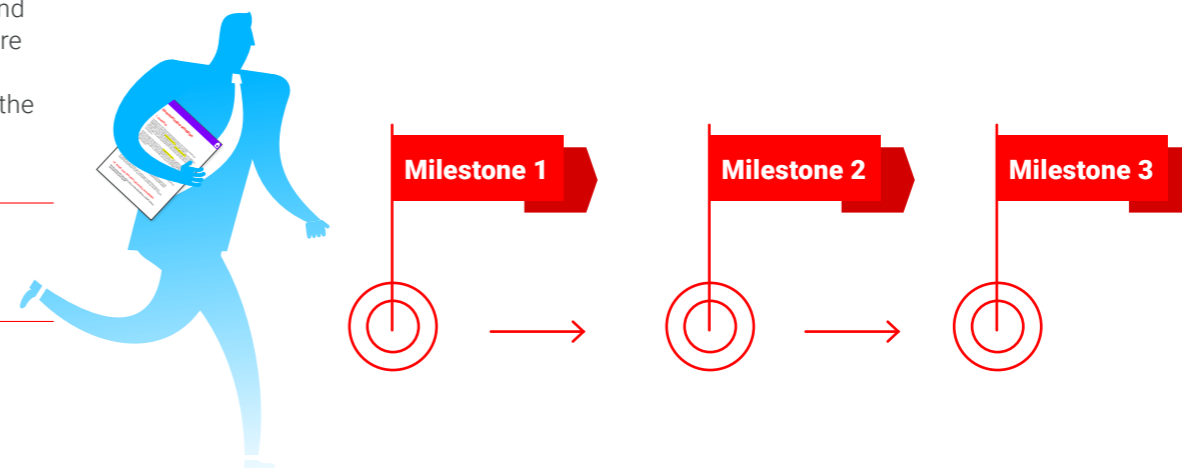
When administrators commit themselves to this roadmap, they will also want to show results, both to the internal organisation and the world outside. Make sure to align your timelines with political timing. Ideally, this means you should set a milestone three months after approving the roadmap, another one after a year and the next milestone after three years (or before the next elections). The administrators can go public with the milestone results (more information can be found in §6 of the chapter Ownership and communication).

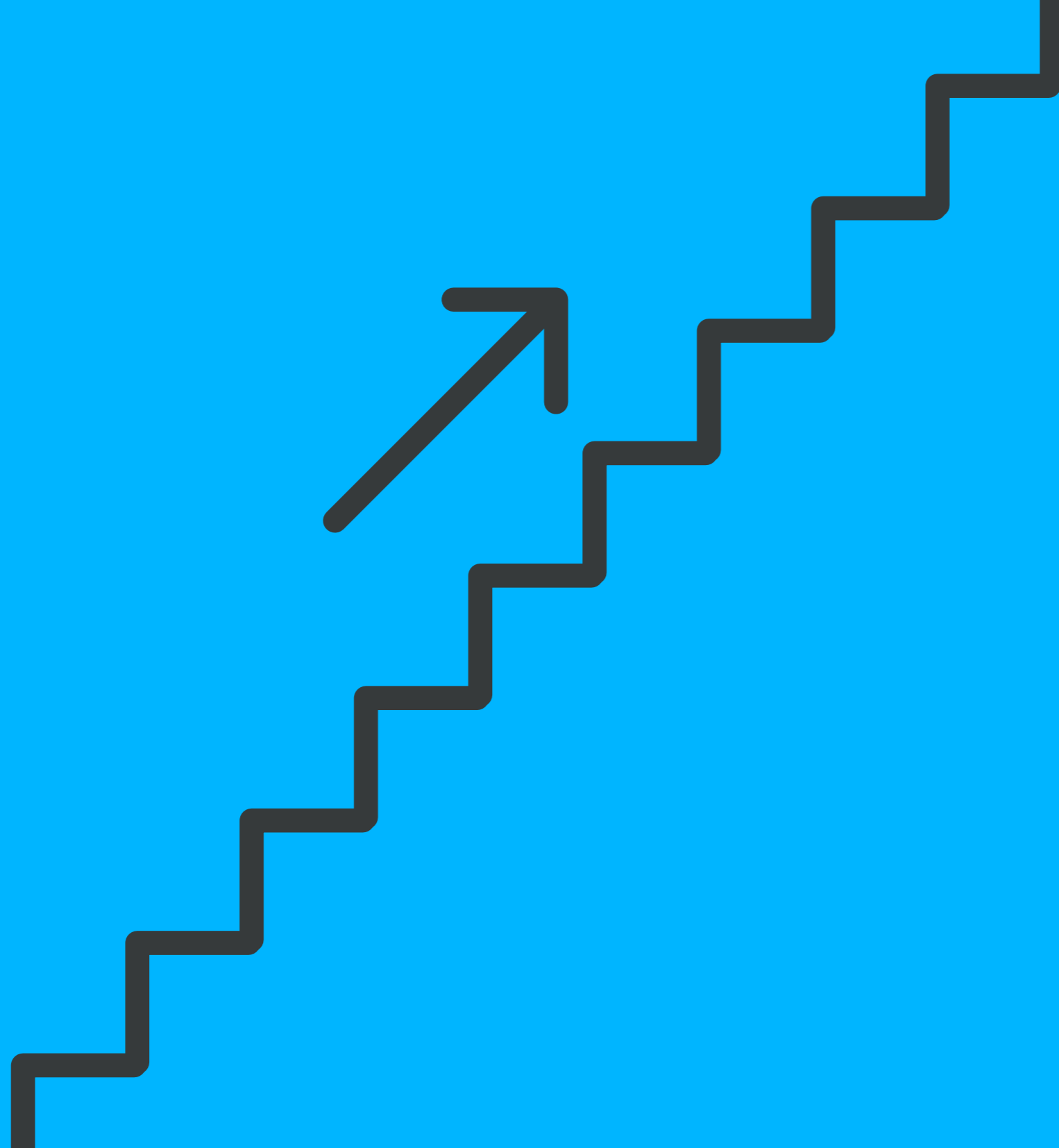
It is always a good idea to identify several iconic projects that allow administrators to showcase the circular procurement efforts to the residents.

✓ Set milestones and identify iconic projects.

5. What's next?

The next chapter provides a concrete step-by-step plan to implement this roadmap in the organisation.





H3 10-Step plan

In this chapter we provide you with a 10-Step plan. The plan describes the necessary steps to obtain a mandate for the process, make strategic choices, build a proper process within the organisation and initiate communications. Once you have completed the ten steps, you are ready to implement circular procurement or give it a substantial boost!

- ▼ 1. 10-Step plan
 - › Timetable
- ▶ 2. Explanation of the 10-Step plan
- ▶ 3. What's next?

1. 10-Step plan

Your organisation wants to get started with the Roadmap Circular Procurement & Commissioning. Or maybe your organisation is already well under way, but it is time to raise the level of professionalism. This 10-Step plan provides the framework to get started with this roadmap. It results in a concrete action plan that everyone in your organisation can use. You start at the step which is relevant for your organisation.

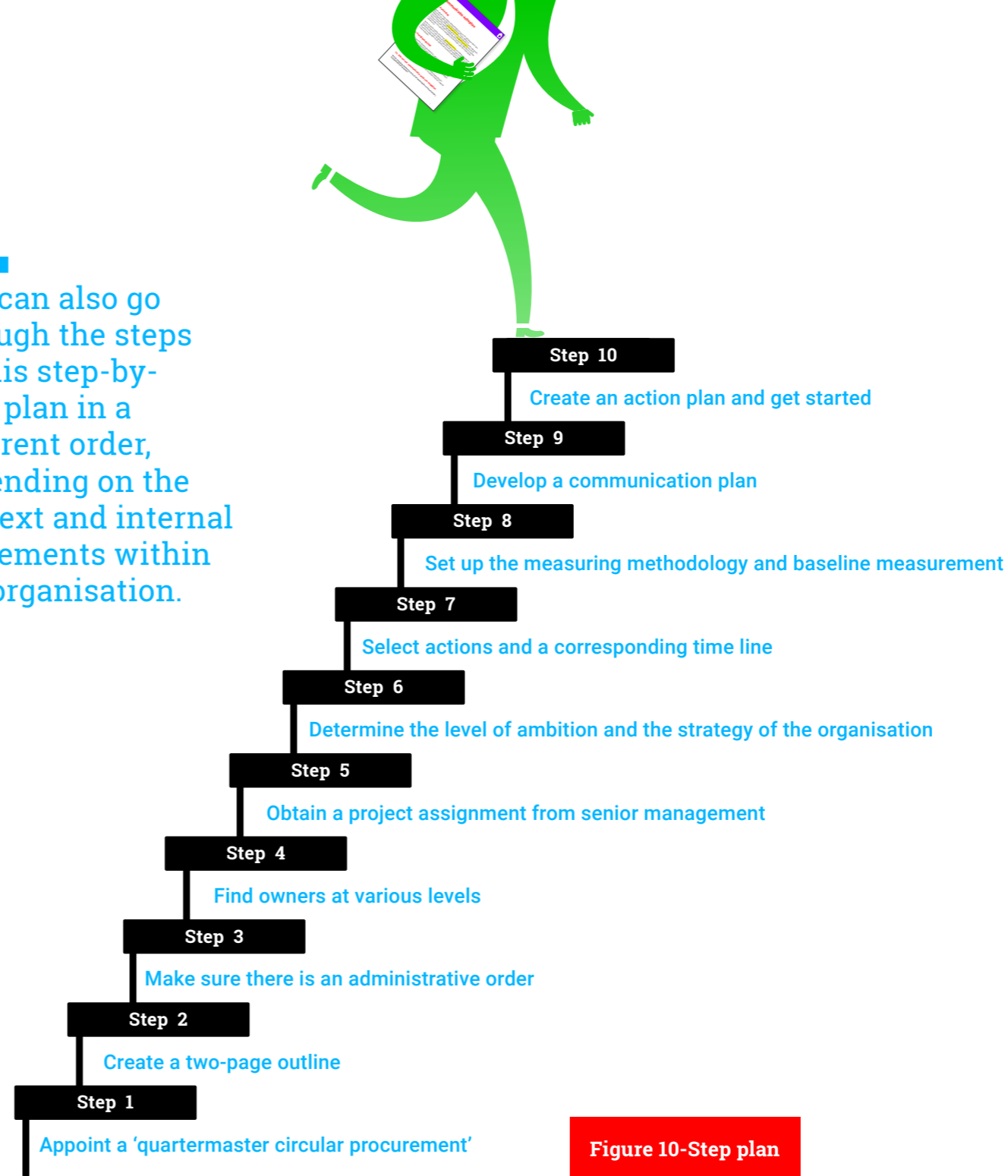
You can also go through the steps in a different order, depending on the context and internal agreements within the organisation.

Timetable

The Letter of Intent on circular procurement and commissioning, which was signed by all MRA authorities, contains hard percentages. This implies that 10% of their procurement should be circular by 2022. To achieve this, you are advised to approve an action plan by the end of 2020 at the latest.

The core chapters in this roadmap contain a checklist with actions an organisation can choose from. In addition, each core chapter provides a timetable. The timetables suggest targets for a particular year, depending on the selected ambition level. The actions suggested in the various chapters help you reach these targets.

You can also go through the steps in this step-by-step plan in a different order, depending on the context and internal agreements within the organisation.



1. 10-Step plan

2. Explanation of the 10-Step plan

- › Step 1.
Designate a ‘quartermaster circular procurement’.
- › Step 2.
Create a two-page outline
- › Step 3.
Make sure there is an administrative order
- › Step 4.
Find owners at various levels
- › Step 5.
Obtain a project assignment from senior management
- › Step 6.
Determine the level of ambition and the strategy of the organisation
- › Step 7.
Select actions and a corresponding timeline
- › Step 8.
Set up the measuring methodology and baseline measurement
- › Step 9.
Develop a communication plan
- › Step 10.
Create an action plan and get started

3. What’s next?

2. Explanation of the 10-Step plan

Experience shows that if you start without the right mandate, the circular procurement and commissioning process will soon grind to a halt due to lack of support or funds, or result in delays and frustrations. It is important, therefore, to obtain clarity on the actual commitment, both at administrative and management levels. This also ensures you have full cooperation from all the layers of the organisation.

What this mandate is called, depends on the administrative division of your organisation. For many authorities this will take the form of an administrative order and a senior management decision. The mandate should address the available resources (manpower and anticipated time), the relevant context, the desired outcome of the process and the importance the organisation or the administration places on this commission.

The organisation may even want to communicate the approval of the roadmap as soon as the project starts. There will be more communication opportunities as you go through the various steps. The instruments Communication manual for 10-Step plan and Communication of roadmap approval contain various suggestions.

Communication manual for 10-Step plan
Administrative order

Step 1.

Designate a ‘quartermaster circular procurement’.

Give someone the task of ‘quartermaster circular procurement’. The quartermaster’s task is to obtain the required mandate for the implementation of the roadmap. There is no need to make it an official appointment, you could make it the responsibility of the colleague who has circular procurement among his or her tasks. It could also be an external person, or someone from your own organisation that cares about this topic, for instance a programme manager or a strategic advisor.

The quartermaster’s task is a limited one: obtaining a mandate in the form of an administrative order and a project assignment (from your senior management) that authorizes you to get started with the Roadmap Circular Procurement & Commissioning. In this way you make sure the scope of the first step is limited.

Task description for quartermaster

Step 2.

Create a two-page outline

To give you the required mandate, executives and management need to be informed about the context and nature of the project. The quartermaster circular procurement creates a two-page outline with a draft administrative order and a brief outline of the project.

Bear in mind that in some organisations this is a strategic phase involving administrative and organisational sensibilities. Make sure you deal with this part of the project sensitively. This could mean that only a limited number of people should be involved in this phase. In this phase you lay the foundations for organisation-wide support. You should deal respectfully with people who must get used to the idea that the organisation will change in some respects.

It is important to obtain clarity on the actual commitment as soon as possible, both at administrative and management levels.

Two-page outline

In the outline, explicitly address the obligations that were accepted by signing the letter of intent. Make clear that the organisation makes a commitment to implement a measuring methodology. Also propose a date for a baseline or first measurement. Ideally, the outline also discusses the ambition level that is selected when implementing the roadmap (basic, advanced, excellent). See also of the chapter Start. If it is too early to make this decision, the outline should indicate at what point in the process the ambition level must be selected.

Link the work for the roadmap to the organisation’s own ambitions regarding sustainable procurement or other projects and policy intentions regarding circular procurement that have been identified within the organisation. Explain why it is important to get off to a brisk start.

1. 10-Step plan
2. Explanation of the 10-Step plan

- › Step 1.
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- › Step 10.
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3. What's next?
Step 3.
Make sure there is an administrative order

The easiest way to obtain an administrative order for the implementation of the roadmap, including the measuring methodology, is to include the order in the discussion and approval of the roadmap by the council. This means the two-page outline, including the administrative order, is discussed together with the roadmap. In some cases, the roadmap needs to be approved before the administrative order can be put up for approval. The instrument Annotation roadmap helps you submit decisions regarding the roadmap to the council or senior management.

Another way to go about this, is to have the quartermaster approach an advisor to the administration to find out what would be the right route and timing. (You may also ask an expert colleague involved in the roadmap project, and take his advice via senior management to an advisor to the administration.) In other organisations you can approach the councillor directly.

Some organisations may require prior senior management approval before you can get an administrative order.

Annotation roadmap
Administrative order
Step 4.
Find owners at various levels

Personally involve a councillor and a senior manager and arouse their enthusiasm for this process. Show the benefits this project will bring. Make use of the milestones, as discussed in the chapter Start (see also §6 in chapter 6, Ownership and Communication). Ask if he or she will act as an ambassador for the process. Discuss what the ambassador needs and agree on a process of feedback and involvement. In this way you create ownership at various levels.

Consult the owners about forming a focus group, working group or steering group. Involve several stakeholders at senior management level. Next, create a network of enthusiastic colleagues in various departments and at different levels within the organisation. Get them together, present the two-page outline and indicate how this will become relevant to them. Ask for their support. Involve the entire organisation in the project.

Step 5.
Obtain a project assignment from senior management

The quartermaster circular procurement proposes a project assignment for the implementation of the roadmap. This assignment contains the following elements:

- the objectives of the project, linked to the objectives of your organisation and procurement objectives;
- the appointment of an implementation manager;
- the required resources and hours in the organisation;
- the necessary senior management support;
- the organisation of the project;
- a deadline for the desired results. There can be multiple deadlines, for instance 2022 and 2025 (linked to the objectives for circular procurement and commissioning). This can be linked to the selected ambition level.

The proposed assignment will be discussed by your superior with senior management. The outcome should be a formal project assignment that has been approved at senior management level. This helps to create internal commitment.

Optionally, the quartermaster circular procurement may continue in the role of implementation manager circular procurement, or you could give this task to somebody else. The task of the implementation manager is to develop and execute the action plan for the roadmap. The implementation manager is not only responsible for the process and the result, but also for alignment with the administration, reporting, preparing MRA-meetings, etc.

Personally involve a councillor and a manager and arouse their enthusiasm for this process. Show the benefits this project will bring.

▶ 1. 10-Step plan

▼ 2. Explanation of the 10-Step plan

- › Step 1. Designate a 'quartermaster circular procurement'.
- › Step 2. Create a two-page outline
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- › Step 5. Obtain a project assignment from senior management
- › Step 6. Determine the level of ambition and the strategy of the organisation
- › Step 7. Select actions and a corresponding timeline
- › Step 8. Set up the measuring methodology and baseline measurement
- › Step 9. Develop a communication plan
- › Step 10. Create an action plan and get started

▶ 3. What's next?

Step 6.

Determine the level of ambition and the strategy of the organisation

To work effectively towards circular procurement and commissioning, you need to make choices. As discussed in §3 of the chapter Start, the organisation first determines the level of ambition. In many cases, this decision needs to be approved at administrative level.

The organisation indicates which major objectives regarding socially responsible procurement and commissioning or sustainability/climate/circularity are a good fit with the ambitions regarding circular procurement and commissioning. We refer to the figure *Circular procurement objectives and criteria* on page 14. The organisation also indicates which internal policies are addressed and whether there are any other starting points (A).

Next, the organisation determines a high-level strategy for circular procurement and commissioning about procurement packets (B), see §4 of the chapter Start.

This covers aspects A and B of the figure Circular procurement objectives and criteria.



You may also include other actions from the chapter Start, and add the definition of circularity to your procurement plans, for instance. (The choices that the organisation needs to make for aspects C (department) and D (individual call for tender) are discussed in §3 and §4 of the chapter A ready organisation.

Based on the selected ambition level and the organisation's objectives, the organisation selects the relevant actions from the chapter Start and the chapters Measuring, A ready organisation and Ownership and Communication.

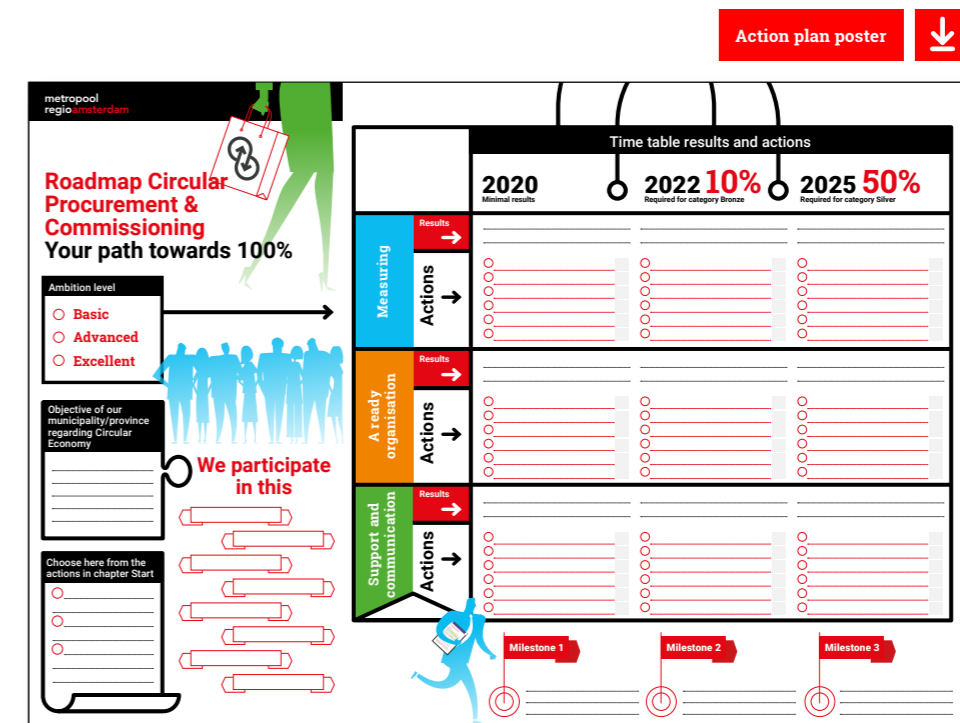
Step 7.

Select actions and a corresponding timeline

Based on the selected ambition level and the organisation's objectives, the organisation selects the relevant actions from the chapter Start and the chapters Measuring, A ready organisation and Ownership and communication. You select the actions that are important within the context of your organisation. Each organisation decides what they want to focus on. The checklists in the chapters Measuring, A ready organisation and Ownership and communication help you choose the right actions. Note that the actions in these chapters are merely suggestions. You are free to define or add

other actions from your organisation. You organise the selected actions in a timetable. When should each action be completed? The timetables in the various chapters offer suggestions for the results that correspond with a ambition level. This may help you to select the right actions.

You must also set milestones (see §6 of the chapter Ownership and communication and §4 of the chapter Start). You can incorporate this in the Action plan poster.



- ▶ **1. 10-Step plan**
- ▼ **2. Explanation of the 10-Step plan**
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 ▼ **3. What's next?**
Step 8.

Set up the measuring methodology and baseline measurement

Establish what is needed to implement the measuring methodology in the organisation. The chapter Measuring, §8 and §9, provides guidance on how to do this. Determine when the baseline and yearly measurements should take place.

Step 9.

Develop a communication plan

Good communication about the project is essential right from the start. You should therefore develop a communication plan. This plan contains the milestones for the communication events. (This is further developed in §6 of the chapter Ownership and communication.)

 [Communication action plan template](#)

Step 10.

Create an action plan and get started

The implementation manager incorporates all the items described above in an action plan:

- goals and ambition: the ambition level you start from;
- actions and timetable: a selection of actions and instruments from the chapters Measuring, A ready organisation and Ownership and communication (including your own additions) and the corresponding timetable;
- communication strategy;
- measuring: schedule for baseline measurement, measuring points, evaluation points and revision points. See also §6 of the chapter A ready organisation.

This includes the budget and estimated hours. Consider the costs and hours related to the implementation. Besides costs for the departments working on circular procurement projects, this also involves resources and hours from departments such as Communications, Finance and Facilities management. These departments are stakeholders and ideally should contribute as well.

We have developed a template for the action plan, which can be used as a starting point.

 [Action plan template](#)

For your convenience we have developed a poster that the organisation can use to visualise the action plan. Use the link below to open a version that you can fill out digitally, print and put on the wall. The paper version (Dutch only) will be distributed later.

Action plan poster



Once the action plan is ready it has to be approved. You are advised to seek approval at management level, also because this strengthens commitment throughout the organisation, because of the need to share the financial burden and the aim to build organisation-wide responsibility for the implementation project. It might be useful to submit the action plan to administrators as well, or at least send it for information. The approval is communicated at once, of course!

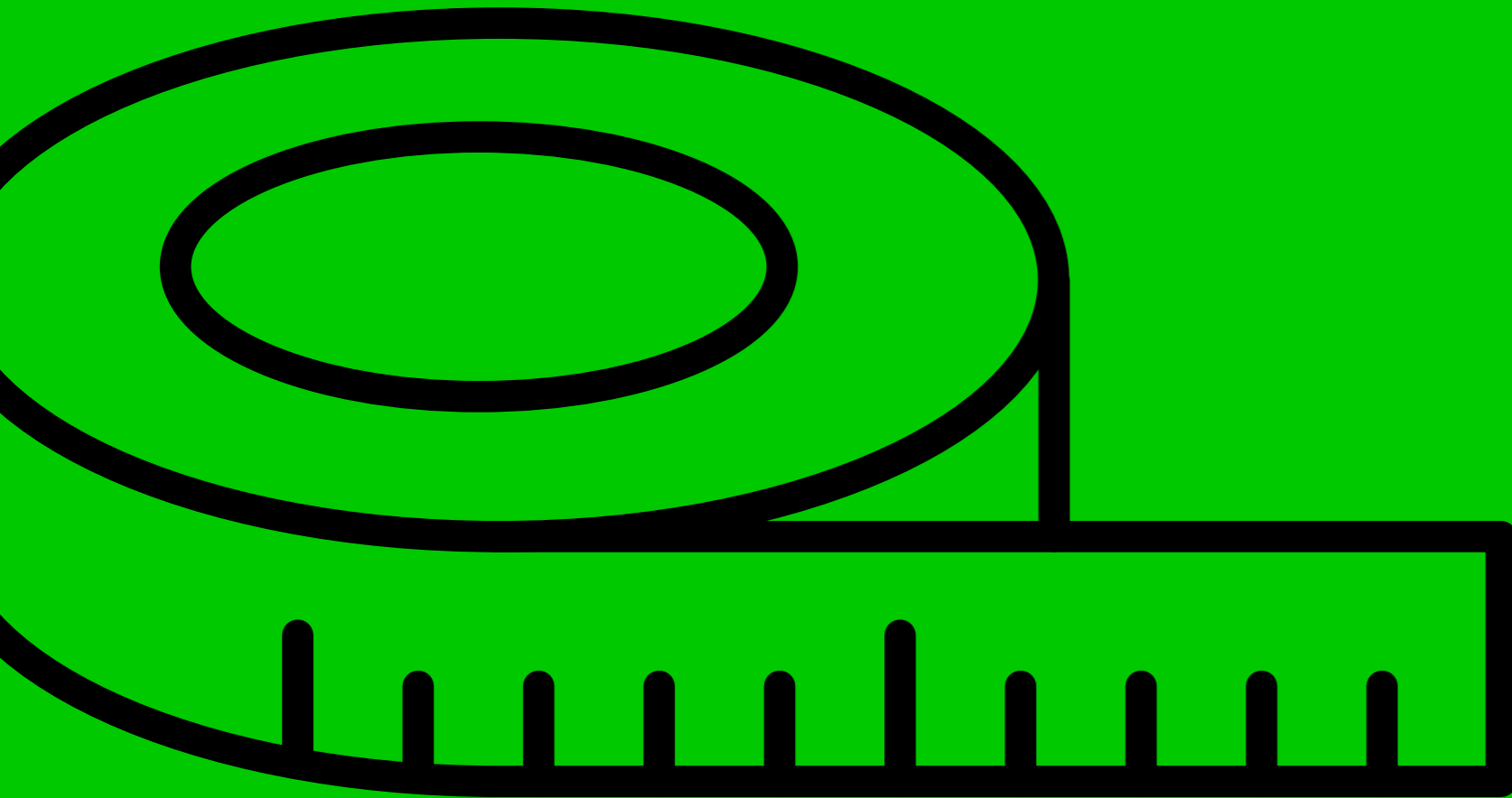
Bear in mind that the action plan is not set in stone. In the months ahead the action plan may – based on progressive insight – need to be adjusted several times. That is fine and is all part of a transition project such as this.

For your convenience we have developed a poster that the organisation can use to visualise the action plan.

3. What's next?

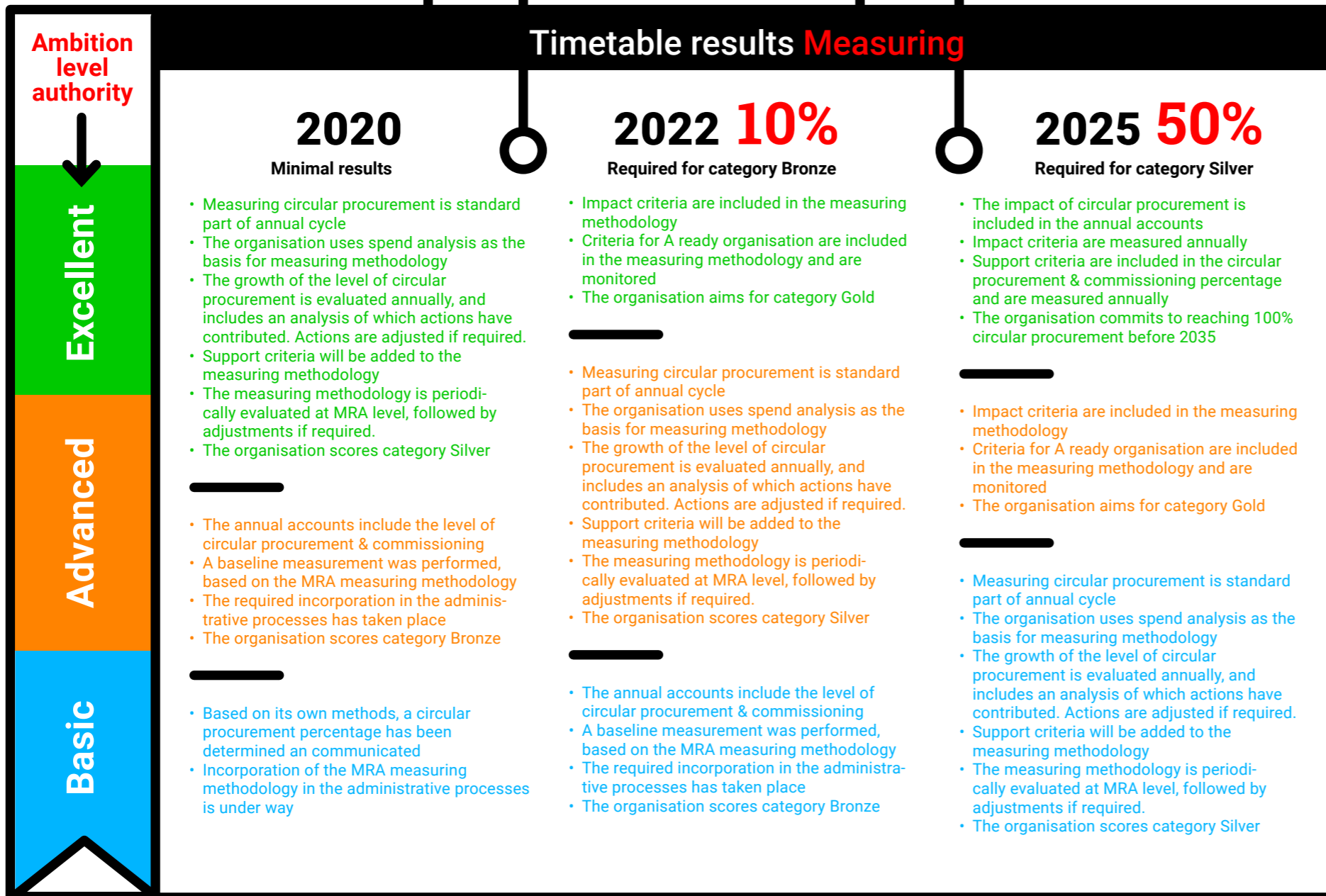
In the following core chapters on Measuring, A ready organisation and Ownership and communication you will find all the actions you need to reach your ambition level and targets.

If you want to expand your knowledge about the circular procurement process, we refer you to the [Copper8](#) publication Circular Procurement in 8 Steps and the online [Circular Procurement Guide](#).



H4 Measuring

This chapter describes the measuring methodology. This methodology allows you to determine whether or not a tender is circular as well as calculate the level of circular procurement and commissioning for your organisation. In addition, the chapter shows you which actions you can take, based on the selected ambition level, to implement the measuring methodology in your organisation.



- ▼ 1 Introduction
- ▼ 2. Basic choices regarding the measuring methodology.
- ▶ 3. What data are we going to use?
- ▶ 4. Calculate the level of circularity for a single tender
- ▶ 5. A further examination of the weighting aspects
- ▶ 6. Calculate circular procurement and commissioning percentage
- ▶ 7. Check against the letter of intent
- ▶ 8. Determine the category
- ▶ 9. Baseline measurement and other measurement points
- ▶ 10. Future developments of the measuring methodology

1 Introduction

MRA authorities have signed the MRA Letter of Intent on circular procurement and commissioning, thereby committing themselves to the target percentages for circular procurement and commissioning mentioned in this document. How can you determine whether or not these targets have been reached?

This chapter describes the measuring methodology to determine this percentage for your organisation. The methodology has been developed in consultation with both local and national partners and enables you to determine the circular procurement and commissioning percentage of an organisation. If every MRA authority implements this methodology we are able to measure how the combined MRA authorities perform with regard to circular procurement and commissioning. We will discuss the measuring methodology based on a number of questions:

- What is included?
- What is the source of analysis?
- When do you call a project circular?
- How do you measure the circular procurement and commissioning percentage for the organisation?

This chapter shows you which actions you can take, based on the selected ambition level, to implement the measuring methodology in your organisation. The timetables suggest targets for a particular year, depending on the selected ambition level. To achieve the desired results, you must select relevant actions from this chapter, perhaps in combination with actions of your own.

2. Basic choices regarding the measuring methodology.

An important prerequisite for the methodology to be used is its practical applicability and relative simplicity for all authorities involved. The measuring methodology has been developed to make it easy for purchasing officers to monitor the overall performance.

Ideally, we would like to measure the effect (or impact) of the organisation's efforts on circular procurement and commissioning. But that is complicated to do, because there are no clear effect indicators yet for circular procurement and the circular economy. In collaboration with the municipality of Amsterdam, Metabolic and other parties, the MRA is investing in the development of effect indicators that can be accessed via a dashboard. This project is closely connected to national developments regarding effect indicators (by the Netherlands Environmental Assessment Agency).

The measuring methodology has been developed to make it easy for purchasing officers to monitor the overall performance.

As soon as the effect indicators become available, they will be incorporated in the measuring methodology. We will also try to align the procurement method described in the roadmap with the above-mentioned dashboard for measuring circularity. As long as effect monitoring is not available, we make use of a process measuring method, mainly to stimulate activities that drive the circular economy.

It should be noted, however, that the [translation table](#) (Dutch only) created by the RIVM (Dutch National Institute for Public Health and the Environment) is an interesting intermediate step to check the effect of your procurement strategy. This is a calculation method for a number of product groups that enables you, based on the number of products you enter and the requirements you set, to predict the effect you will achieve.

For now, the MRA measuring methodology focusses on process indicators. The current measuring methodology determines if your circular procurement process is in order, both for each tender individually and at organisational level. We can jointly determine this percentage. The process approach is restricted in the sense that conscientiously following the process could in theory, according to the proposed measuring methodology, lead to 100% circular procurement. That would mean there would be little room for improvement left. But that is not how we look at it. We believe that

focussing on the process at this stage of circular procurement and commissioning represents a sizeable boost to the circular economy by continuously building on previous experiences.

A number of MRA authorities have already adopted indicators for circular procurement. These should preferably be used in addition to or in combination with the MRA methodology, enabling combined delivery of data.

Integrate the organisation's own indicators in the MRA methodology.

- ▶ 1 Introduction
- ▶ 2. Basic choices regarding the measuring methodology.
- ▶ 3. What data are we going to use?
 - › Indirect and direct influence
 - › Source of measurement
 - › Difference between methods A, B and C
- ▶ 4. Calculate the level of circularity for a single tender
- ▶ 5. A further examination of the weighting aspects
- ▶ 6. Calculate circular procurement and commissioning percentage
- ▶ 7. Check against the letter of intent
- ▶ 8. Determine the category
- ▶ 9. Baseline measurement and other measurement points
- ▶ 10. Future developments of the measuring methodology

3. What data are we going to use?

If we want to measure our circular procurement performance, we first need to determine what will be included in our measurements. Do we include all of the organisation's purchases? Or do we use only those that have a clear circular component? And do we use a percentage of the total number of tenders, or a percentage of the total tender volume (in terms of costs)?

Indirect and direct influence

In our methodology every tender and every procurement packet counts. We do differentiate between procurement packets with direct influence on circularity and procurement packets with indirect influence. Direct influence means that your position as client gives you direct influence over the circularity of the main component of the project, which is often a physical component. For instance, a tender for the construction of a bridge. Indirect influence means that your position as client gives you only indirect influence over circularity further down the supply chain, for instance by including requirements regarding the internal sustainability of the engineering firm that will be hired. This roadmap comes with a validated list specifying per procurement packet whether you have direct or indirect influence. This list is based on the PIANOo inventory of 212 procurement packets.

List of procurement packets with direct/indirect influence

For example, in a tender for the care of disadvantaged families, the municipality of Zaanstad has asked an open question: provide solutions regarding sustainability and circularity in your proposal. The tenderers came up with very surprising solutions. The project was granted to a firm that offered to incorporate sustainability advice in their support of the families, such as shorter showering time and separating waste. This is an example of a tender with indirect influence which shows that this may also produce good results.

A procurement packet can cover multiple projects (or one or more framework agreements). You measure if your organisation has completed circular procurement of a procurement packet that year (or earlier in case of multi-year contracts). Procurement of a procurement packet can be called circular if the largest of the projects included is circular.

Source of measurement

The source of the measurement can either be the spend analysis of the organisation or the number of completed tenders. The instrument Spend analysis or tender analysis describes both methods in more detail. The spend analysis measures at procurement packet level.

Spend analysis or tender analysis

If we want to measure the total percentage of circular procurements, this can be a percentage of:

- A. the procurement volume (the procurement expenditure), the spend;
- B. a percentage of the number of procurement packets (that carried expenses); or
- C. a percentage of the total number of tenders.

Difference between methods A, B and C

The preferred option for this measuring methodology is the spend analysis, because:

- this shows the quantity as well as the volume in euros;
- it also includes procurement packets where circular procurement was applied;
- compliance of circular procurement contracts can only be monitored after tendering;
- this also contributes to mapping the potential for circular procurement.

Table: Difference between methods A, B and C

Spend analysis (A/B) focus on quantity and euros	Completed tenders (C) focus on quantity
all multi-year agreements are included	multi-year agreements only count in the year they have been put out for tender
assurance can be included in the % for circular procurement	assurance cannot be included as it often covers a longer period of time
provides insight in the potential for circular procurement and thereby provides input for the circular procurement calendar	does not provide insight in the potential for circular procurement for the procurement calendar.
covers all expenditure in a particular year	often covers a small part of the expenditure in a particular year; it tells us more about future expenditure.

- ▶ 1 Introduction
- ▶ 2. Basic choices regarding the measuring methodology.
- ▼ 3. What data are we going to use?
 - › Indirect and direct influence
 - › Source of measurement
 - › Difference between methods A, B and C
- ▼ 4. Calculate the level of circularity for a single tender
 - › Aspects that determine the circularity of procurement
- ▶ 5. A further examination of the weighting aspects
- ▶ 6. Calculate circular procurement and commissioning percentage
- ▶ 7. Check against the letter of intent
- ▶ 8. Determine the category
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Because not every procurement organisation performs a spend analysis every year or every two years, or because they do not yet have enough resources to check how procurement packets have been contracted, we have opted to provide a simplified way of measuring as well, using the number of tenders. In both cases it takes time and goodwill to collect and analyse the data.

Choose if you want to use spend analysis or completed tenders.

Within the MRA, our goal is that all authorities will use spend analysis as their data source by 2022. This means that if your organisation's current source is the total number of tenders, you should have switched to spend analysis by 2022. In the instrument Spend analysis or tender analysis you will find a detailed list of what you need to do a spend analysis.

Spend analysis or tender analysis

Switch to spend analysis as the source of your data.

Where do I find the data?
To make an analysis of the quantity or the volume of tenders, you can use various sites such as TenderNed, Negometrix or Aanbestedingskalender, or use your own internal administration of the completed tenders and requests for proposal. For a spend analysis you can use a copy of the accounts payable that includes the procurement packets. An alternative source for analysis is the list of completed

tenders. Another (relatively new) source that some of the MRA participants make use of, is the [MVI-zelfevaluatietool](#) (Sustainable Procurement self-evaluation tool, Dutch only)

Ideally, you should use an administrative copy of the procurement packets or completed tenders, together with a document that shows the various scores per procurement packet and a document that enables you to make the overall calculation. Preferably, this document also indicates whether a procurement packet has direct or indirect influence.

To support this process, you are advised to add relevant elements to the contract administration (the contract management system) or set up a case management system.

The instrument Circular procurement percentages template (CIO) makes it easy to calculate the percentages yourself.

Circular procurement percentages template

4. Calculate the level of circularity for a single tender

Aspects that determine the circularity of procurement

According to our measuring methodology, procurement of a project is circular if one of the questions below can be answered with YES:

Market consultation: did you examine how this product can be made (more) circular, if there are any relevant developments or if the market is already taking steps?

Call for tender: did you focus (through requirements, wishes and/or conditions) on the transition to a circular economy?

Contract: does the contract specify high-quality reuse of materials and products and what happens with the material flow after first use?

Assurance: is proper compliance with the circular agreements anchored in assessment interviews?

To determine the circularity percentage of a procurement contract, we make use of a weighting table.

Weighting percentages

The below table contains the weighting percentages per aspect of the procurement contract, should you choose to use the spend analysis as the source. The call for tender, contract (management), and assurance carry equal weight while market consultation is regarded as a driving force of progress in this regard.

Table Weighting percentages per aspect

Aspect	Weight
market consultation	10%
call for tender	30%
contract	30%
assurance	30%

If you use the total number of tenders as your source, the following weighting table applies. In many cases a copy of TenderNed is used, and there is no administration to support compliance. This means that the score of a tender cannot exceed 70%.

Table Weighting percentages per aspect

Aspect	Weight
market consultation	10%
call for tender	30%
contract	30%

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 - › Knowledge of the market is an important requirement for circular procurement (10%)
 - › Call for tender: focus on the circular economy (30%)
 - › Something to bear in mind
 - › Circular contract (30%)
 - › Assurance: Fulfilling promises and monitoring compliance (30%)
 - › Special circumstances
- ▶ 6. Calculate circular procurement and commissioning percentage
- ▶ 7. Check against the letter of intent
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5. A further examination of the weighting aspects

In this section we further elaborate the various weighting aspects of the measuring methodology. To implement the MRA measuring methodology in your organisation, you need to add these aspects to your internal administration.

Integrate the MRA measuring methodology in your administration.

Knowledge of the market is an important requirement for circular procurement (10%)

Performing a market consultation or orientation is of major importance to harness the innovative strength of the market. A market consultation which focusses on circularity enhances the chance of success of a circular procurement project and is expected to increase the effect on the higher objectives as well. See also §3 of the chapter A ready organisation.

Measuring method

Your measurement can be based on:

- spend analysis
- tenders

Measuring based on spend analysis

The spend analysis aggregates the expenditure in procurement packets. To assess the level of market knowledge acquisition you need to know which projects are included in a procurement packet. This allows the purchasing officers

concerned to assess whether or not the market was consulted prior to awarding these projects. Once the market consultation has been completed, they can document their findings in the instrument Circular procurement percentages template.

Case: Furniture

In 2018, the municipality of M spent 150,000 euros on furniture. A market consultation for this project was performed in 2017. As a result, chairs were bought in 2018 to go with non-circular desks. Due to this market consultation, 10% of the total volume of this procurement packet, i.e. 15,000 euros, can be regarded as circular procurement.

Measuring based on tenders

Each tender is assessed to see if a market consultation has taken place or if a recent (suitable) market consultation has been used. This is the responsibility of the purchasing officer.

Call for tender: focus on the circular economy (30%)

The call for tender (also called the tender document) contains requirements and wishes (so-called award criteria). The client decides either to set requirements

or merely formulate wishes. In case of circular wishes the entrepreneur with the most circular proposal still has the best chance to win the tender, but it is not certain that he actually will. The award model determines the likelihood of this party winning the tender. To stimulate innovative strength, it is important to incorporate part of the circular aspect in the award criteria. Ideally, a proposal only scores with regard to the circular aspect of a tender if the award criteria include circular elements.

In practice this may mean that a tender with a requirement of 5% recycled content and a tender with a requirement of 100% recycled content are equally circular during the proposal phase. This will change as soon as effect measurement is incorporated in the system.

Prescribing circularity as an award criterion for all procurement packets is not considered appropriate at this time. However, the more circularity is included in various requests for proposal, the sooner it will end up in the contract as well. The aim is to strengthen the degree of circularity in the call for tender and thereby increase the chances of a circular contract.

Measuring method

Each procurement packet is checked to see whether the requirements, wishes and/or conditions in the calls for tender focus on the transition to a circular

economy. To be included, the requests for proposal must have led to expenditure in that calendar year. For procurement packets with indirect influence, such as hiring an engineering firm, and packets with direct influence, this will work out differently.

Ideally, a proposal only receives a score for the circular aspect of a tender if the award criteria include circular elements.

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 - › Circular contract (30%)
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Case: Home care

The municipality of R annually spends 1 million euros on home care.

Requirement: assist the client to separate waste.

Wish: What additional measures can the home care agency take to contribute to the objectives, either at a client's home or in their own business operation? The implementation of this wish counts for 15% in the award model for the tender.

Measure the focus on transition

Yes, some of the requirements contribute to the transition. The staff is the main pillar of a home care agency, and this aspect takes up only a fraction of the available resources. With regard to circular requirements, the municipality can at present probably be considered as reasonably advanced. Regarding the way the business operation helps the staff to work efficiently (transportation, office, digital tools, medical tools), no requirements relating to the transition were included.

Yes, some of the award criteria contribute to the transition. The relative weight is 15% (note that this has nothing to do with the weighting percentage of the call for tender aspect). This means that the call for tender complies with the circular call for tender aspect.

Total score for the circular call for tender of the procurement packet Home care: 30% of 1 million = 300,000 euros can be regarded as CIO (Circular Inkoop en Opdrachtgeverschap/Circular Procurement and Commissioning).

Something to bear in mind

It should be noted that for a circular procurement in the social sector, the circular percentage could produce a somewhat distorted view. If circularity is included in a major home care tender, as is the case in the example, the entire tender amount should be regarded as circular according to the MRA measuring methodology. This means that a relatively large sum is counted as 'circular'. However, the project has only a very limited circular effect, as this amount mainly consists of labour costs for those delivering the care.

Circular contract (30%)

A circular tender and proposal, even if the project is awarded on the basis of these criteria, does not guarantee that these aspects will actually be incorporated in the contract. The circular agreements in the contract determine to a large extent the possibilities to achieve and monitor effects. It is therefore important to ensure that the circular aspects actually end up in the contract.

Existing contracts without circular agreements can still get a score for the circular contract aspect, for instance if the contract manager and the contractor have agreed to add an addendum to the contract which addresses circular aspects.

Measuring method

Each procurement packet is checked to see if for the largest contract in terms of volume the focus has been on the transition to a circular economy, and if this has been documented as described above.

Case: Workwear

In 2018, the municipality of A spent 30,000 euros on workwear.

Requirement in the call for tender: yarns must be easily recyclable.

The tenderer includes several circular elements in the proposal. The contract specifies that the contractor will efficiently organise the return flow to ensure high-quality reuse of most of the raw materials, including yarns.

The entire contract is regarded as circular, and 30% of 30,000 euros is regarded as CIO (Circular Inkoop en Opdrachtgeverschap/Circular Procurement and Commissioning).

Assurance: Fulfilling promises and monitoring compliance (30%)

Assurance or contract management is taken fully into account because in that phase of the procurement process (after tendering and contracting) the targets on paper will become reality. Ensuring that agreements and ambitions are fulfilled may well be the key to success. It may look nice on paper (in the contract), but if it remains just rhetoric and does not become reality, the end result for the organisation is zero.

To meet this criterion the organisation needs to continue the dialogue with the contractor and keep the topic of circularity

The circular agreements in the contract determine to a large extent the possibilities to achieve and monitor effects.

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on the agenda for the entire duration of the contract. The client encourages the contractor to keep or enhance the focus on this aspect, even after the project has been awarded.

This also means that the client remains up-to-date on any obstacles the contractor faces in achieving the circular ambitions and that they might be able to contribute to the elimination or reduction of these obstacles. The knowledge this brings on the discrepancy between promises and reality is input for the next procurement project.

By agreeing on regular assessments you are able to monitor and safeguard circularity. See also §5 of the chapter A ready organisation.

Measuring method

The spend analysis shows expenditure for a procurement packet in the relevant year. Based on the previous step (checking if the call for tender contains circular elements) the investigator already knows whether or not there are circular contracts in the procurement packet and if it was agreed to test and assess the circular aspect of this contract.

If this is the case, the contract manager or supplier manager must be asked if he or she has assessed the circular aspect of the contract for that particular year together with the contractor, or that the contractor has proved that each delivery was (partially) circular.

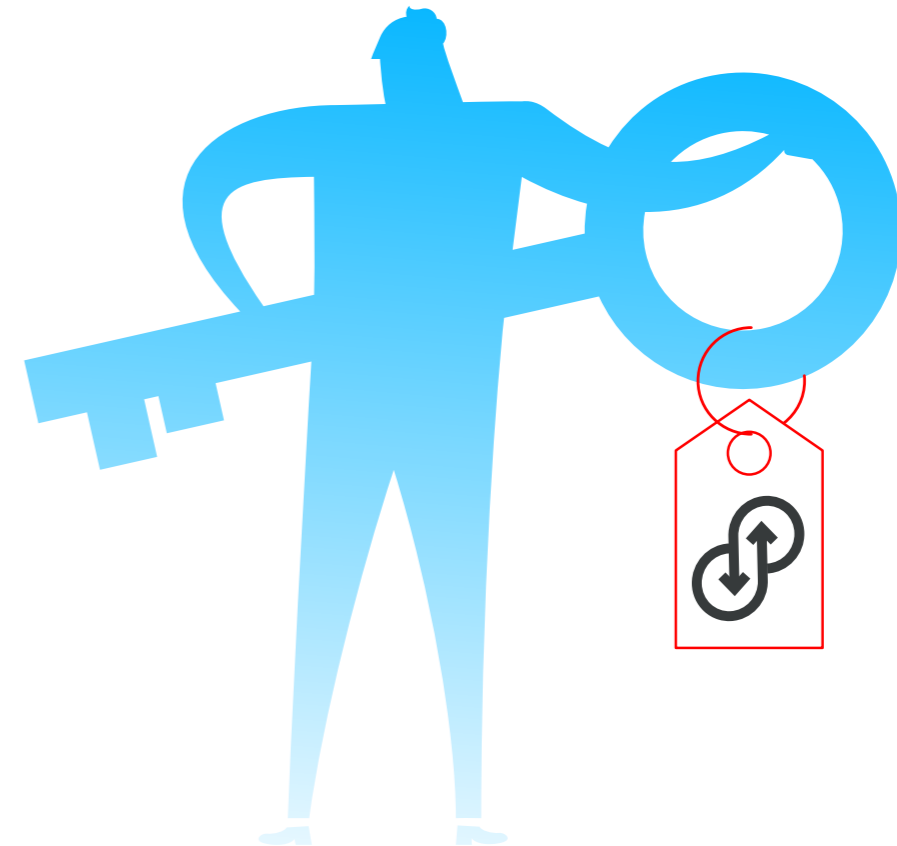
Case: Furniture

In 2018, the municipality of O has spent 10,000 euros on furniture by using a framework contract that had been identified as circular in the previous step. The requirements say that the supplier must provide a C2C certificate for each delivery. Following inquiries by the investigator, the client claims the certificates were not provided. The supplier admits that these certificates have not been issued. This omission is subsequently corrected, as the deliveries were indeed C2C-certified. The total cost for the furniture was circular, 30% of 10,000 euros = 3,000 euros CIO (Circulair Inkoop en Opdrachtgeverschap/Circular Procurement and Commissioning).

Special circumstances

For procurement packets where *quasi in-house procurement* (Dutch only) is applied (for instance at a regional waste management company or a sheltered workshop), there usually is no market consultation or tender process. This makes such projects difficult to score based on the proposed weighting table. In that case we recommend discussing the circular aspect for these contracts. If this proves successful, the contract can be regarded as 100% circular.

Ensuring that agreements and ambitions are fulfilled may well be the key to success.



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6. Calculate circular procurement and commissioning percentage

Figures Calculation of direct influence percentage (from the instrument Circular procurement percentages template)

Spend analysis

Analysis direct or indirect	Direct
Spend volume 2018	€ 20.000.000,00
Spend Direct circular procurement packets	€ 10.000.000,00

Spend Analysis			
Aspect	Paid in €	Paid in %	Score category
Market consultation	€ 3.000.000,00	30%	
Circular tender	€ 6.000.000,00	60%	
Circular contract	€ 2.000.000,00	20%	
Assurance of circular agreements	€ 1.500.000,00	15%	
Total			Silver

= to be completed

Number of procurement packets spend analysis

Analysis direct or indirect	Direct
Number of procurement packets with expenditure 2018	212
Number of Direct circular procurement packets	103

Number of procurement packets Spend Analysis			
Aspect	Paid in qty	Paid in %	Score category
Market consultation	35	34%	
Circular tender	40	39%	
Circular contract	18	17%	
Assurance of circular agreements	13	13%	
Total			Silver

= to be completed

Number of tenders

Analysis direct or indirect	Direct
Number of tenders 2018	50
Number of Direct circular tenders	25

Number of tenders Analysis					
Aspect	Paid in qty	Paid in %	Score category	weighting	Final score
Market consultation	8	32%		10%	3%
Circular call for tender	9	36%		30%	11%
Circular contract	6	24%		30%	7%
Assurance of circular agreements	n.a.				
Total			Silver		21%

= to be completed

Once all percentages for the various procurement packets (derived from spend analysis) or for all the tenders have been collected, they are totalled and averaged to produce the total circular procurement percentage for the organisation. This results in the total circular procurement percentage.

In addition, the percentages for the group of procurement packets or tenders with direct influence are totalled and averaged. This is the second percentage, i.e. the percentage for circular procurement with direct influence. This second percentage is likely to be higher.

Finally, the percentages for the group of procurement packets or tenders with indirect influence are totalled and averaged. This results in the third percentage, i.e. the percentage for circular procurement with indirect influence.

The roadmap contains a validated list of procurement packets with direct and indirect influence.

List of procurement packets with direct/indirect influence

Combine individual data per procurement packet/tender into a full overview on an annual basis.

The instrument Circular procurement percentages template is a tool that enables you to enter the values for your organisation and calculate the three circular procurement percentages.

Circular procurement percentages template

Calculate the circular procurement and commissioning percentage

The instrument Circular procurement percentages template provides you with a tool that enables you to enter the values for your organisation and calculate the three circular procurement percentages.

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7. Check against the letter of intent

The letter of intent specifies that every MRA authority must comply with the following: circular procurement constitutes at least 10% of all procurement projects by 2022, this increases to 50% by 2025, and will reach 100% circular procurement as soon as possible. This is based on the group of procurement packets with direct influence. To see where we stand in relation to the targets in the letter of intent, we compare the circular procurement percentage with direct influence, as described above, with the percentage mentioned in the letter of intent.

However, we should not limit ourselves to monitoring the procurement packets with direct influence. To make the transition to a circular economy, it is important to initiate change in the supply chain. We

therefore aim for tenders that enable authorities to stimulate entrepreneurs to increase the level of circularity within their own chains or businesses. In this way we, as local authorities, can help speed up the transition to a circular economy. This is why we also stimulate circularity for packets with indirect influence. However, this transition is of a different nature and deserves separate criteria and a separate timeframe. In the months ahead, work will continue on a framework with separate ambitions and targets for the category of procurement packets with indirect influence.

The total percentage of circular procurement is also important as a benchmark to measure our progress towards a 100% circular economy.

To make the transition to a circular economy, it is important to initiate change in the supply chain. We therefore aim for tenders that enable authorities to stimulate entrepreneurs to increase the level of circularity within their own chains or businesses.

8. Determine the category

As described above, the calculation method gives us three different percentages for circular procurement and commissioning. These percentages apply to a calendar year. For the group of procurement packets we advise you to convert the percentage into a category. We use four categories: bronze, silver, gold and platinum. In addition, there is a fifth category called 'under preparation'. This is for authorities that have not yet implemented the MRA methodology and therefore do not measure their results, or do so in a different way. In the table Category based on percentage you can see how the categories and percentages match up.

✔ **Convert the percentage for 'procurement packets with direct influence' into a category.**

Why do we use categories?

Percentages may sound like hard data, but as we have seen above, they may fluctuate from year to year, and their 'hardness' is therefore only relative. It may be more appropriate to set a bandwidth. The categories defined above reflect this bandwidth. This also allows the MRA authorities to determine their progress with respect to the Letter of Intent on circular procurement.

The percentages will differ from year to year, especially in the beginning. As a result, the municipality of A could be bronze in 2020, silver in 2021 and bronze again in 2022. This could be caused by decreasing efforts, but it may also be due to the greatly fluctuating volumes of the circular procurement packets over the years, which would lead to category changes.

Table: Category based on percentage

bronze	<19%	Circular procurement percentage between 1 and 19%
silver	20-49%	Circular procurement percentage between 20 and 49%
gold	50-79%	Circular procurement percentage between 50 and 79%
platinum	80-100%	Circular procurement percentage between 80 and 100%
in preparation	-	Did not yet start using the MRA measuring methodology

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Case: Annual report

Municipality of M in 2022
Thanks to a number of additional measures the category for circular procurement has changed from bronze to silver this year. To determine this category all of the municipality's tenders, thirty in total, have been analysed. This puts the municipality on course for their ambitions with regard to circular procurement.

Some organisations use the MRA measuring methodology to step up their efforts. In exceptional cases this requires a transition phase to embed the measuring methodology in the organisation. As a result, the organisation's scores are temporarily assigned to the category 'in preparation'. This category is intended for organisations that have not yet started their measurements, or do not yet use the standardised MRA measuring methodology for their measurements.

The relation between ambition level and category

Before implementing the roadmap, you first choose the appropriate level of ambition for your organisation (basic, advanced, excellent). This has been described in the chapter Start. The selected ambition level shows how eager your organisation is to get started with circular procurement and commissioning. This level is a choice. Next, the organisation selects an appropriate set of actions. The circular procurement category is the

result of a measurement process. On the basis of the measuring methodology in this roadmap, the organisation determines their percentage for circular procurement with direct influence. This percentage is linked to a category (bronze, silver, gold, platinum), as explained in the table Category based on percentage. The percentage and the category are not choices, therefore, but substantiated results.

For the first few years, an ambition level of basic or advanced generally results in category bronze. The ambition level excellent may take you to category silver more quickly. However, there is no one-on-one relationship between ambition level and category. In exceptional cases you might be able to reach category silver or gold with a well-executed basic ambition level.

The letter of intent entails that MRA authorities aim to reach at least category bronze by 2022 for the group of procurement packets or tenders with direct influence. Their target for 2025 is category Gold.

9. Baseline measurement and other measurement points

Measuring at organisation level

The aim is to perform a baseline measurement in 2019. This provides a first insight into the authorities' progress toward circular procurement and tendering. Authorities that are not able to perform measurements by then, fall into the category 'in preparation'.

✔ **Start in 2019 with a baseline measurement.**

In subsequent years each organisation is expected to perform an annual measurement. This means the first measurement will cover calendar year 2020. The auditor or controller can perform random checks on the results.

✔ **Perform a measurement every year.**

Measuring at MRA level

The MRA will periodically publish the results of the individual MRA authorities. The percentage of circular procurement with direct influence will be published at category level. The MRA measurement will specify the percentage of authorities within each category (bronze, silver, etc.) This reporting can be enhanced for the milestones with explicit objectives, i.e. 2022 (in 2023) and 2025 (in 2026).

Incorporation in the administrative processes

To work with a measuring methodology you need to embed the methodology in the organisation in several ways. §2 of the chapter A ready organisation discusses various actions for embedding the measuring methodology in the administrative processes, such as:

- incorporate in management systems, procurement systems or other digital systems;
- incorporate in the organisation's annual administrative cycle, enabling a yearly spend analysis, measurement and evaluation of the process;
- incorporate in the annual report and other communications.


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 - › Instruments for the measuring methodology
 - › Pilot: measuring 10 procurement groups
 - › Evaluations
 - › Developing indicators

10. Future developments of the measuring methodology

The measuring methodology is an innovative product. Evaluation and development of this tool will be a continuous process.

Instruments for the measuring methodology

This roadmap comes with a validated list that specifies per procurement packet whether you have direct or indirect influence. In the months ahead, work will continue on a framework with separate ambitions and targets for the category of procurement packets with indirect influence. We have developed an instrument to help you calculate the three circular procurement percentages.

 *List of procurement packets with direct/indirect influence*

 *Circular procurement percentages template*

The measuring methodology is an innovative product. Evaluation and development of this tool will be a continuous process.

Pilot: measuring 10 procurement groups

A group of interested MRA authorities will participate in a pilot to measure and report on the 10 procurement groups defined by PIANOo. Experimenting with different types of monitoring and applying the lessons learned contributes to the further development of the roadmap's measuring methodology.

Evaluations

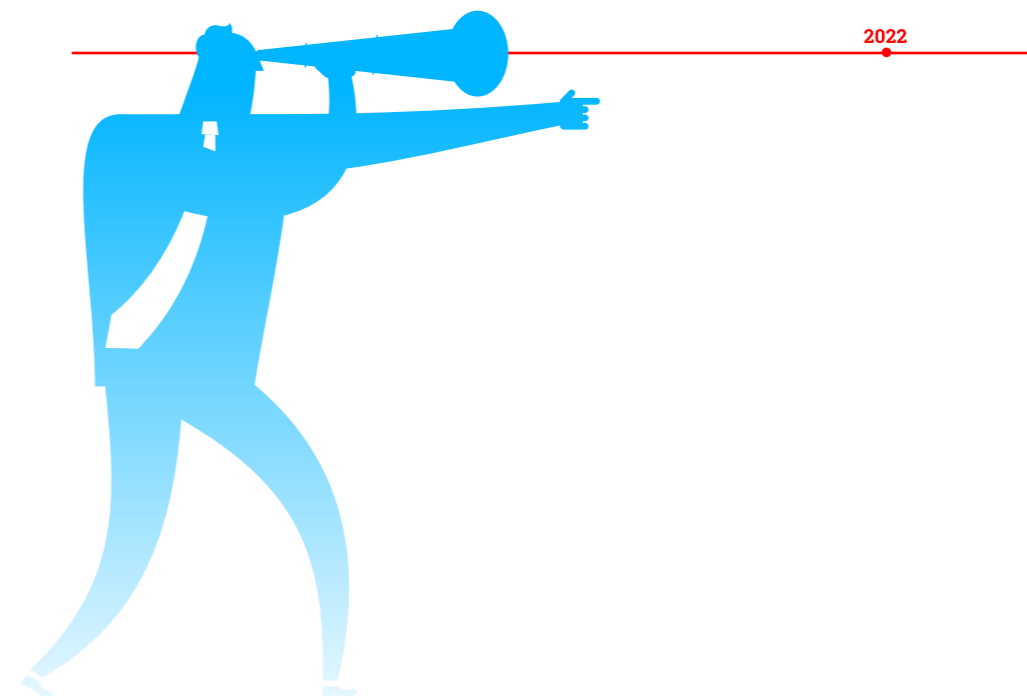
After the baseline measurement has been conducted, the measuring methodology and the results will be subject to internal evaluation by the MRA. If necessary, the methodology will be adjusted. Subsequent periodic evaluations are a part of continuous development.

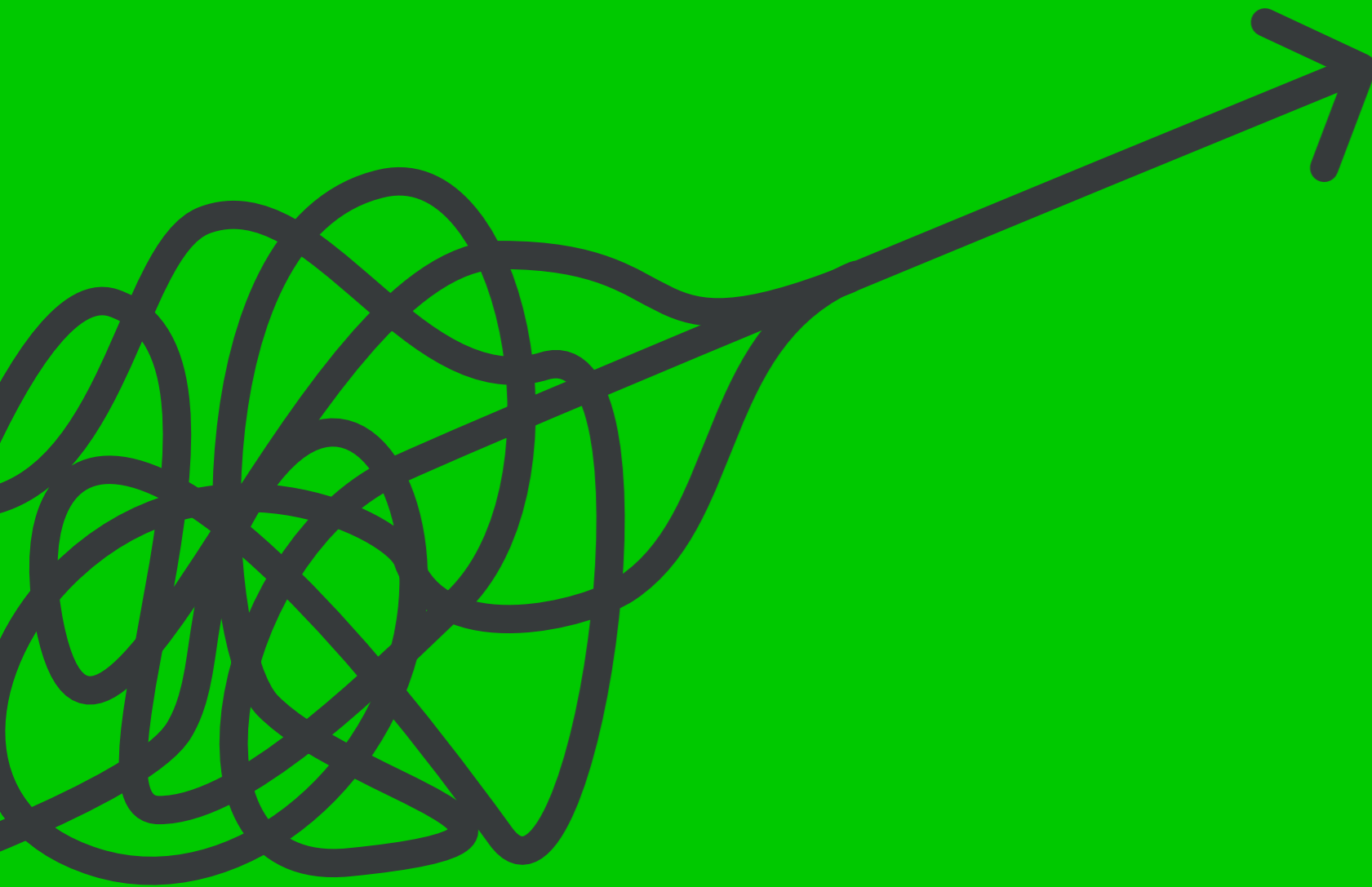
Developing indicators

We aim to keep the procurement methodology aligned with the MRA dashboard for measuring the effects of circularity that is currently being developed. We intend to add new effect indicators to the measuring methodology in 2022. This means that the improved measuring methodology will be used for the measurements for 2022.

The current measuring methodology does not have indicators that measure the elements commissioning, ownership and communication. Indicators that measure support and the level of incorporation

in the organisation are currently being developed. They will be included when the measuring methodology is updated. Following the Circulair Bouwen '23 (Circular Building '23) initiative for the building sector, other sectors are also likely to develop new indicators. We will monitor these developments closely and include them in the next update.





H5

A ready organisation

This chapter describes the incorporation of circular procurement and commissioning in the internal processes of the organisation. You will learn how to put this in practice and which actions and instruments are available to you. An organisation can only achieve 100% circular procurement and commissioning if it is properly embedded in their processes.

Timetable results **A ready organisation**

2020
Minimal results

- First products regionally procured
- Circularity is a standard requirement for tenders, unless...
- Administrative systems for procurement, contract management and monitoring are connected and geared to circular requirements
- First pilot tender with requirements for CO2 burden has been conducted

- Helpdesk has been installed and training has been offered
- Where appropriate, procurement and management budgets are linked for procurement projects
- The organisation has decided which external tools it wants to use for circular procurement
- Administration of procurement set up for circular procurement
- Circular objectives are embraced at every level

- Gateway committee & Focus group have been set up
- Strategic choice made regarding packets the must be circularly procured
- Resources available to hire expertise

2022 10%
Required for category Bronze

- CO2 burden standard part of circular tender
- Organisation pilots CO2 shadow budget or climate budget
- The organisation actively contributes to the creation of open data on circular market data, criteria and research
- Harmonisation of requirements for circular tenders within the MRA has started

- First products regionally procured
- Circularity is a standard requirement for tenders, unless...
- Administrative systems for procurement, contract management and monitoring are connected and geared to circular requirements
- First pilot tender with requirements for CO2 burden has been conducted

- Helpdesk has been installed and training has been offered
- Where appropriate, procurement and management budgets are linked for procurement projects
- The organisation has decided which external tools it wants to use for circular procurement
- Administration of procurement set up for circular procurement
- Circular objectives are embraced at every level

2025 50%
Required for category Silver

- Where scale is important for a viable business case and stimulation of the circular economy, tenders are always regional.
- The MRA Raw materials alliance is being set up to facilitate regional procurement.

- CO2 burden standard part of circular tender
- Organisation pilots CO2 shadow budget or climate budget
- The organisation actively contributes to the creation of open data on circular market data, criteria and research
- Harmonisation of requirements for circular tenders within the MRA has started

- First products regionally procured
- Circularity is a standard requirement for tenders, unless...
- Administrative systems for procurement, contract management and monitoring are connected and geared to circular requirements
- First pilot tender with requirements for CO2 burden has been conducted

Checklist actions **A ready organisation**

- ✓ Set up a gateway committee.
- ✓ Create a focus group with ambassadors.
- ✓ Develop and share knowledge.
- ✓ Make data accessible.
- ✓ Make circular procurement part of the administrative system.
- ✓ Budget: link the budgets for procurement and maintenance.
- ✓ Determine for each procurement packet or tender if circular procurement is possible.
- ✓ Check if there are innovative procedures you can use.
- ✓ Consider regional collaboration.
- ✓ Acquire market knowledge.
- ✓ Define circular criteria for the call for tender.
- ✓ Use methods to make social costs transparent.
- ✓ Award the contract based on value.
- ✓ Determine content and form of the contract carefully
- ✓ Good contract and supplier management takes time.
- ✓ Make sure the measuring and evaluation processes are in place.
- ✓ Use external tools to evaluate your performance.
- ✓ Publish your results every year.



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 - › Ambassadors
 - › Knowledge development within the MRA
 - › Make use of expertise outside the MRA
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 - › Administrative system
 - › Annual cycle
 - › Combine separate budgets
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- ▶ **4. Circular call for tender**
- ▶ **5. Award process, contract and contract management**
- ▶ **6. Assess, measure and report**
- ▶ **7. What's next?**

1. Introduction

We have built this chapter around the process of working towards a circular call for tender. This is easily recognisable for the specialists and ensures that every phase of the procurement process will be properly embedded in the organisation. In this way, circular procurement can become a standard procedure.

This chapter is structured as follows:

- General preparation;
- Preparing a circular call for tender;
- Circular call for tender;
- Award process, contract and contract management;
- Reporting and measuring;

Some actions in this chapter are mainly about organisational aspects, others are more about the content. To improve the accessibility of the text we do not make a distinction between the two.

As discussed in §3 of the chapter Start, the organisation opts for one of three ambition levels: basic, advanced or excellent. Based on this choice a number of actions and topics is selected. This chapter contains actions and topics that will help you prepare your organisation. You can decide which actions and topics are relevant for your organisation. For your convenience, we have added a checklist with all the topics and actions that are addressed in this chapter. The timetables suggest targets for a particular year, depending on the selected ambition level. The actions suggested in the various chapters help you reach these targets.

You decide which actions and topics are relevant for your organisation.

2. General preparation;

Circular procurement and commissioning must become structural activities within the organisation. This requires adjusting existing processes and customs within the organisation. This section describes several prerequisites for embedding circular procurement and commissioning in the organisation.

Gateway committee

A gateway committee is a group of people from various disciplines within the organisation that examines which tenders are suited for circular procurement. This is where you embed commissioning across the organisation. The gateway committee also considers to what extent activities are in accordance with the organisation's objectives. This group has decision-making authority. A gateway committee has the following advantages:

- Strategic choices are made at organisational level.
- It ensures that decisions are no longer the responsibility of the purchasing officer/budget holder, who is dependent on the available resources and funds.
- It helps the organisation make circular choices.
- It creates broad support for circularity because responsibility is shared by a group of people from across the organisation.

Gateway committee

Set up a gateway committee.

Ambassadors

You also need people who help you find ways to embed circular procurement in the organisation. They can act as ambassadors within the organisation, but they can also take on an advisory role regarding the strategic choices that need to be made.

Find persons at administrative and senior management levels to form a focus group. You should also create a network of enthusiastic colleagues in various departments and at different levels within the organisation. This group plays a key part in defining the main features of the circular procurement strategy. Ideally, the focus group will include a number of gateway committee members.

Create a focus group with ambassadors.

Knowledge development within the MRA

Circular procurement requires new professional skills for procurement specialists due to technical innovations, new procurement practices and long-term system changes. This calls for systematic development and acquisition of knowledge and expertise.

Innovative tender processes

Not every MRA authority has enough resources for and expertise on circular procurement. It is important that experts

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from various authorities exchange knowledge and support each other. Sharing knowledge raises the level of quality of tenders, prevents duplication and speeds up the process of circular procurement.

This could be achieved, for instance, by setting up an MRA helpdesk for circular procurement. If that proves difficult, we aim to create an MRA expert pool for circular procurement, with either external experts or experts from several authorities who will be made available to coach other authorities or answer questions. It is important that the implementation managers for circular procurement of the various MRA authorities are able to share their experiences, and we want to set up a group for that purpose as well.

We intend to collect the market consultation reports that are prepared by MRA authorities and make these documents digitally available, for instance on the website [MRADuurzaam](#) (Dutch only).

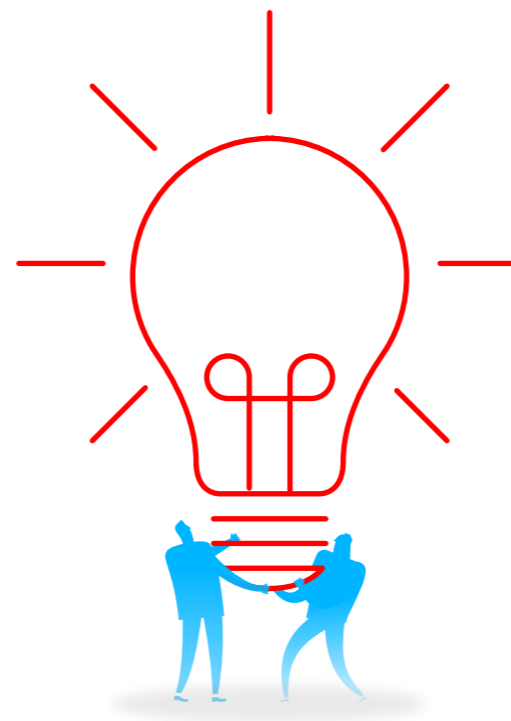
Develop and share knowledge.

Make use of expertise outside the MRA

There are various organisations and websites that provide information on circular procurement and commissioning. [PIANOo](#) is the Dutch centre of expertise with regard to circular procurement by governments, but there is also a lot of expertise available at the [NEVI](#) knowledge network (Dutch only), [MVO Nederland](#) (CSR knowledge centre for small and medi-

um-sized enterprises in the Netherlands) (Dutch only) and other organisations and consultancy firms. Make the most of these knowledge resources. The data provided by MVI-ZET, the Sustainable Procurement self-evaluation tool (see §6 of this chapter) and [MVIcriteria.nl](#), the central government website on Sustainable Public Procurement criteria, are valuable sources of knowledge.

Share knowledge on procurement and tendering



Open data

Both companies and governments are often hesitant to make data and information public. In a number of cases this is indeed prohibited by law. However, sharing data is of the utmost importance if we want to increase the scale of the circular economy. More recommendations on transparency can be found in §6 of this chapter.

The [MRA database](#) (Dutch only), with data on building and demolition materials, is a good example of data sharing.

Another example is the document '[Sharing data in the biobased economy](#)' (Dutch only), published by the Biobases Connection programme of the Amsterdam Economic Board.

Make data accessible.

Administrative system

Circular procurement and commissioning benefits from an administrative system that supports circular procurement from the very start. Ideally, the organisation works with an integrated IT solution that is aligned with the circular measuring methodology and that uses procurement and supplier data to generate circular data.

Configure the internal administration with the correct data, such as a start form, the procurement strategy and a procurement calendar.

★ [Annual procurement plan Heemstede](#)

★ [ICT-SP Action Plan](#)

The following elements are particularly relevant:

- The procurement administration should record data that you later wish to monitor or use to measure the effect. For instance, criteria per product group or elements from MVI-ZET.
- The procurement administration is linked to the budget request system in such a way that the system automatically prompts you to specify (circular) procurement plans. Ideally, this is the same system that is used for contract management.
- It must be possible to link the procurement administration to a monitoring dashboard or other measuring instruments. It is important to choose instruments that are useful and user friendly.
- The administration of the procurement packets or completed tenders is linked to a document that records the various circular scores per procurement packet, and a document that enables you to calculate the circular procurement percentage.

Some organisations may consider the investment in these steps too ambitious or too big. This means that more resources will be required for manual work. What will be the most economical option depends on the individual organisation. Put in simple terms, it is a choice between buying a tool or freeing up resources.

Make circular procurement part of the administrative system.

- ▶ **1. Introduction**
- ▼ **2. General preparation;**
 - › Gateway committee
 - › Ambassadors
 - › Knowledge development within the MRA
 - › Make use of expertise outside the MRA
 - › Open data
 - › Administrative system
 - › Annual cycle
 - › Combine separate budgets
- ▶ **3. Preparing a circular call for tender**
- ▶ **4. Circular call for tender**
- ▶ **5. Award process, contract and contract management**
- ▶ **6. Assess, measure and report**
- ▶ **7. What's next?**

Annual cycle

Circular procurement should be embedded in the organisation's annual administrative cycle, as are the annual report, annual plan and the budget.

Depending on the selected level of ambition, the following actions should be always be scheduled:

- a spend analysis from the perspective of circular procurement;
- a measurement of the status of circular procurement and commissioning (see chapter *Measuring*);
- updating the circular procurement calendar up to five years ahead.

Combine separate budgets

A lot of organisations have separate budgets for procurement and maintenance. By combining them, the procurement and maintenance of products become linked, which leads to cost reductions for both budgets.

Case: Product as a service

Budget A is used to buy the trees and shrubs for a new park and budget B is used to hire the landscaping firm to maintain the park. By combining these budgets, it is possible to request a proposal for 'product as a service'. Instead of specifying a number of trees and the maintenance of these trees, you request the delivery of the total service 'greenery in the park'. It is likely that this will lead to more efficient use of materials as well as financial benefits. The responsibility for both the delivery of good trees and optimal maintenance of those trees now lies with the supplier.

For example, the Gooi en Vechtstreek region has put out a tender for office furniture with both a maintenance obligation and a buy-back obligation for the supplier at the end of the contract period.

★ *Call for Tender for Procurement and Maintenance Gooi en Vechtstreek*

The municipality of Amsterdam has put out an innovative tender for the lighting of a car park, in which the ownership was left with the supplier.

★ *Tender documents Car Park Lighting Amsterdam*

★ *Invitation to tender*

★ *Draft main agreement*

★ *General procurement terms for supplies and services*

★ *Programme of requirements*

With regard to budgets, the organisation could consider setting up a revolving fund for circular procurement, as the municipality of Helmond has done. This can be used to cover the start-up costs of circular procurement.

Circular procurement will often entail greater initial costs, due to, for example, necessary investments in innovations or higher procurement costs because of more expensive sustainable materials. But as the maintenance costs are lower, for example, or because the new technology leads to cost reductions, these benefits can over time be channelled back into the fund.

✓ **Budget: link the budgets for procurement and maintenance.**

A lot of organisations have separate budgets for procurement and maintenance. By combining them, the procurement and maintenance of products become linked, which leads to cost reductions for both budgets.

- ▶ 1. Introduction
- ▶ 2. General preparation;
- ▶ **3. Preparing a circular call for tender**
 - › Is the tender suitable for circular procurement?
 - › Innovative procedures
 - › Regional collaboration
 - › Market knowledge
- ▶ 4. Circular call for tender
- ▶ 5. Award process, contract and contract management
- ▶ 6. Assess, measure and report
- ▶ 7. What's next?

3. Preparing a circular call for tender

Is the tender suitable for circular procurement?

In §4 of the chapter Start we described that for the aspects Organisation (A) and Procurement category (B) you need to determine which tenders are suitable for circular procurement. We refer to figure [Circular procurement objectives and criteria](#) on page 14.



If the gateway committee has not yet decided that a product or service must be procured in a circular way, you determine per procurement packet (or tender) if it is suitable for circular procurement. (In §4 of this chapter you will learn how to set the circular criteria per call for tender.)

This involves a procurement team. At the start of the project, this team makes use of an organisation-wide procurement checklist. This procurement checklist is an instrument that helps you analyse the opportunities for circularity for each procurement project.

[Procurement checklist](#)

Determine for each procurement packet or tender if circular procurement is possible.

Innovative procedures

Circular procurement is often about innovative products or services. It is usually difficult to procure an innovative product or service using a traditional procurement process. Moreover, circular procurement is not only about circular criteria for the materials or services, but also about innovative ways to collaborate with the potential supplier of those services or products.

It might be appropriate, therefore, to apply innovative procurement processes, such as a competition or a competitive dialogue.

[Innovative tender process](#)

[Open contest tender Almere](#)

Check if there are innovative procedures you can use.

Regional collaboration

There are several reasons why it makes sense to collaborate with other authorities on a common tender. The instrument below will help you assess the feasibility of regional procurement and joint procurement with another authority.

[Assessment framework for collaboration](#)

In the future, the MRA wants to move towards regional procurement projects. This would mean that the MRA authorities are able to collectively put out to tender large contracts. This requires further investigation of the legal aspects of market economics. We want to develop this topic in more detail by setting up a regional raw materials alliance. See the chapter [Further steps and recommendations](#).

An important step towards regional projects is linking the procurement calendars at MRA level. This enables us to answer the following questions:
Who has recent experience with a completed procurement project from which we could learn?
Who will be doing a similar project in the next few years? Can we work together?

[Regional procurement calendar](#)

Consider regional collaboration.

Market knowledge

Market knowledge is becoming increasingly important. Gaining knowledge of the market should play a more prominent role in the procurement process, especially as contracting authorities are having a hard time following innovative developments in the market, both at company and product/service level. If the acquisition of knowledge is properly organised, authorities are better able to understand the market opportunities as they arise. It also helps to build support for circular procurement among case owners, budget holders or other stakeholders such as senior management. The topic will come alive for the internal client even before the procurement is started. It may also encourage entrepreneurs to participate in a specific tender. Hopefully this will increase the number of bids you receive.

In the future, the MRA wants to move towards regional procurement projects. This would mean that the MRA authorities are able to collectively put out to tender large contracts.

- ▶ 1. Introduction
- ▶ 2. General preparation;
- ▶ 3. Preparing a circular call for tender
 - › Is the tender suitable for circular procurement?
 - › Innovative procedures
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Investing more time upfront in knowledge acquisition and a good relationship with potential suppliers always pays for itself in the end.

We will look more closely at some elements of the figure Market knowledge, below.

Market consultation per tender

The main source of market knowledge are market consultations. [PIANoo](#) has developed a checklist for this purpose (Dutch only). It could be useful not to limit a market consultation to suppliers of a specific product (e.g. office chairs), but to include the entire product group instead (office furniture).

Check if other authorities have recently held a market consultation for the product group in question. Make use of their knowledge and experience, because participating in market consultations is very time-consuming for entrepreneurs. Exchange knowledge with other authorities that have already performed the consultation. Benefit from the knowledge that businesses already have, for instance start-ups.

We usually look for market knowledge externally. But you also need to capitalise on internal knowledge. Contract and supplier management, for instance, is an important source of market knowledge. When you are looking for market knowledge, it is important to make sure the other party understands that you do this for the benefit of circular procurement.

A market consultation does not always have to be a big and formal event. You can also lower the threshold by organising a general meeting or conducting phone interviews. A personal meeting beforehand between clients and contractors may clear up a lot of misunderstandings. Invite potential contractors for an inventory. Talk to each other.

Engage with entrepreneurs

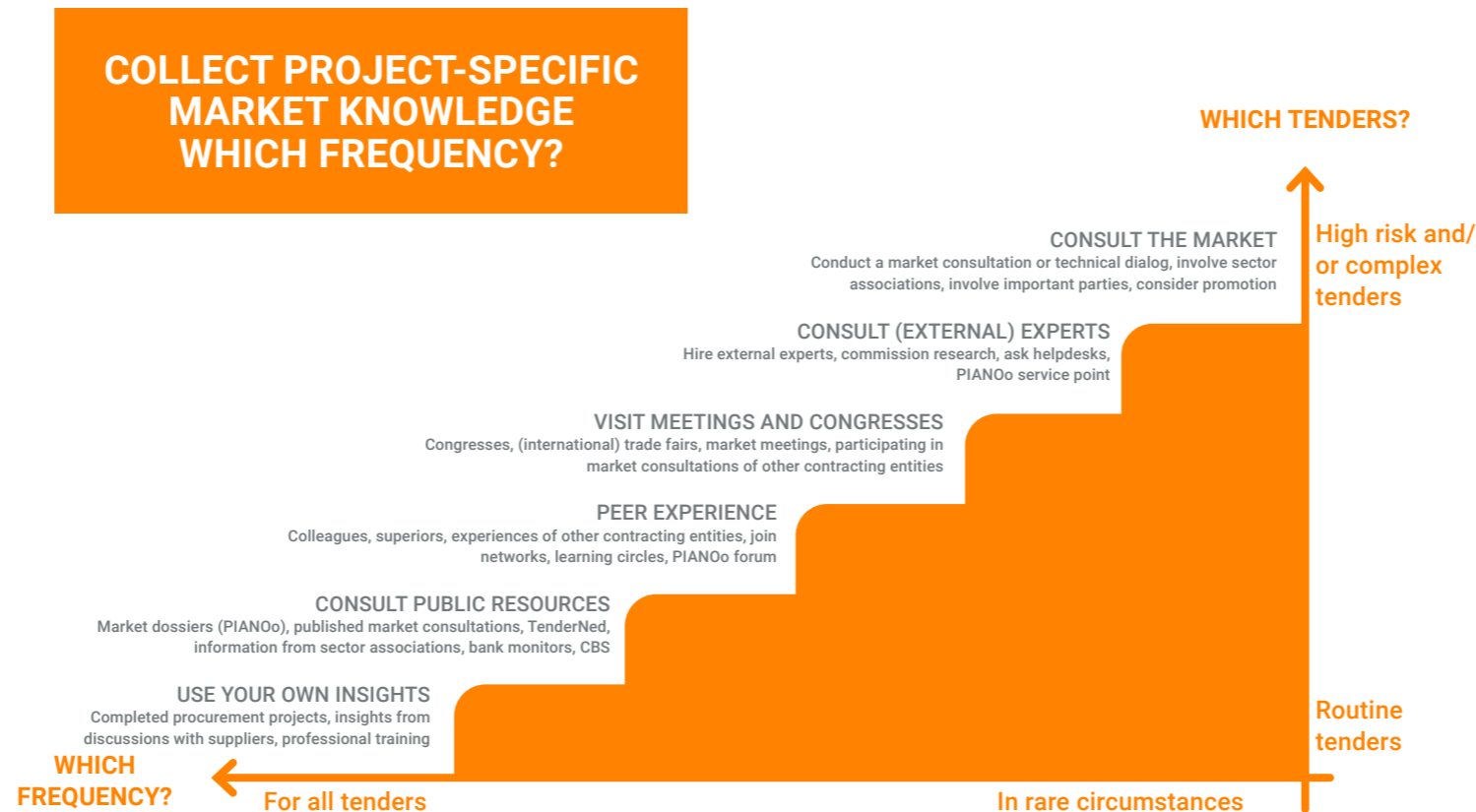
Once every two years, organise a meeting to keep entrepreneurs current on your ideas and progress with regard to circularity, and to stay in touch with the market. This could be a worthwhile investment of time. Meetings can also be organised per sector or product group.

Attending congresses or business gatherings (regional or local) also helps to stay in tune with the market.

- ☆ *Entrepreneurs' breakfast Lelystad*
- ☆ *Lunch meeting Circular Economy Haarlemmermeer*

Acquire market knowledge.

Figure Market knowledge



- ▶ 1. Introduction
- ▶ 2. General preparation;
- ▶ 3. Preparing a circular call for tender
- ▼ 4. **Circular call for tender**
 - › Circular criteria
 - › Specific approach
 - › Methods to incorporate social costs
- ▶ 5. Award process, contract and contract management
- ▶ 6. Assess, measure and report
- ▶ 7. What's next?

4. Circular call for tender

Circular criteria

Once you know that circular procurement is feasible for a particular project, and you have selected the right procedure and collected necessary market knowledge, you need to formulate the right circular criteria for the tender. This is depicted in column D in the figure [Circular procurement objectives and criteria](#).



The central question is always this: what do you want to achieve with a circular tender. What is the higher goal? To assess this, the municipality of Gooise Meren has developed a document in which the purchasing officer/budget holder makes clear when a tender is considered to be successful.

★ *Circular procurement project GM.*

Waste processing company Meerlanden uses a procurement checklist.

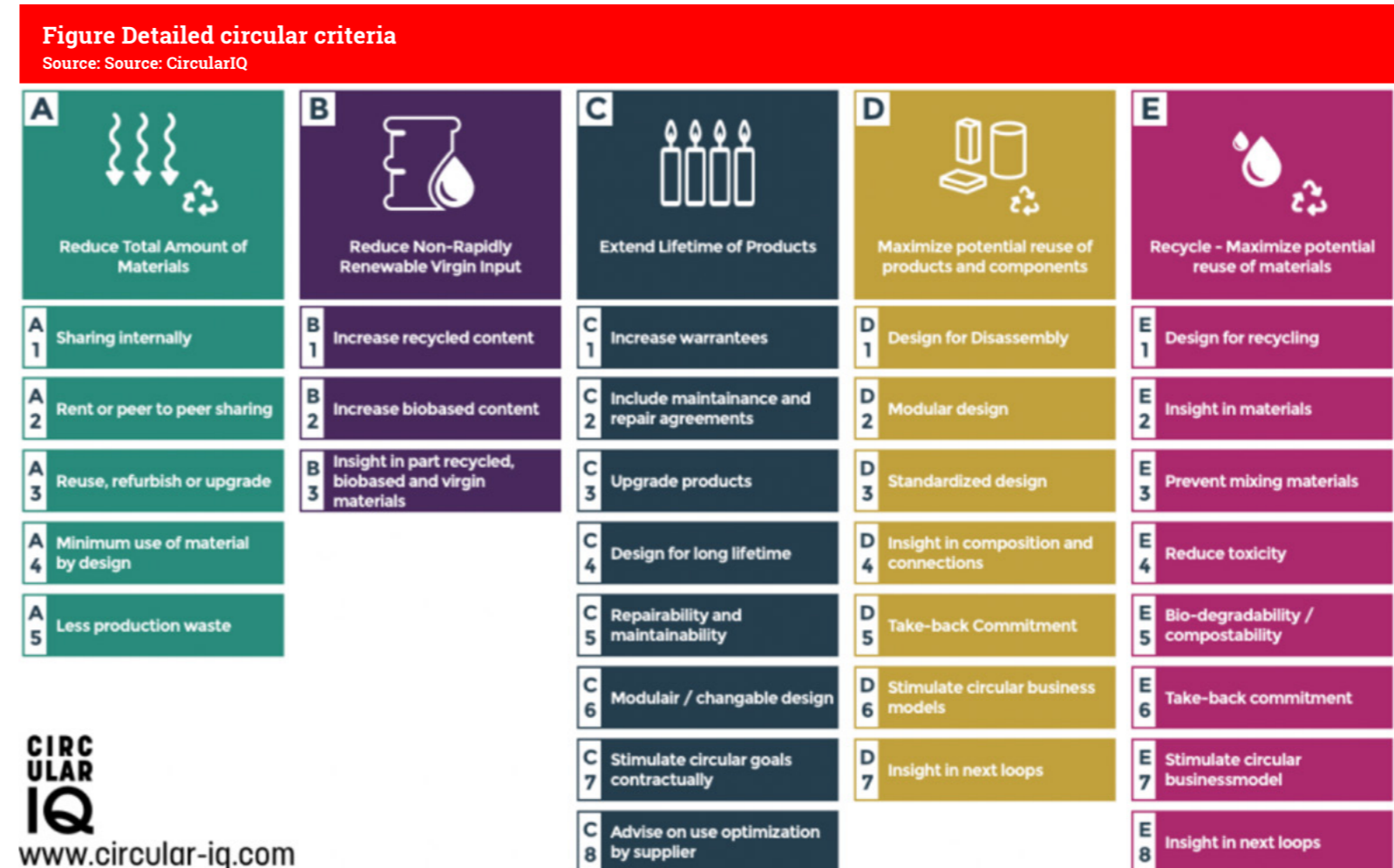
★ *Procurement checklist Meerlanden*

The definition of circular procurement in §2 of the chapter Start specifies a number of possible objectives.

For example:

- minimum application of new materials (and fossil energy) in the production process;
- minimum application of new materials (and fossil energy) when reusing products;
- maximum focus on high durability;

- high-quality reuse of the product or the materials.
- The figure Detailed circular criteria is a practical elaboration of these objectives into topics or criteria you can incorporate in the call for tender.



- ▶ 1. Introduction
- ▶ 2. General preparation;
- ▶ 3. Preparing a circular call for tender
- ▼ 4. Circular call for tender
 - › Circular criteria
 - › Specific approach
 - › Methods to incorporate social costs
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The right wording

Do you want a product that consists of reused (raw) materials? We call that current circularity. Do you want a product that has been designed for reusability? This is called future circularity. Carefully define both types of circularity in your call for tender and determine their weighting. This shows the tenderers what they should focus on.

Specific criteria per product group

Selecting the right criteria usually requires specific knowledge of the product group. Not every criterion is right for every product. Nor is it clear for every product or service how circular procurement can best be achieved. In the [Circular Procurement Guide](#) you will find detailed information on how to determine appropriate product criteria.

More information can be found on the central government website on [Sustainable Public Procurement criteria](#) and [TenderNed](#). These sites offer examples of criteria for product groups that have already been used by other organisations.

An example of circular procurement is the roadmap for [Circular land allocation](#) (Dutch only) published by the municipality of Amsterdam.

⊗ **Define circular criteria for the call for tender.**

Specific approach

Functional specifications

Try to specify your circular criteria in functional terms. You should focus on the goal you want to achieve, and ask the supplier to provide a solution. This means that the call for tender contains requirements with regard to the performance (the functionality) of the product, and does not specify materials or technologies. Ideally, the tender does not focus on a concrete product, but on an objective, function or concept. You ask the participants: who is willing to develop this concept together with us? When you use functional requirements, you trust the market to innovate, instead of prescribing the desired developments.

However, functional specifications are not the Holy Grail of procurement. In some cases, it is more appropriate to use a technical description, or a combination of functional and technical specifications. It is important to assess if functional specifications are all the market needs for a particular tender, or that more guidelines are needed.

PIANOO has developed a web dossier on [functional specifications](#) (Dutch only) for this purpose.

Circularity action plan

Asking suppliers for a circularity action plan with (large) tenders is a must. After all, you want to know how suppliers will safeguard future circularity. Ask the tenderers how their product or service contributes to the organisation's objectives, and how they intend to align

future development with the organisation. Also ask them to show how they measure this. This ensures commitment from your suppliers and provides assurance within contract management.

Waste collector Meerlanden formulated this question as follows: **How can the organisation measure the concrete results specified by the supplier in their solution during the term of the contract?**

Materials passport

A (raw) materials passport makes clear which (raw) materials were used in the production of a product, where the raw materials come from, how much of this consists of recycled material and how the materials have been processed. This makes the circularity of a product more transparent. In addition, registering these data makes it easier to replace, reuse and recover materials when demolishing or disassembling the product.

By specifying in the call for tender that bids are assessed using LCA, MKI, TCO and CO2 shadow price, you will gain insight in the level of sustainability (and to some extent in the level of circularity).

There are many suppliers of (raw) materials passports. [The Platform Circulair Bouwen '23](#) (Circular Building '23 - Dutch only) is currently working on the standardisation of these initiatives for the building sector.

The MRA is currently conducting a pilot with the [Madaster Materials passport](#), to give authorities an opportunity for hands-on practice with a materials passport for municipal real estate.

Methods to incorporate social costs

When is a product really circular? Is a biocomposite bench more circular than a bench made of wood? How can you tell which is the most circular or sustainable bid?

What makes a product circular can be assessed in different ways. You can look at the environmental impact of a material or method, or at the social costs related to the service or product, or at the real price of a product (taking into account all costs within the value chain). We will have a closer look at the following methods: life cycle analysis (LCA), Milieu Kosten Indicator-waarde (MKI, environmental cost indicator), Total Cost of Ownership (TCO) and CO2-Schaduwprijs (CO2 shadow price). By specifying in the call for tender that bids must be assessed with (one of) these methods, you will gain insight in the level of sustainability (and to some extent in the level of circularity). You also create a level playing field for all participating parties.

- ▶ **1. Introduction**
- ▶ **2. General preparation;**
- ▶ **3. Preparing a circular call for tender**
- ▼ **4. Circular call for tender**
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LCA (life cycle analysis)

LCA is a method to calculate the environmental impact of a material, construction or method. It takes the entire life cycle into account, from extraction to demolition. This method looks beyond the mere amount of (raw) materials used and also maps the CO2 emissions related to usage.

Platform CB '23 has described in detail how an LCA works.

★ *How to perform an environmental LCA*

MKI

The Milieu Kosten Indicator or MKI (environmental cost indicator) weighs the various environmental impacts and translates this to a single score indicating the social costs of the total impact (in euros). These are the costs that would be incurred in order to prevent the negative environmental impact of the product. The lower its MKI value, the more sustainable the material, construction or method is. A low MKI value usually indicates that the product reduces CO2 and contributes to the goals of the circular economy.

By specifically asking for the LCA and MKI in the call for tender, you can relate the pricing to the environmental impact of the product. This means that a product with a higher initial price might well be the preferred option because the environmental impact is lower.

Designs that differ widely in their use of materials, also differ in their environmental quality. A software tool like [DuboCalc](#),

developed by Rijkswaterstaat (part of the Dutch Ministry of Infrastructure and Water Management), enables designers to compare different alternatives. It takes the entire life cycle into account, from extraction to demolition. DuboCalc uses the so-called 'shadow price method' to convert the environmental effects into an MKI value. The MKI values for different bids are also used to assess the best quality-to-price ratio.

The construction company Dura Vermeer always includes the MKI value in their bids, even if this is not a requirement.

TCO

You can include the requirement to calculate the Total Cost of Ownership (TCO) in your call for tender. Total Cost of Ownership is also referred to as life cycle cost analysis.

The TCO approach enables you to assess the financial aspects of a product during its entire economic life cycle. This method not only looks at the initial or procurement costs, but also takes the costs for management and maintenance during the entire life cycle into account, as well as the 'demolition' costs after use. Instead of focussing on the most advantageous procurement price, TCO also includes maintenance, staff, training, usage, insurance and depreciation.

For the procurement of an installation, for example, you consider not only the procurement price, but also the energy consumption, maintenance costs, return on investment and disposal costs after use.

Requesting the TCO provides a better insight in the long-term costs and enables you to choose the right supplier. This is important because a bid that seems advantageous at first glance, might prove very costly in the long term, and the other way around.

On the website of the procurement knowledge network NEVI you can download a brochure about [TCO](#) (Dutch only).

CO2 burden

Reducing CO2 emissions is an important policy objective for many authorities. Circular procurement can contribute to this objective by specifically asking for materials and services with a low CO2 burden during production and use. This helps you understand the CO2 impact of a procurement project. You may learn, for instance, that it is better to invest in a particular (low CO2 emission) approach.

One way to do this is ask all tenderers to specify the CO2 burden for their bids. It is important to prescribe the calculation model to be used, otherwise it will not be possible to compare the scores. By setting a shadow price for CO2, for instance €100 per tonne of CO2, you can express the effect in financial terms.

The municipality of Amsterdam is already using a method to express the social value of avoided CO2 in terms of money for their (internal) investment proposals. A high value for avoided CO2 can be used in an investment proposal as an additional argument to decide on a particular sustainable investment. Calculating the value of avoided CO2 emissions is optional and has no effect on the cash flow analysis or the business case.

★ *Rules of application for sustainable investments*

✔ **Use methods to make social costs transparent.**

[The energy agreement of the province of Gelderland](#) (Dutch only) specifies that the authorities in Gelderland will work with shadow prices.

Reducing CO2 emissions is an important policy objective for many authorities. Circular procurement can contribute to this objective by specifically asking for materials and services with a low CO2 burden during production and use.

- ▶ 1. Introduction
- ▶ 2. General preparation;
- ▶ 3. Preparing a circular call for tender
- ▶ 4. Circular call for tender
- ▼ 5. Award process, contract and contract management
 - › Content and form of the contract
- ▶ 6. Assess, measure and report
- ▶ 7. What's next?

5. Award process, contract and contract management

The most important thing is to award the contract on the basis of the best price-quality ratio (in Dutch: BKPV) or life cycle costing (LCC). You have to make sure, therefore, that the quality (in this case the circularity) is suitably rewarded in the score. Make your assessment based on value. More information is available on the [PIANOo](#) website (Dutch only).

Research by [PHI Factory](#) (Dutch only) shows that for the ideal ratio that allows quality to stand out entails, price counts for 10-30% and quality for 90-70%.

✓ **Award the contract based on value.**

Circular products often have longer payback periods. Especially when the product is expected to incorporate innovative elements, the product profitability will go up as the contract period increases.

Content and form of the contract
Make cooperation and development the cornerstones of your contract.

Practical tips

- Make sure that the agreements and ambitions formulated in the bid are included in the contract. Make the contractual arrangements measurable with key performance indicators (KPIs).
- Include a development path in the contract, for example in the form of an annual evaluation of the KPIs with the supplier, a circular action plan, or a commitment to implement innovations or add new modules to the contract at least every two years.
- Use a framework for a long-term contract that consists of an initial contract period with options to extend. Define the goals for the long-term contract and specify the grounds for non-renewal or even renegotiation of the contract. A good justification to renew a contract or not is the performance on mutually agreed KPIs.

Be sure to involve the legal department in this decision. Often, the Public Procurement Law offers more flexibility than is commonly believed.

Determine the contract type

Circular procurement could result in a different distribution of risks, profit and value for all value chain partners, as we are adopting a different approach to the concept of 'ownership'. After use, products

are not regarded as waste, but instead they are considered to have a certain (residual) value that is an integral part of the revenue model and the price you are offered.

The supplier could be allowed to take control over the cycle. This will encourage the supplier to achieve collaboration and transparency within the value chain. The supplier indicates how he intends to preserve as much value in the chain as possible. This is reflected in customised contractual terms and an appropriate contract type and duration.

⚙️ *Determine the contract type*

Longer contract period

Particular attention and must be given to the duration of the contracts. The Public Procurement Law states that '... competition in the market is not limited beyond what is required'. The maximum duration for a framework agreement is four years, unless you can explain why a longer period is justified. For example, if the manufacturer has to make significant investments to make their manufacturing process circular. Circular products often have longer payback periods. Especially when the product is expected to incorporate innovative elements, the product profitability will go up as the contract period increases. In such cases you are advised to extend the contract period beyond what is currently standard.

For product/services combinations that include maintenance, the law indicates that the contract period is usually aligned with the economic life of the product. Lifespan extension and an improved business case are valid arguments to align the contract period with the technical life rather than the economic life of a product. In the end, the contract duration of a tender should preferably be longer than the natural life cycle of a product. This introduces an incentive for the supplier to create the best possible product.

✓ **Determine content and form of the contract carefully**

- ▶ **1. Introduction**
- ▶ **2. General preparation;**
- ▶ **3. Preparing a circular call for tender**
- ▶ **4. Circular call for tender**
- ▼ **5. Award process, contract and contract management**
 - › Content and form of the contract
- ▶ **6. Assess, measure and report**
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Ensuring contract compliance

Your call for tender and contract may look nice on paper, but if it remains rhetoric and does not become reality, the end result for the organisation is zero. The paper truths and agreed results are achieved in the contract management phase. Interim evaluation should be part of the contract management, thus ensuring that necessary improvements can be implemented over the course of the contract. See also §5 of the chapter Measuring.

As described in §3, contract and supplier management is dependent on the proper configuration of your internal administration.

Proper contract management

Contract management is the process that unequivocally defines, manages and monitors signed contracts and any subsequent amendments. Supplier management entails managing the relationship with the supplier and monitoring the agreements with and performance of the suppliers with regard to scope, quality and costs. See §5 of the chapter Measuring.

Supplier relationship

Mutual trust in each other's sincerity should be the basis for cooperation. Cooperating with entrepreneurs that supply a circular product or service works best in a spirit of partnership. Ask suppliers to help you gain confidence in their reliability (are we not paying too much, is this the most circular product possible?). Opt for participatory contract management, for instance, allowing

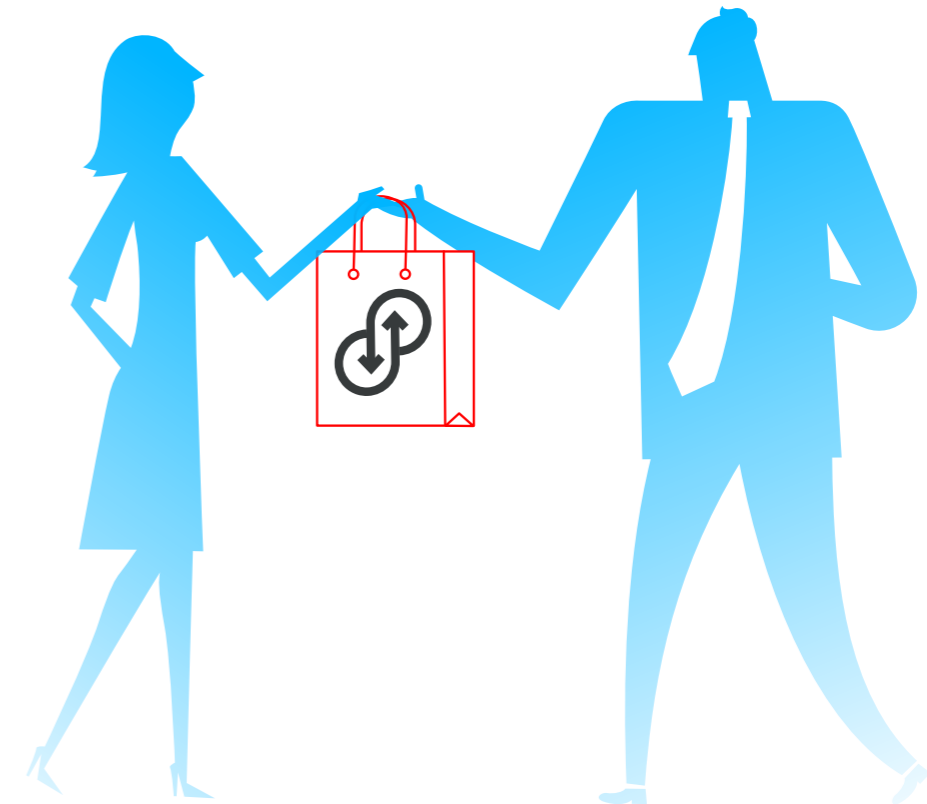
intermediate adjustment of the contract. Collaborate on development and continue to do so during contract management. Work together on annual improvements or innovations regarding the product or service. It has to be a joint responsibility.

Renegotiate existing contracts

In some cases, it can be useful to revisit contracts concluded earlier. Every organisation has long term contracts that were concluded in the past and which do not include circular aspects. It could be that a project already has (unintentional) circular elements which have not been specified in the contract. For such contracts, the contract manager should approach the contractor and explore the possibility to agree on a contract addendum that addresses the circular aspects.

✔ **Good contract and supplier management takes time.**

Mutual trust in each other's sincerity should be the basis for cooperation. Cooperating with entrepreneurs that supply a circular product or service works best in a spirit of partnership.



- ▶ 1. Inleiding
- ▶ 2. Algemene voorbereiding
- ▶ 3. Voorbereiding op circulaire uitvraag
- ▶ 4. Circulaire uitvraag
- ▶ 5. Gunning, contract en contractmanagement
- ▼ 6. Evaluatie, meten en rapportage
 - › Op het niveau van een aanbesteding
 - › Op het niveau van het circulair inkoopproces binnen organisatie
 - › Externe tools
 - › Transparantie
- ▼ 7. Vervolg

6. Assess, measure and report

In the chapter [Measuring](#) we described how we measure circular procurement and commissioning. We therefore limit ourselves here to the main elements.

At tender level

Every tender process should be evaluated once the contract has ended. This is an opportunity to see which lessons can be learned, paving the way for better, smarter but above all circular future procurement projects.

At the level of the circular procurement process within the organisation

The evaluation of the organisation-wide efforts regarding circular procurement and commissioning is carried out on the basis of the MRA measuring methodology. Because this is mainly a process evaluation, it can provide valuable information on the tender processes. The aim is to perform a baseline measurement in 2019. Subsequently, every organisation should perform annual measurements. This means the first measurement will cover calendar year 2020. The auditor or controller can perform random checks.

✔ **Make sure the measuring and evaluation processes are in place.**

External tools

MVI-ZET

We recommend that authorities start using [MVI-ZET](#), the Sustainable Procurement self-evaluation tool (Dutch only). MVI-ZET gives contracting authorities insight in their performance and progress with regard to sustainable procurement.

The tool collects all tenders with circular elements from TenderNed and linked municipal databases, adds them to the tool's own database and prefills information. Next, the municipality indicates what the purpose of each tender is (e.g. stimulate circularity, or stimulate local small and medium-sized enterprises) and answers some corresponding questions. The tool's reporting function makes it easy for you to report to your manager or executive. You can publish your examples of successful projects and view [examples shared by others](#) (Dutch only).

ISO 20400

The web tool [ISO 20400](#) offers tools and information to implement sustainable procurement successfully and/or improve your policies, strategy and processes regarding sustainable procurement. The web tool consists of an ISO 20400 scan, a customised implementation plan and a self-declaration.

✔ **Use external tools to evaluate your performance.**

Transparency

Being transparent and sharing data are important prerequisites for a successful circular economy, as already mentioned in [§2](#) of this chapter.

MRA authorities can contribute towards this in the following ways:

- annual publication of a transparent overview of all successful and less successful circular tenders, focussing on the aspect of learning and describing how the lessons learned were implemented (the concept of Brilliant Failures);
- annual publication of the circular procurement and commissioning status (category bronze, silver gold or platinum);
- contribute to the MRA-wide monitoring of the circular economy.

Additionally, the results of the evaluation and the measurements should be included in the organisation's annual report.

✔ **Publish your results every year.**

7. What's next?

This chapter provides a basis, which will be further developed over the years. There are a number of aspects that have not been addressed in this roadmap and need to be further explored. For example, circularity requirements at product level, setting up regional procurement, and how regional procurement relates to competition and procurement legislation. Those aspects are addressed in the chapter [Further steps and recommendations](#).



H6 Ownership and communication

In this chapter we describe how to ensure organisation-wide support for circular procurement and commissioning, and show you how to involve the people you need to achieve this. This chapter also contains actions and topics regarding ownership and communication.

Timetable results Ownership and communication

Ambition level authority



2020

Minimal results

- Colleagues are supported making in the change
- Circular procurement training is part of the introduction & training options
- Successes are shared on a regular basis

- Circular procurement performance of authorities will be compared
- Communication calendar available with actions from A ready organisation and Measuring
- A communication action plan has been drawn up
- Ambassadors have been appointed

- You have determined the benefits of circular procurement
- You have approached the Communication department about cooperation
- You have communicated within the organisation what you want to achieve with circular procurement and why

2022 10%

Required for category Bronze

- Circular procurement is a recurring topic on intranet, internet, social media and in newsletters
- The organisation actively contributes to and communicates about the creation of open data

- Colleagues are supported making in the change
- Circular procurement training is part of the introduction & training options
- Successes are shared on a regular basis

- Circular procurement performance of authorities will be compared
- Communication calendar available with actions from A ready organisation and Measuring
- A communication action plan has been drawn up
- Ambassadors have been appointed

2025 50%

Required for category Silver

- Support indicators have been incorporated in the monitoring of circular procurement
- Performance indicators for circular procurement are used in the evaluation of all relevant employees

- Circular procurement is a recurring topic on intranet, internet, social media and in newsletters
- The organisation actively contributes to and communicates about the creation of open data

- Colleagues are supported making in the change
- Circular procurement training is part of the introduction & training options
- Successes are shared on a regular basis

Checklist Ownership and communication

- Determine your objective and target group.
- Be transparent about what you want to achieve and why.
- Create a communication action plan.
- Share successes.
- Reward good behaviour.
- Make use of competition
- Involve employees in the process.
- Appoint ambassadors.
- Determine key performance indicators at departmental level.
- Include targets for individual employees.
- Collaborate at MRA level.
- Participate in fora regarding circular procurement and commissioning.
- Talk to each other.
- Make sure you have an appealing slogan.
- Link up with existing activities and communication instruments.
- Set up a helpdesk.
- Create a separate web page or newsletter.
- Communicate about milestones that have been achieved.



- ▼ 1. Introduction
- ▼ 2. Why is it important to build support in the organisation?
 - › Internal support or internal organisation?
- ▶ 3. The benefits of having support
- ▶ 4. Approach
- ▶ 5. General communication tips
- ▶ 6. Milestones and icons
- ▶ 7. How to deal with obstacles during the process?
- ▶ 8. Measuring
- ▶ 9. What's next?

1. Introduction

To properly embed circular procurement and commissioning in the entire organisation it is important to engage all colleagues. They need to start believing in it and take up ownership for it. If these conditions are met, employees will adjust their behaviour and make decisions that fit within the framework of circular thinking.

In the course of this chapter we will discuss various communication instruments. This chapter contains actions and topics regarding ownership and communication. The timetables suggest targets for a particular year, depending on the selected ambition level. The actions suggested in the various chapters help you reach these targets.

2. Why is it important to build support in the organisation?

The objective of circular procurement and commissioning affects the municipal and provincial processes for procurement and tendering. It is important that authorities realise that the purchase order is the result of a preceding process, namely the administrative programme and the primary business process objectives for the various authorities. For example, the decision to build a new neighbourhood, to carry out major maintenance on a square or road, to maintain municipal or provincial real estate, to improve ICT processes, to build schools, etc.

In the future, these projects will have to be carried out in a circular way to reach the target of 100%. Many participants in this process hardly even know that they are expected to take up this circular challenge. This not only applies to the administrators themselves, but also to driving actors such as senior management, heads of departments, budget holders, controllers and the legal department. In some cases, elements of these functions are combined in a single person. Each of these persons has to get involved in the process of circular procurement and commissioning.

Internal support or internal organisation?

In practice, circular procurement and commissioning is often hampered by an internal organisation that is focused too much on specific departments, each with their own tasks, responsibilities and

objectives, while circular commissioning is an integral responsibility.

It helps to have a clear circular procurement strategy with concrete goals, formal authority for those that have to implement the policy and a sustainable culture within the organisation. Once this is in place, the implementation of circular policies will be more binding. The chapters [Start](#) and [A ready organisation](#) help you achieve this.

Other issues related to the internal organisation rather than to support and ownership are:

- Frequent changes in staff lead to loss of knowledge and the lack of a primary contact.
- The administration lacks a clear vision and there is no policy, there is no clear commitment from the administration or higher management for circular commissioning.
- The officials involved do not receive hours to get started with circularity.
- The organisation is run by temporary staff, too much work is carried out by externals.
- The responsibility does not lie with the right person(s).
- Budget issues: funding for circular procurement is different from the traditional way of making estimates and budgets.

Note that each of the issues mentioned above can usually only be resolved if there is a certain amount of support for circular

procurement and commissioning. Even if it looks pretty on paper, people may not adhere to the guidelines. Sufficient support is therefore a condition for the implementation of new policies.

To ensure that circular procurement and commissioning is properly embedded in the entire organisation, it is important to involve all colleagues. They need to start believing in circular procurement and shoulder the responsibility.

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3. The benefits of having support

Building support means that you ensure (beforehand) that you have support and approval for upcoming projects or decisions. This increases your influence and your ability to act. To avoid resistance within the organisation you need to come up with a good strategy.

How building support leads to behaviour change

Building support makes the desired change in behaviour possible. Both goals are often reached in similar ways. This is why this chapter does not explicitly distinguish between the methods and instruments to build support and stimulating a change in behaviour.

Behaviour change

Specify where the benefits are, as the benefits of circular procurement are not always achieved in the procurement phase. You should therefore make the social benefits transparent.

Objective and target group

The first step in building support is to define your objective and determine which people you need to influence (target group).

The main objective will usually be to convince the internal stakeholders (budget holders, contract managers, policy officers) to make the transition to circular procurement. Influencing this target group is affected by your perception of the persons or group you want to influence. If we can see the other person as a potential partner, we are already halfway reaching the desired result.

Determine your objective and target group.

4. Approach

There are a number of steps you can take to build support for circular procurement and commissioning, and achieve a real change in behaviour. The choice of the exact instruments depends on what best fits your organisation.

The paragraphs below address a number of practical aspects:

- a) Tell them why we do it.
- b) Communicate in a structured way.
- c) Motivate your colleagues.
- d) Share ownership within the organisation.
- e) Find allies outside the organisation.

a. Tell them why we do it.

The objectives of circular procurement and commissioning are clear, as is the time frame for reaching them. But is it clear why the organisation thinks this is important? And why the topic deserves attention at all?

If you want to involve your colleagues, the connection between 'Why', 'What', 'How' and 'Me (as employee)' is important. The municipality of Haarlem calls this part of the process the Why (based on the Golden Circle by Simon Sinek). After all, you want your colleagues to start acting differently. Why would they be willing to do that? Providing them with a higher goal, a 'why' (why are we doing this), ensures that the rationale of behaviour change is linked to (personal) emotional aspects. The trap to avoid when trying to achieve support and

behaviour change is to separate 'What' from 'How'.

Presentation Haarlem

Specify where the benefits are, as the benefits of circular procurement are not always achieved in the procurement stage. Therefore: make the social benefits transparent. This can be a qualitative as well as a quantitative added value. Also specify the downside of not making this transition. When someone considers a change in behaviour, the disadvantages always outweigh the benefits.

Be transparent about what you want to achieve and why.

b. Communicate in a structured way.

If your objectives and message are clear, it is time to communicate this to the organisation in a structured way, with charm and determination. A good communication strategy enables you to make circular procurement and commissioning visible and also concrete.

Communication action plan

The best way to get started with your communication is to write a communication action plan.

The communication action plan describes the key message you want to convey and specifies the actions and elements you aim to carry out in a particular period. This plan is best written in collaboration with

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the Communications department. Ask for their guidance and support! You are advised to link the communication plan to the circular procurement action plan.

Action plan template

Communication action plan template

Create a communication action plan.

c. Motivate your colleagues

Changing behaviour is not an exact science. It is hard to predict the outcome. What you can do is help people start moving. Bear in mind that a change in behaviour is not brought about by knowledge alone. It also requires flexibility and a positive attitude. Good relations and cooperation with the colleagues you want to convince are essential.

There are several ways to stimulate the motivation to change. We will name a few:

- Follow the energy.
- Keep the threshold as low as possible.
- Link new behaviour to existing behaviour and procedures.
- Employ the fun factor.

Follow the energy

Some people are tired of change. They don't believe in it any longer and don't feel like making a change. Focus your energy on those people who are enthusiastic and who do believe that change can be affected. By stimulating them you energise the people who need to pull the weight.

Keep the threshold for the new behaviour as low as possible

Changing your ways is difficult, especially if you have no information and don't know where to start. In that case you should take small steps to make change manageable. Help your colleagues by describing as clearly as possible which small steps and attainable goals are within easy reach. When people experience success by taking a small step, this will give them the confidence to take the next step as well.

Link new behaviour to existing behaviour and procedures

Habits are mostly automatic and subconscious. You can make use of this fact when you want to reinforce new behaviour. For example, you can suggest linking the new behaviour to an existing habit. This increases the likelihood that someone continues to behave as desired. Use an 'if..., then...' phrase to describe this, for example:

- If you communicate the topics for the work meeting, (then) make sure one of them is a topic related to circular procurement and commissioning.
- If you start a tender, (then) you should explore sustainable options.

You can also use the existing procedures. For instance, if your organisation already has a checklist, add circular elements.

Employ the fun factor

Make it fun to show the new behaviour. Convince them with a smile, keep it light.

Motivational techniques

We will explore a few motivational techniques below:

- I. Share successes.
- II. Reward good behaviour.
- III. Encourage competition.

I. Share successes

Show what your organisation or department has already achieved with regard to circular procurement and commissioning. Celebrate a successful circular procurement pilot both externally and internally. Tell others about it on the website or Intranet, in the newsletter, on a road show or in the annual report.

Reaching a milestone should also be shared with colleagues. For instance, by treating them on pastry or a sustainable delicacy, like seasonal fruit or a snack made out of 'saved food'.

Share successes.

II. Reward

Reward desired behaviour

Reward the desired behaviour and make it as attractive as possible to display this behaviour. If the organisation makes circular commissioning something you will be rewarded for or which you can score with, people's enthusiasm will grow.

Rewards can come in many forms. As a concrete reward, for instance, such as a small present. Some organisations give flowers or a small present for each sustainable project, others work with a stamp card for a free cup of tea or coffee.

A substantive reward is also worth receiving. If, for example, someone has saved money on a tender, the saved amount can be added to a tender he or she wants to make circular.

Another valued reward is to celebrate the employee's achievement, for instance in a message on Intranet, in the newsletter, on the website or on a wall of fame. You can ask the employee to present his/her project during lunch or during a meeting, or you can mention this person in your year-end speech or during the Christmas dinner.

Another option is to organise an internal campaign to put employees in the spotlight: 'I am a sustainable civil servant and I ...'.

Reward good behaviour.

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III. Competition

Introduce a playful game element
Sometimes, organising contests helps to make people put some extra effort into their activities. Using the slogan: 'Circular success is always the best'. This rewards people with honour and glory.

Contests can be organised as follows:

- An annual Sustainability Top 10 of the organisation. People must be nominated;
- A contest to determine 'the most sustainable purchasing officer in the organisation';
- A prize for the most circular project of the year;
- A contest for project managers in which they each start one project that is evaluated on the following criteria: circularity of the tender, contract duration, award process and contract assurance.

Make sure a contest has no losers, but only winners. Take the culture of the organisation into account.

Make use of social influencing

Report what other departments are doing. This is often referred to as social influencing. It allows people to compare their performance and encourages behaviour change.

A well-known method is to put up a notice with all printers, saying: "The in-house print shop uses double-sided printing for 90% of their output. This saves paper and space, and reduces CO2. Thank you for printing double-sided as well." This example from the in-house print shop motivates others to display the desired behaviour.

Sharing the sustainable successes of other authorities in the region, encourages your own administration.

✔ Make use of competition

d. Share ownership

Besides motivating people, you can also encourage people to take more responsibility. Ownership for circular procurement and commissioning can be developed indirectly or directly.

Indirect ways of developing ownership

- There are several indirect ways to encourage ownership:
- Ask all departments and relevant officials to provide input for the action plan. Incorporate this input in the plan. You can point out at a later stage that they have had the opportunity to provide input. If everyone has contributed to the chosen approach, they cannot later say they don't like it.
 - Make colleagues collaborate in a coproduction/cocreation process for a circular tender. Team up the head of Facilities Support and the head of Procurement, for instance.

- Ask colleagues that do not have specific sustainability or procurement tasks or responsibilities to join you at conferences and meetings on circular procurement and commissioning, and have them share their experiences. Ask if the councillor wants to talk at one of these conferences.
- Find a way that allows everyone in the organisation to share their story in the interest of circular procurement and commissioning. Make use of storytelling, for example, by setting up a story bank to enable that everyone to use the collected stories.
- Make clear to new colleagues that circular commissioning is a standard element of the policy, and provide them with instruments they can use to positively influence other people within their department.
- Ask someone with infectious enthusiasm to be your spokesperson. Use avid supporters within your organisation as ambassador. The new ideas need to be spread throughout the organisation. They can help you achieve this.
- Instead of setting up a central team you can also place a 'sustainable' person in every team.

✔ Involve employees in the process.

A good example is the Green Office of the municipality of Amsterdam: an internal central sustainability platform for advancing knowledge, cooperation and awareness. The platform employs (voluntary) ambassadors within each department to create awareness of sustainability. Of course, this also generates inspiring examples for the benefit of other organisations.

☆ *Presentation Sustainable Organisation*

✔ Appoint ambassadors.

Direct ways of developing ownership

There are a number of ways to use objectives to make people within the organisation responsible for circular commissioning.

KPIs at department level

You can include objectives or targets regarding circular procurement in the annual plans of departments.

Another option is to ask senior management or department managers to initiate two innovative projects every quarter.

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- ▼ **5. General communication tips**
 - › Make connections
 - › Use a slogan
 - › Link to existing activities
 - › Helpdesk
 - › Make all information centrally available
 - › Do not create exaggerated expectations
- ▶ **6. Milestones and icons**
- ▶ **7. How to deal with obstacles during the process?**
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For example, you can get together with employees at departmental level and draw up a letter of intent. Capitalise on personal interests and what people can do themselves within their function and department. Discuss this with others.

❗ **Determine key performance indicators at departmental level.**

KPIs at employee level
 You can set individual targets for employees involved in circular procurement and commissioning. This enables you to link the evaluation of these employees to their performance on circular commissioning. Defining a KPI only makes sense if the objectives for circular procurement and commissioning have been determined earlier (by the employee).

⚙️ *Formalise responsibility*

❗ **Include targets for individual employees.**

e. Find allies outside the organisation

Cooperation within the MRA

Your colleagues at other authorities in the MRA have the same challenges. You should therefore work together:

- Participate in the MRA working group on circular procurement and commissioning.

- Share experiences, learn from each other and collaborate on projects.
- Set up an MRA-wide knowledge-sharing session on circular procurement for senior management of municipalities and provinces.
- Create a regional circular procurement calendar that shows which authorities are ahead, and which are lagging behind. This could be an incentive for councillors and/or provincial executives. (See §3 of the chapter A ready organisation).
- Create a pool of procurement consultants that can be called upon used for requests or projects your organisation does not have the resources or know-how for.
- Explore possibilities for joint procurement.

❗ **Collaborate at MRA level.**

Various networks

Throughout the country, we see all kinds of fora regarding circular procurement and commissioning emerging. Look beyond the MRA and join initiatives such as the PIANOo learning networks, the MVI-ZET user group (see the chapter *A ready organisation*), Green Deal Circulair Inkopen (Green Deal Circular Procurement), etc. Share knowledge and experiences or merely gather know-how.

❗ **Participate in fora regarding circular procurement and commissioning.**

5. General communication tips

Make connections

Communication is more than just sending information. Engage with people within the organisation. Circular procurement is not procurement policy, but organisational policy. Create the right circumstances. You can organise a roadshow Circular Procurement, for example. Have the team manager invite people personally or get involved with existing team meetings and discuss the results so far.

❗ **Talk to each other.**

Use a slogan

Use a recognisable and inspiring slogan for your message. The municipality of Haarlem uses the following slogan in their communications: *Geen afval, geen uitval!* (No waste, no exclusion!) (This slogan was originally used by *Cirkelstad* (Dutch only).) In addition, Haarlem aims to inform, inspire and innovate.

★ *Presentation Haarlem*

Rotterdam also uses a nice slogan for their waste campaign: *Van zooi naar mooi* (from trash to beautiful)

★ *Presentation Rotterdam*

For this circular procurement process, you might for instance use the slogan 'Circular procurement is not procurement policy, but organisational policy'.

❗ **Make sure you have an appealing slogan.**

Link to existing activities

You should link your communications to current developments in your organisation. Find or latch on to existing momentum. If, for example, the organisation stages an innovation event, try to capitalise on that.

Create an opportunity to publish blogs or articles in the staff magazine, or the appropriate forum within the organisation. These publications can be used to link circularity with (existing) activities of the municipality or province in other areas. Look at other disciplines in the organisation that may not seem relevant at first and see where you can make a link with circular procurement.

For example, take the efforts regarding circular procurement within the framework of sustainability into account when you conduct an employee satisfaction survey. How do the efforts with regard to sustainability contribute to the job satisfaction of employees? This shows that circular procurement is something you can be proud of and which helps to give meaning to your work.

❗ **Link up with existing activities and communication instruments.**

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 - › Make all information centrally available
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- ▼ **6. Milestones and icons**
 - › Three-month milestone
 - › One-year milestone
 - › Three-year milestone (or prior to upcoming elections)
 - › What are the benefits
- ▶ **7. How to deal with obstacles during the process?**
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Helpdesk

Circular procurement is a new specialism within procurement. Make sure this knowledge is available to others in the organisation, for instance by making someone available every Thursday to answer questions on circularity. This creates a central point that well-intentioned colleagues can go to with their questions and prevents frustration on their part. If you cannot free up resources to set this up, you can use some enthusiasts who are willing to do this in addition to their own tasks.

✔ **Set up a helpdesk.**

Make all information centrally available

Make sure that all information is accessible, for example on a separate page on the website or Intranet. This also applies to the stories and examples that have been collected.

✔ **Create a separate web page or newsletter.**

Do not create exaggerated expectations

Building support takes time and does not follow a linear pattern. The same applies to the transition to circularity. Don't expect quick results and keep communicating.

6. Milestones and icons

It is important for administrators to be able to show the results of their efforts. That is why it is important to define concrete milestones at the start of the project. The administrator can use these to communicate about the results of the project. This has been described in §4 of the chapter Start.

The milestones should be linked to a number of iconic projects. Bear in mind that projects in public space are visible to residents and visitors and are as such eminently suited as iconic projects.

For instance, add an information sign with circular signposts or fences.

The following milestones could be useful to your organisation:

Three-month milestone

The organisation has selected an ambition level and the administrator has named a number of iconic projects in the municipality or province.

One-year milestone

The baseline measurement has been conducted and published. There has been publicity about at least one iconic project in the municipality or province.

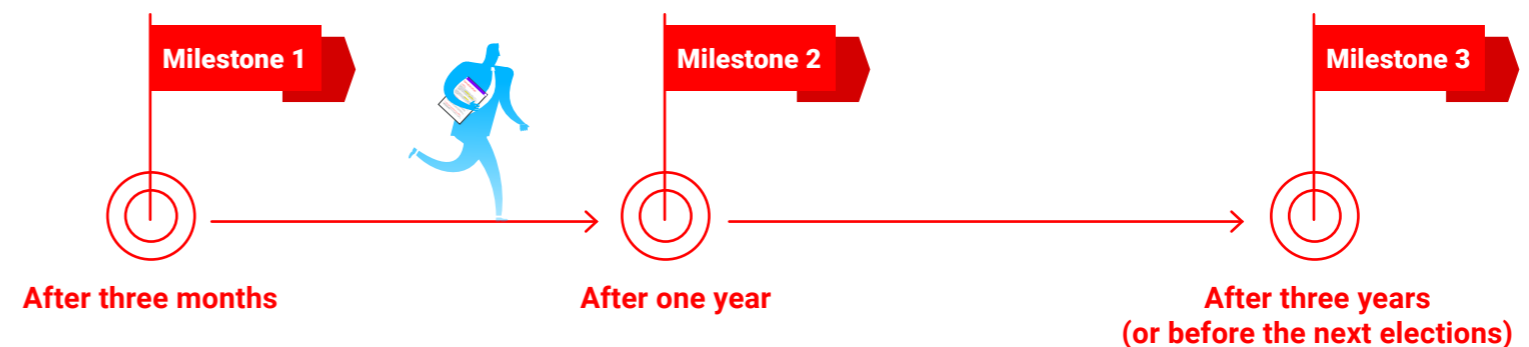
Three-year milestone (or prior to upcoming elections)

Ideally, all iconic projects have been completed successfully. The percentages for circular procurement and commissioning have increased.

What are the benefits

Where possible, you can also show the cost (in euros) of the circular procurement efforts and the social and economic benefits this has produced. This enables you to show the difference compared to non-circular tenders, which do not generate such social benefits.

✔ **Communicate about milestones that have been achieved.**



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7. How to deal with obstacles during the process?

When you are implementing the action plan you may encounter various obstacles. Employees may accept another job, for instance, risking the loss of expertise. There are not enough resources available or employees do not feel sufficiently supported. There can be a difference of opinion about the selected approach to circular procurement. Or unexpected risks occur for a circular procurement, and there are insufficient measures available or known to you.

It is important to examine whether you have enough options to remove an obstacle or that it is better to find help or 'escalate'. Usually, a senior manager has provided the project assignment, and there are stakeholders and owners (such as ambassadors or the focus group - see §2 of the chapter A ready organisation).

Finally, you can escalate to administrative level. Make use of these options by referring questions or issues to the level where they belong. If necessary, you can also seek the advice of one of the ambassadors.

Make use of the opportunity to escalate issues to administrative level. Refer questions or issues to the level where they belong.

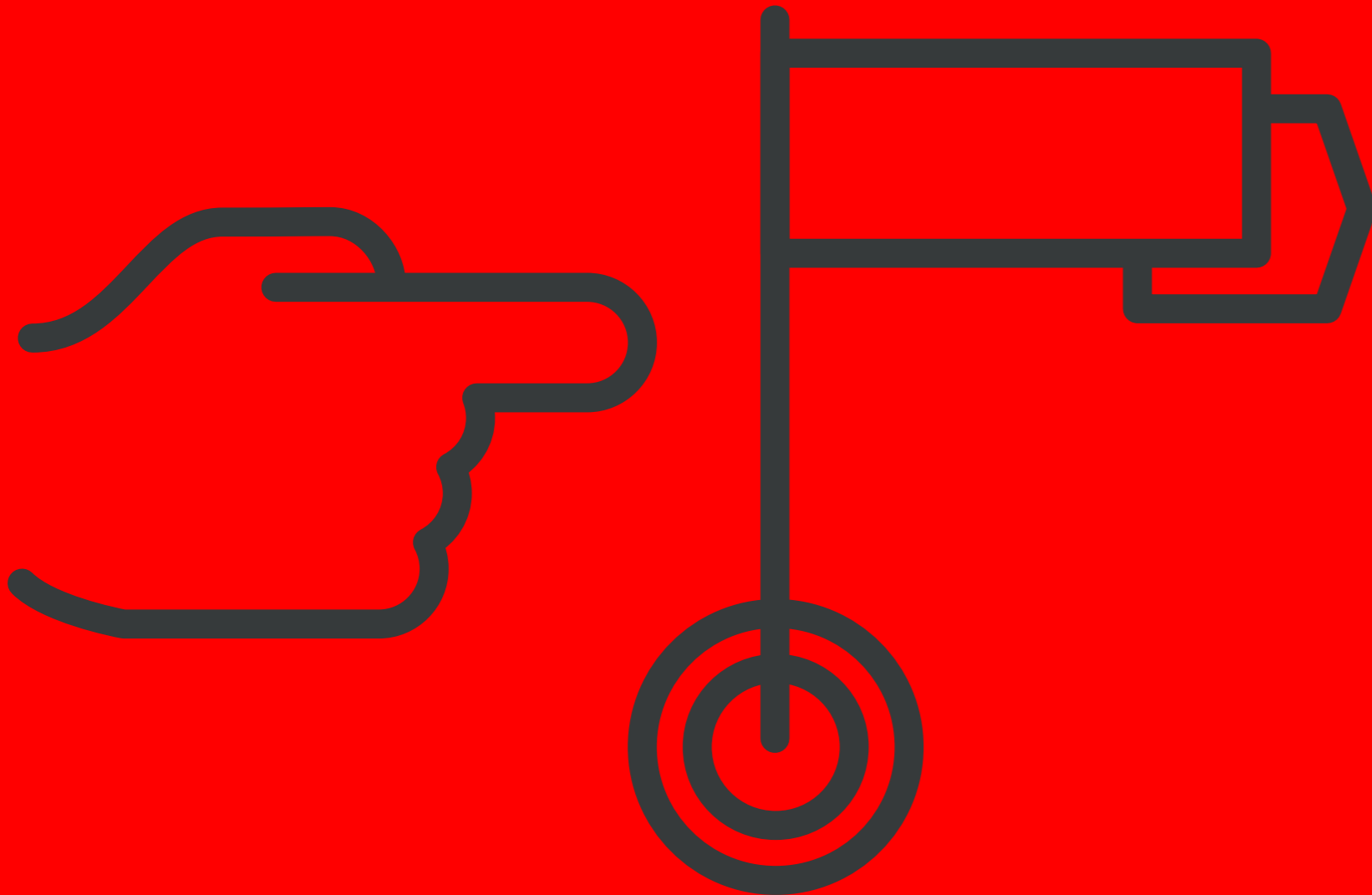


8. Measuring

Indicators for measuring the level of support for circular procurement allow you to determine to what extent communication actions affect the support for circular procurement and commissioning. You can also tighten the interventions, based on what works and what doesn't work for your organisation. These indicators are currently being developed within the MRA.

9. What's next?

This chapter provides a basis to start from and that will be further developed over the years. There are a number of aspects that have not been addressed in this roadmap and need to be further explored. For example, investing in a Circular procurement and commissioning platform and developing indicators for measuring support within the organisation. Those aspects are covered in the chapter [Further steps and recommendations](#).



H7 Further steps and recommendations

This roadmap offers a solid framework to ensure that circular procurement and commissioning are properly embedded within the organisation. However, we are aiming for continuous development. This chapter therefore addresses a number of recommendations for follow-up projects.

▼ We aim for continuous development**▶ Recommendations****▶ Recommendation that require resources**

We aim for continuous development

The development of the Roadmap Circular Procurement & Commissioning has boosted cooperation between the MRA authorities. We have learned from each other and shared our expertise. The cooperation also encouraged us to join forces in other domains. But we're not there yet. The roadmap is an excellent first step in the cooperation that we now need to develop further.

We see the following challenges for the cooperation between the MRA authorities with regard to circular procurement and commissioning:

- continue to consult each other and cooperate;
- further development of the measuring methodology and effect assessment;
- create capacity for the implementation of the roadmap and baseline measurement;
- increase the scale of the projects;
- implement instruments to simplify measurements.

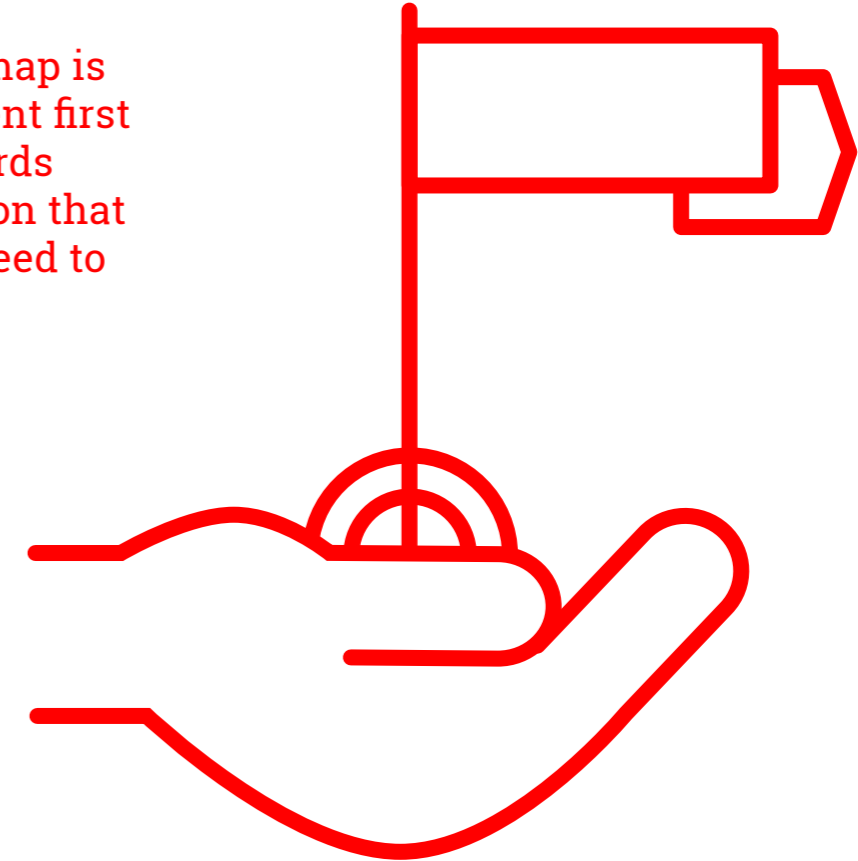
Our solutions are:

- support and inspire each other with knowledge and experience;
- work together more closely on a temporary basis, for instance to analyse the MRA baseline measurement;
- align the development of our measuring methodology with national developments related to monitoring and indicators;
- regularly update the roadmap and harmonise the procurement policies within the MRA;
- work together in a structured way on circular procurement and allocate the resources to enable this.

These are issues we can address together in the MRA. To this end we have formulated a number of practical recommendations. Some of these can be addressed immediately, others will take more time. There are no priorities attached to the recommendations. For each recommendation we indicate which part of the roadmap has led to the recommendation. Where appropriate, we also specify which authorities want to get started with it. In addition, we make a distinction between recommendations that require additional funds or resources, and ones that don't.

The MRA working group on circular procurement and commissioning shall undertake to develop the recommendations and put them into practise. For some of the recommendations this is subject to the allocation of extra funds.

The roadmap is an excellent first step towards cooperation that we now need to build on



▶ We aim for continuous development**▼ Recommendations**


- › Network of implementation managers
- › Advice on how procurement law affects regional procurement
- › Request to specify CO2 burden - shadow reporting
- › Regional procurement
- › Animation explaining the roadmap
- › Developing other indicators
- › Sharing sensitive information
- › Lobbying to adjust the BBV
- › Pilot: measuring 10 procurement groups

▶ Recommendation that require resources

Recommendations

Network of implementation managers

It is important that the implementation managers for circular procurement of the various MRA authorities are able to share their experiences. The MRA intends to start a network of implementation managers. This group will meet every three months and acts as a peer coaching group. The group members support each other in the challenges they encounter when implementing the roadmap. In addition, the group members share knowledge and experiences on circular procurement. This raises the quality level of the tenders and harmonises circular criteria in the region.

 Follows from §2 of the chapter A ready organisation

Advice on how procurement law affects regional procurement

To make greater use of regional procurement we will need to look more closely at the legal aspects of market mechanisms. Do we need common rules if all MRA municipalities want to proceed with joint procurement? What exactly are the rules on starting an innovation project in collaboration with a single company? When do procurement be considered to distort the market, and when is that not the case? Does state support play a role in joint procurement? Often the devil is in the details.

The first half of 2019 will be used to ask for legal advice on these issues. Subsequently, a meeting will be held where MRA lawyers from the various MRA authorities and experts on competition law and procurement law can discuss the advice and exchange knowledge. The discussions will also cover innovative types of procurement, such as competitive dialogue.

 Follows from §2 of the chapter A ready organisation

Request to specify CO2 burden - shadow reporting

Reducing CO2 emissions is an important policy objective for many authorities. Circular procurement can contribute to this objective by specifically asking for materials and services with a low CO2 burden during production and use. This helps you understand the CO2 effects of a procurement project. You may learn, for instance, that it is better to invest in a particular (low CO2 emission) approach.

In 2019, a small group of MRA authorities will conduct a pilot on how to include the CO2 burden requirements in a circular call for tender. The municipalities of Amsterdam, Zaanstad and Haarlem are considering to participate because they have included climate targets in their coalition agreement. For this pilot, we would like to align ourselves with the project of the VNG (the Association of Dutch Municipalities) on the same topic.

 Follows from §4 of the chapter A ready organisation

▶ We aim for continuous development**▼ Recommendations**

- › Network of implementation managers
- › Advice on how procurement law affects regional procurement
- › Request to specify CO2 burden - shadow reporting
- › Regional procurement
- › Animation explaining the roadmap
- › Developing other indicators
- › Sharing sensitive information
- › Lobbying to adjust the BBV
- › Pilot: measuring 10 procurement groups

▶ Recommendation that require resources**Regional procurement**

In the future, the MRA wants to move towards regional procurement projects. This would mean that the MRA authorities are able to collectively put out to tender large contracts. Ultimately this could grow into a regional raw materials alliance, with joint procurement of large volumes. There are some good examples of regional procurement in the social domain.

Regional procurement is not the holy grail. It could be useful to harmonise policies in terms of criteria and approach, and yet decide to put out individual calls for tender. This results in a uniform approach of the market as well.

The municipality of Almere is a passionate advocate for collaboration on regional procurement. Small groups of interested municipalities will explore the option to work towards a number of regional procurement projects. We will determine, in consultation with active MRA municipalities, which product groups are suitable for joint procurement. Workwear is a likely candidate for one of the first joint projects. An important step towards regional projects is to link the procurement calendars at MRA level.

Follows from §2 of the chapter A ready organisation

Animation explaining the roadmap

To explain in one minute what the roadmap is about, we will create a short animation. The video will explain the roadmap's ten-step plan in simple terms. The aim of the video is to explain the roadmap to officials who will start using it.

Developing other indicators**Effect/impact indicators**

Currently there is insufficient data available to measure the effects of circular procurement. On top of that, the measuring methods still require further development. In collaboration with the municipality of Amsterdam, Metabolic and other parties, the MRA is investing in the development of effect indicators that can be accessed via a dashboard. This project is closely connected to national developments regarding effect indicators (by the Planbureau voor de Leefomgeving - Netherlands Environmental Assessment Agency). We expect that new effect indicators will be added to our measuring methodology in 2022.

Follows from §8 of the chapter Measuring

Indicators for internal support and embedding in the organisation

The current measuring methodology does not include indicators that measure the level of support within the organisation or the degree to which circular procurement has been embedded in the organisation. The Gooi & Vechtstreek region is currently developing support indicators. Their development is based on qualitative research to ascertain the attitude of officials towards circularity and circular procurement, and how this affects their actions.

It might also be useful to develop indicators for the degree to which circular procurement has been embedded in the organisation. The new indicators can be incorporated when the measuring methodology is updated in 2022.

Follows from §10 of the chapter Measuring and §6 of the chapter A ready organisation.

► **We aim for continuous development**

▼ **Recommendations**


- › Network of implementation managers
- › Advice on how procurement law affects regional procurement
- › Request to specify CO2 burden - shadow reporting
- › Regional procurement
- › Animation explaining the roadmap
- › Developing other indicators
- › Sharing sensitive information
- › Lobbying to adjust the BBV
- › Pilot: measuring 10 procurement groups

► **Recommendation that require resources**

Sharing sensitive information

Increasing the transparency of our decisions, creating circular markets, conducting market consultations - each of these challenges requires a balance between data protection and data sharing. Do we want to/can we ask entrepreneurs to provide greater insight in the margins and the raw material usage in their value chains? How do we incorporate that in our tenders? Do we want to aim for transparency in our considerations and investments ourselves? These topics require further consideration.

We are investigating, in cooperation with the CTO Office, if it is possible for the MRA-authorities to mutually conclude a data covenant.

 Follows from §2 of the chapter
A ready organisation

Lobbying to adjust the BBV


The BBV (Decision on budget and accountability for provinces and municipalities) contains rules on how financial statements should be prepared. In part, these rules hamper the stimulation of the circular economy. For example, as a result of the BBV rules, many procured products are written off within four years while there could be a residual value on the balance sheet.

It is recommended that we, as MRA, try to modernise the BBV rules. To achieve this, we will start a lobby campaign. The municipalities of Haarlem, Amsterdam and Haarlemmermeer are interested in participating in these efforts.

 Follows from §5 of the chapter
A ready organisation

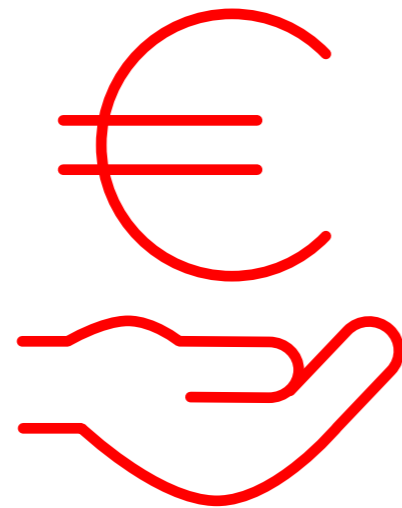
Pilot: measuring 10 procurement groups

A group of interested MRA authorities will participate in a pilot to measure and report on the 10 procurement groups defined by PIANOo. Experimenting with different types of monitoring and applying the lessons learned contributes to the further development of the roadmap's measuring methodology.

 Follows from §5 of the chapter
A ready organisation

- ▶ We aim for continuous development
- ▶ Recommendations
- ▼ Recommendation that require resources
 - › Start expert pool for circular procurement
 - › Collect tenders and market consultation reports
 - › Develop a digital tool
 - › Invest in MRA circular procurement and commissioning platform

Recommendation that require resources




Start expert pool for circular procurement



Not every MRA authority has sufficient manpower, resources and knowledge to implement the Roadmap Circular Procurement & Commissioning, initiate the processes and conduct a baseline measurement. Moreover, there are many questions about circular procurement, innovative tendering, circular award criteria and about all the other aspects of a circular call for tender. The MRA wants to remedy this by setting up a Circular Procurement Expert Pool.

This expert pool will consist of one or more external experts, preferably in combination with experts from several larger municipalities that will be made available part-time to support other municipalities or answer their questions.


In the coming period we will approach the larger MRA authorities and ask them if they are willing to free up one of their procurement experts for a few hours. We will also put in an application for a subsidy with the RVO Klimaatenvolpe. Finally, the MRA has earmarked a small budget for the baseline measurement, that can be utilized for this purpose. However, additional funds will be required. Also, the governance of the expert pool needs further consideration.

 Follows from §2 of the chapter A ready organisation

Collect tenders and market consultation reports




It is our intention to collect the circular tenders and market consultation reports of the MRA authorities and make them available at a central location, such as the MRA website. For this project we can join forces with the Amsterdam Economic Board, which will widen the scope to the market consultations and circular tenders of companies and knowledge institutes in the region. To set up and maintain this archive requires resources. Initially, the idea is to have a trainee perform these tasks.

 Follows from §2 of the chapter A ready organisation

Develop a digital tool



The measurement methodology could be simplified by developing an application for this purpose. Together with colleagues from the CTO Office we will examine the feasibility of developing such a tool. This would reduce the administrative load for the employees that have been tasked with measuring and reporting.

 Follows from §2 of the chapter A ready organisation

► **We aim for continuous development**

► **Recommendations**

▼ **Recommendation that require resources**

- › Start expert pool for circular procurement
- › Collect tenders and market consultation reports
- › Develop a digital tool
- › Invest in MRA circular procurement and commissioning platform

Invest in MRA circular procurement and commissioning platform



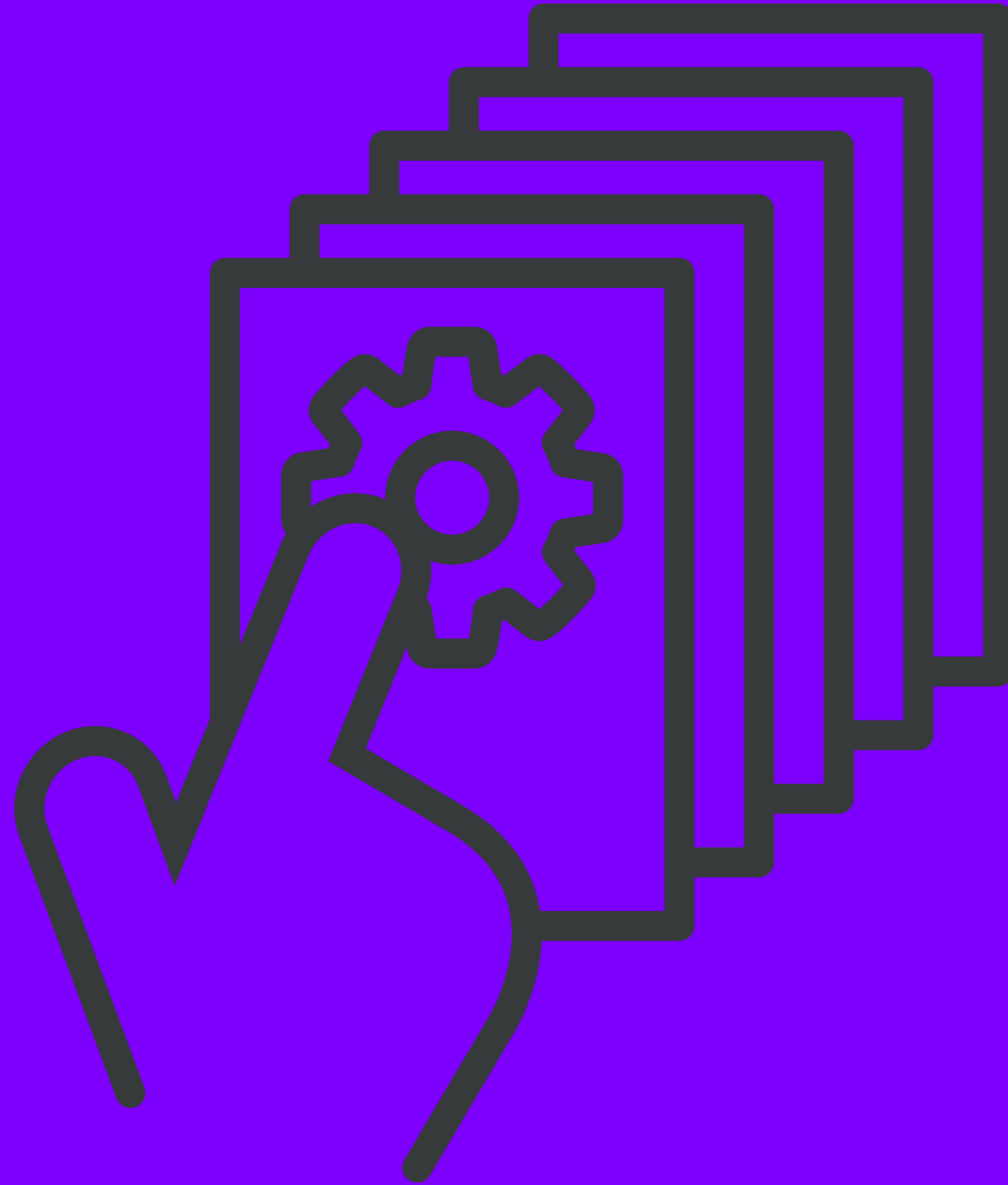
There is a high demand for easily accessible information on circular procurement and commissioning. This applies both to instruments and best practices. Given the task and the role of the MRA, it might be an idea to invest in a platform where market knowledge can be shared (best practices).

The focus areas for setting up this platform are:

- share and make available criteria per product (group);
- share procurement calendars, procurement plans;
- who has knowledge of and/or experience with circular procurement?;
- functional maintenance: market knowledge needs to be removed, updated or extended;
- technical maintenance: database management;
- support: supporting MRA users.

For this project we can join forces with the Amsterdam Economic Board, which will widen the scope of this service to companies and knowledge institutes. The reports of market consultations and tenders could also be made available on this platform. Obviously, we need to avoid duplication of existing platforms, such as PIANOo. To build and maintain this platform requires resources and funds. It might be possible to join forces with Circular Friesland, who are currently developing a showcase for circular and biobased products.

Follows from §2 of the chapter A ready organisation



Library Instruments

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Start](#)[Actions](#)[H3
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- › Task description quartermaster
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- › List of procurement packages with direct/indirect influence
- › Circular procurement percentages template

Roadmap Instrument

Communications manual for the Roadmap 10-Step plan

[Highlighted text and text in italics needs to be personalised]

Introduction

This communications manual supports the 10-Step plan for the Circular Procurement & Commissioning Roadmap.

There are two other key communication instruments for the roadmap. One is a PowerPoint presentation on how to communicate once the roadmap has been approved. In addition, the 10-Step plan includes a communications action plan covering the entire path towards 2025 (50% circular procurement) This action plan is described in a separate instrument, called the Communications Action Plan Template. Both instruments are included in the Roadmap Library.

Communications manual for the 10-Step plan

Involve the Communications department

You are advised to involve the Communications department in drafting and developing this plan and ensure their commitment. Discuss how this department may support you, who your point of contact is and what the scheduled time line looks like.

The 10-Step plan for the roadmap

The chapter Step-by-Step Plan describes the ten steps that can be taken to implement the roadmap. Not every step requires communication, or would in fact benefit from it. If a step would benefit from a communication action, this will be made clear in this document. Every organisation is unique and has specific target groups and means of communication. Therefore, the details in this plan are only suggestions to help you get started.

For each aspect, determine what you want to achieve (objective) and who you want to reach/influence (target group). Decide which behaviour you would like to see and from whom.

Describe, for instance what every employee in your organisation should do. What does the desired behaviour actually entail, what do you expect the employees to do? Be as concrete as possible and set up your communication accordingly.

Lead-up: communication on administrative approval of the roadmap

1



Communication manual for 10-Step plan

Roadmap Instrument

Task description quartermaster circular procurement and commissioning

[Highlighted text needs to be personalised]

Text for possible vacancy:

In the municipality of **XXX** we work together to accelerate the circular economy. Our policy with regard to circular procurement and commissioning aims to **XXX**.

Context

In June 2018 we have signed, together with all the other MRA authorities, a letter of Intent on circular procurement and commissioning. This letter of intent has been elaborated into the Roadmap Circular Procurement & Commissioning.

To implement the roadmap in our organisation we are looking for a quartermaster circular procurement.

Assignment

The quartermaster circular procurement has the appropriate mandate to create the right conditions to get started developing an Action plan circular procurement and commissioning.

The quartermaster is responsible for:

- obtaining an administrative order;
- obtaining a project assignment from your senior management;
- creating the right conditions for the development of an action plan.

These tasks have to be completed within **XX** months, but preferably as soon as possible.

Description of the assignment

The quartermaster circular procurement and commissioning will:

- draw up a two-page outline to explain the roadmap, including some basic aspects such as the level of ambition and the measuring methodology, a summary of the action plan that will be developed and a description of the entire implementation process;
- go through the required process to obtain an administrative order;
- map which people need to be involved in the development of the action plan;



Task description quartermaster

Roadmap Instrument

Draft two-page outline

[Highlighted text needs to be personalised]

Introduction

In June 2018 we, the **Municipality of/Province of XX** have signed the MRA Letter of Intent on circular procurement and commissioning. This means that we have committed ourselves to at least 10% circular procurement by 2022, and 50% by 2025. This is an exciting challenge, that we really need to work hard at.

Every year, the **Municipality of/Province of XX** procures products and services for an amount of **XX** euro. Circular procurement and commissioning are important to us because **XXX** *[link this to the organisation's own ambitions regarding sustainable procurement or other projects and policy intentions regarding circular procurement that have been identified within the organisation]*.

The above-mentioned letter of intent has been elaborated into an MRA roadmap. In May 2019, this Roadmap Circular Procurement & Commissioning was approved by the MRA administrators. We, the **Municipality of/Province of XX**, also want to get started with this roadmap. The roadmap is not a blueprint, and we can make our own choices about what is relevant for our organisation.

What is the process that we want to start?

Our organisation chooses a level of ambition that matches our context. We also determine the objectives with regard to circularity that we want to focus on in our circular procurement policy. The roadmap offers three levels of ambition: basic, advanced and excellent. This is the ambition to make circular procurement part of our organisation, i.e. to change the organisation.

We propose that the **Municipality of/Province of XX** aims for ambition level **X**, because ... **XXXX**

Based on this ambition level and the objectives of the organisation we select a number of activities from the chapters Measurement, A ready organisation and Ownership and communication. The roadmap provides an extensive list of actions to choose from, as well as suggestions for the corresponding timetable. We reiterate: we make our own choices. We plot the selected actions on a time line. We aim to have completed this process by **(date): XXXX** by delivering an Action Plan circular procurement and commissioning.

1



Two-page outline

H1 Introduction

H2 Start

Actions

H3 10-Step plan

H4 Measuring

Timetable and actions

H5 A ready organisation

Timetable and actions

H6 Ownership and communication

Timetable and actions

H7 Recommendations

Instruments

Examples



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Roadmap Instrument

MUNICIPAL/PROVINCIAL LOGO

Administrative order Roadmap Circular Procurement & Commissioning

<p>Objective of this order We aim to accelerate the application of circular procurement and commissioning in our organisation. We also want to fulfil the obligations we entered into by signing the MRA Letter of Intent on circular procurement and commissioning, the first objective being 10% circular procurement by 2022. With this project we aim to embed circular procurement and commissioning in our organisation, using elements from the MRA Roadmap Circular Procurement & Commissioning. We want to involve the internal colleagues in the concept of circular procurement and commissioning. With this process we lay the foundations for the transition to a circular economy in our city/municipality/province and contribute to a growing number of concrete projects related to circularity. At the same time, we set an inspiring example for others to follow.</p> <p>[Note: you may want to combine this administrative order with the approval of the roadmap. In that case you need to adjust the above text accordingly.]</p>	<p>Councillor(s) and portfolio</p> <ul style="list-style-type: none"> • Councillor [name] • (portfolio name) • Councillor [name] • (portfolio name)
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1



Administrative order

Roadmap Instrument

Communication action plan template

[Highlighted text needs to be personalised]

I. Occasion

In May 2019, the Roadmap Circular Procurement & Commissioning has been signed by the administrators. It is an elaboration of the letter of intent on circular procurement and commissioning. Because **the Municipality/Province of X** has signed the letter of intent, the roadmap will now be implemented in **the Municipality/Province of X**. The objective of the roadmap is to embed circular procurement and commissioning in the organisation and encourage its application. Building support and good communication are an integral part of that.

This communication action plan describes how we will use communication and information provision to build support for circular procurement and commissioning within the organisation. This communication action plan is the elaboration of Step 9 of the step-by-step plan in the roadmap.

II. Core message

We must first of all make clear what is meant by circular procurement and commissioning (and also what is not included).

Why the organisation believes this is important, which ambition level the organisation has selected and what this ambition level involves. And which organisation-wide objectives this ambition will help to achieve.

The communication should express that circular procurement and commissioning requires an organisation-wide effort. It is in everyone's interest and everyone has ownership.

1



Communication action plan template

Roadmap Instrument

Action plan template

(elaboration of step 10 of the Roadmap)

1. Introduction/context

Mention the Letter of Intent, Administrative order, Who are the ambassadors, Who is the official responsible, What is the duration of the project, Who is responsible for the project, etc.

2. Link to current objectives and action plans

Based on the organisation's strategy, describe how important circular procurement is and where the focus lies. Describe the overall choice for the organisation-wide objectives regarding circular procurement.

Indicate if and how the action plan aligns with the higher goals of Corporate Social Responsibility or sustainability/climate/circularity. Which internal policies is it aligned with?

3. Ambition level
(Section 4 of chapter Start)

What level of commitment in the roadmap does the organisation choose? Why?

4. Objectives

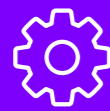
Determine the strategy for circular procurement and commissioning at a general level, at organisational level and at procurement packet level.
For which contracts are we using circular procurement in the coming years?

Specify A and B in the figure below.

1



Action plan template



- › Communication manual for 10-Step plan
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Roadmap Instrument

Instrument Gateway

What are the tasks of a gateway committee?

- determine the strategy for circular procurement (based on the spend analysis, for instance);
- check the procurement calendar and determine which projects are suitable for circular procurement, and which ones are not;
- discuss these matters from a positive perspective: it can be done;
- be available for incidental issues; capacity issues and other matters related to circular procurement & commissioning.

A gateway committee could, for instance, be set up with a three-level structure:

- 1. Tender board or Administrative group**
 - The largest departments/most important department heads;
 - Two responsible councillors (for finance and sustainability, for instance).
- 2. Circular project group, or task force**
 - Public space;
 - Facility/ICT;
 - Sustainability;
 - Communications/PR;
 - Finance - controller;
 - Strategic procurement (based on Sustainable Procurement action plan);
 - Strategic policy (council programme);
 - Legal affairs;
 - Innovative thinker.

(In some organisations this is called the strategic procurement team, procurement board, lead buyers meeting, or something along those lines. It could therefore be an existing body.)

- 3. Tender/Procurement team**

The tender team should at least be comprised of: the contract manager, the customer/budget holder, the project manager, a subject matter expert and the procurement advisor. Ideally, they should also be the early adopters of circular procurement. They assess procurement issues in part at product group or packet level, but mainly from the perspective of the individual tender. The tender team can refer a decision back to the project group or even to the administrative level, in case issues arise.

Gateway committee

Roadmap Instrument

Innovative tender processes

Circular procurement is often aimed at innovative products or services. Traditional tender processes are not always suitable for buying an innovative product or service. For example, further development or testing is required before the product to be procured is fit for use. But you already know you want to work with the supplier. Or you want a group of companies to collaborate in order to come up with a good proposal. Circular procurement is not only about circular criteria for the materials or services, but also about innovative ways to collaborate with the potential supplier of those services or products. Often, it is partnership that matters most.

There are specific European tender procedures that support this approach, i.e. the innovation partnership and the competitive procedure with negotiation.

The 2012 Public Procurement Law of 2012 does require you to select the type of tender procure on objective grounds when you put out a call for tenders, and the same applies for the entrepreneurs you allow to participate. Therefore, if you wish to use a specific procedure because the required special circumstances do apply, you must be able to prove these circumstances do indeed exist. If you wrongfully apply the special procedure, this constitutes a violation of the public procurement rules.

The following specific - and often innovative and customised - projects deserve your attention if you want to apply circular procurement.

Specific European procedures

- Social and other specific services
- Competitive procedure with negotiation
- Negotiated procedure without prior publication of a contract notice
- Accelerated procedure
- Competition-based dialogue
- Competition
- Concession agreement
- Electronic auction
- Innovation partnership
- Dynamic purchasing system

(Source: PIANOo)

The link below gives access to additional information on (in Dutch) each of these processes.
<https://www.pianoo.nl/inkoopproces/fase-1-voorbereiden-inkoopopdracht/mogelijke-aanbestedingsprocedures/europese-specifieke-procedures>

Innovative tender processes

Roadmap Instrument

Procurement checklist

Set of questions

1. Does it have a physical component or raw material?
2. What needs does the product meet and are there alternatives? In-depth: does it need to be procured or can the current lifespan be extended (written off economically, but technically not end-of-life)?
3. Are there alternatives? What is the defining characteristic for you?
4. What is the expected technical lifespan and what is the economic life?
5. Do we want to buy or use?
6. Criteria based on substance or ownership/use?
7. Procurement and management or procurement/management/maintenance?
8. Do we procure with or without maintenance?
9. Can the product have multiple functions?
10. Can we reuse the product in the old function?
11. Can we repair it? Whether with old or new parts or not.
12. Can we reuse products, parts or materials?
13. Is it new? If so, is it:
14. Fit for disassembly?
15. Biobased?
16. Manufactured in a sustainable way?
17. What is the budget?
18. What is the budget for alternatives?
19. What is the market capable of? - Validate these assumptions in the market consultation.
20. Is Total Cost of Ownership required?
21. What are the consequences?
22. Is it procurement subsidy or a concession?

Procurement checklist



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Roadmap Instrument

Are we going to collaborate with a contracting entity of another municipality or province?

Factor	Arguments for/against collaboration		Conclusion
	High (volume, cost, sensitivity, number of stakeholders)	Low (volume, cost, sensitivity, number of stakeholders)	
A. Quantity - volume (of the product to be procured)	You request a volume that makes the project economically interesting for the supplier. This allows you to motivate the supplier to take steps regarding consultancy.	Your volume is low, and consequently the supplier has little margin to invest in innovation.	If the volume is low, it could be interesting to start a partnership. You could then jointly request the economic volume, with the supplier also willing to invest.
B. Costs involved in the product	Your project is expensive, which increases the awareness of the risk involved if you do not receive the right product. There is little interest in experiments.	The total amount is small and not sufficient to start innovative procedures. Collaboration might make this possible.	In both cases collaboration could pay off.
C. Political sensitivity	Your call for tenders concerns a politically sensitive topic, that can trip up the councillor. The topic should stay under the radar as much as possible.	If you spread the (financial) risk among multiple parties, an innovative project will meet less resistance.	In case of high political sensitivity is not very likely, unless the result can only be achieved through collaboration (system transition, market development).
D. Number of stakeholders involved	There are a lot of people involved. It could be useful to formalise this by creating a partnership.	There are too many people involved already, including more people might complicate the process.	Having few stakeholders means you will be watched less closely and will have more opportunities to collaborate.
E. Transgressive issues	It seems obvious to collaborate, as everyone benefits from a uniform approach. You should at least develop a common framework (uniform approach).	There is no immediate reason to collaborate, but it might be important to do so in order to stimulate the stability of value chains.	In case of transgressive issues, collaboration is recommended. Collaboration may also be useful in case of local issues, e.g. to encourage market development or for systemic reasons.



Assessment framework for collaboration

Roadmap Instrument

Regional procurement calendar

Only enter a number

1 = Planning 2 = Started 3 = Completed in 2018

Generic (EU) tenders	Planning	Column1	Lelystad	Amsterdam	Gooi &	Purmerend	Haarlem	Haarlemmermeer	Noord-
Group		Procurement packet							
		Workwear							3
		Workwear cleaning							
Office furnishing and supplies		Office supplies							1
		Paper							
		Office furnishing							2
		Art							
		Printed material							
		Lettering and information panels							
		Archiving equipment and archive digitisation							
		Events							
		Emergency facilities							
ICT and telecommunication		Purchase, hire, installation, management and maintenance of hardware							
		Purchase, hire, installation, management and maintenance of printers and reproduction equipment							
		Purchase, hire, installation, management and maintenance of audio-visual aids							
		Purchase, hire, management and maintenance of (standard) software							
		Telecom equipment and switchboards							
Transport, drive system, packaging		Motor vehicles with a mass <3500 kg							1
		Motor vehicles with a mass >3500 kg							1
		Ships							
		Purchase and maintenance of motorised two-wheel vehicles							
		Purchase and maintenance of bicycles							
		Passenger transport							
		Lubricants							
		Fuel for vehicles and ships							
		Chauffeur services							
		Containers, packaging and labels							



Regional procurement calendar



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Roadmap Instrument

Determine the contract type

Circular procurement entails making agreements at the time of procurement with regard to high-value reuse at the end of the use phase and the corresponding accountability. This could result in a different distribution of risks, profit and value for all value chain partners. The manufacturer/supplier could be allowed to take control over the cycle. This will encourage the supplier to achieve collaboration and transparency within the value chain. The supplier indicates how value preservation within the chain will be safeguarded. This is reflected in customised contractual terms and an appropriate contract type and duration. Most circular contracts result in extended manufacturer responsibility.

The usual contract types for circular procurement are:

1. Lease;
2. Rent;
3. Pay per use;
4. Return value: buy and sell-back;
5. Product/services combination.

A **lease model** is usually a tripartite agreement between the manufacturer/supplier, the lender and the user. The manufacturer/supplier transfers the legal ownership to the lender. The legal ownership remains with the lender; it acts as security for the financial product. The lender enters into a financial relationship with the user: he sets a lease amount. Therefore, there is no direct relationship between manufacturer/supplier and user, unless specified otherwise. The manufacturer/supplier does not have extended manufacturer responsibility, as the ownership lies with the lender. The residual value is often zero. In that case the user pays more than if he would have bought the product.

Despite these disadvantages lease models are sometimes suitable for safeguarding circular use, especially if the residual value exceeds zero. Take lease cars, for example. It is important to make sure that the supplier takes back the product.

A **rental contract** implies that the manufacturer/supplier rents the product to the user. This contract type is mainly useful to cover a temporary need with a relatively inexpensive product (such as office furniture for one year until relocation).

A **pay-per-use** contract is specialisation of the lease or rental contract. In this case the manufacturer/supplier remains owner of the product and the user pays for the service instead of ownership of the product. This means, however, that the use or consumption must be measurable (number of movements, for example, or driven kilometres). Paying per print,

↓

Determine the contract type

Roadmap Instrument

Behaviour change

Phases of behaviour change
A change in behaviour usually involves a number of different phases. This applies to persons as well as teams and organisations. Motivation is a prerequisite for change. Lasting changes only occur if someone is motivated to change. People really need to want to change (intrinsic motivation). Outside motivation or extrinsic motivation often works only for a limited period.

The phases of behaviour change

Phase 1 - Denial
In this phase, the person is not aware of the fact that he might have (caused) a problem. He will deny it and will not see the need to change, or he will try and find the cause of the problem outside himself. There is a great reluctance to change.

Phase 2 - Recognition (contemplation)
In this phase, the person is aware of the fact that he may have (caused) a problem. He wants to change but does not yet know how, or he thinks he is not able to.

Phase 3 - Exploration (preparation)
In this phase, the person makes plans to change his behaviour.

Phase 4 - Action (do)
In this phase, the person acts to effectuate change. It is important to start with small, achievable steps that result in immediate progress.

Phase 5 - Sustain (maintenance)
New behaviour must become a habit, otherwise there is a risk of relapsing into the old behaviour. In this phase, people need to sustain the new behaviour and integrate this in

↓

Behaviour change

Roadmap Instrument

Formalise responsibility

There are several ways to formalise responsibility for circular procurement and commissioning in an organisation.

For instance, by anchoring the circular procurement objective within the contract management organisation. You can do this by making contract managers responsible for contributing to the organisation's objectives and reporting back on the results. This can be reviewed during the evaluation of the result-driven agreements and in the annual targets meeting. This enables the contract owner to report to the category owner and ensures the organisation's objectives are anchored within contract management.

In practice, the line department is already responsible, although this is not yet perceived in this way. You are advised, therefore, to make a contract manager responsible for anchoring circular procurement in contract management and to make the contract owner accountable. Naturally, the account-holding purchasing officer plays a facilitating role.

After a start-up period in which the contract manager and contract owner receive help and support, they are accountable for the contribution to the organisation's objectives.

Once the contract manager and contract owner feel responsible for the contribution to the organisation's objectives, they will increasingly focus on circular procurement because they will be held to account if the contribution does not meet expectations.

The formal process consists of adding the responsibility to the Rasci matrix (see figure) and have this reconfirmed. This will have to be decided in a Procurement Board (see Instrument Gateway in the Roadmap Library) which comprises the category owners. The board will define targets for the contract owners, who will in turn set targets for the contract managers. The contract managers and contract owners will report regularly on these targets and are accountable to the Procurement Board. In short: include in the P-cycle (reward cycle). If the category owners agree to this, it can be implemented step by step. Central reporting to the Procurement Board is carried out by the procurement analyst who is part of the Procurement team.

Tasks	Expert	Manager	Consultant
Reporting	R	A	A
Preparing documentation	I	A	R
Managing projects	I	R	C

Figure 1002 matrix R-Responsible, A-Accountable, C-Consulted, I-Informed

↓

Formalise responsibility



- › Communication manual for 10-Step plan
- › Task description quartermaster
- › Two-page outline
- › Administrative order
- › Communication action plan template
- › Action plan template
- › Gateway committee
- › Innovative tender processes
- › Procurement checklist
- › Assessment framework for collaboration
- › Regional procurement calendar
- › Determine the contract type
- › Behaviour change
- › Formalise responsibility
- › Communication roadmap approval
- › Spend analysis or tender analysis
- › Annotation roadmap
- › List of procurement packages with direct/indirect influence
- › Circular procurement percentages template



Gemeente Haarlem

01 November 2018
ECDW
Christianne Lemckert

Roadmap Instrument

Roadmap Circular Procurement and Commissioning Communication plan



Communication roadmap approval

Roadmap Instrument

Spend analysis or tender analysis

This instrument explains the various aspects of a spend or tender analysis. In the roadmap itself you will find more information on the difference between the two.

Procurement packets

PIANoo has defined 212 procurement packets, divided over 10 main groups. We use the same classification for the roadmap and the measuring methodology. The 10 procurement groups are:

1. personnel related matters;
2. office furnishing and supplies, resources for operational management and information;
3. ICT and telecommunication;
4. flexible labour;
5. consultancy and research (not based on secondment);
6. transport, drive system, packaging;
7. buildings and building related installation;
8. hydraulic engineering (construction and maintenance), non-building related installations and public spaces;
9. rescue services and public order;
10. social domain.

What is a Spend analysis?

A spend analysis or procurement diagnosis helps you make the procurement costs of an organisation transparent. It is a management tool. It shows who procures which procurement packet, where and for what amount. A spend analysis is based on the above-mentioned procurement packet groups. It shows the procurement volume.

More information about the spend analysis/procurement diagnose can be found on the PIANoo website (Dutch only): <https://www.pianoo.nl/nl/inkoopproces/fase-0-organisatie-van-inkoop/inkoopdiagnose/>

If your organisation has not conducted a spend analysis before, you should involve an external party to assist you. Please note: Even if you ask an external consultant to conduct the spend analysis, there are often various organisation-specific issues that can only be answered by the organisation.



Spend analysis or tender analysis



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- › Assessment framework for collaboration
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Roadmap Instrument

Annotation roadmap

Highlighted text needs to be personalised

Case number

Proposal date: 7 May 2019

Topic: Approval and implementation MRA Roadmap Circular Procurement & Commissioning

Portfolio holder

Confidentiality: Disclosure

Department

Author

Phone number author

Case number

- The Municipal Executive decides**
 - To formally adopt the MRA Roadmap Circular Procurement & Commissioning and underline the importance of the roadmap;
 - To implement the roadmap in the organisation, starting with the appointment of a quartermaster/implementation leader circular procurement (XXXX), two administrative owners (XXXXX) and the steering group that comprises, in addition to these three persons, the director, head of department XX (XXX) and XX (XXX).

OR

- To implement the roadmap in the organisation, starting with the appointment of a quartermaster circular procurement and an administrative owner, namely (NAAM);



Annotation roadmap

Roadmap Instrument

PIANoo number	Name of procurement packet	Category direct influence or indirect influence
104	Workwear	Direct
105	Workwear cleaning	Direct
107	Representation expenses	Direct
201	Office supplies	Direct
202	Paper	Direct
203	Office furnishing	Direct
204	Laboratory furniture	Direct
205	Art	Direct
206	Printed material	Direct
207	Lettering and information panels	Direct
209	Archiving equipment and archive digitisation	Direct
213	Muskrat trapping materials, products for pest control	Direct
214	Emergency facilities	Direct
216	Gym furnishing, fitness equipment, sports articles and equipment	Direct
301	Purchase, hire, installation, management and maintenance of hardware	Direct
302	Purchase, hire, installation, management and maintenance of printers and reproduction equ	Direct
303	Purchase, hire, installation, management and maintenance of audio-visual aids	Direct
307	Telecom equipment and switchboards	Direct
601	Motor vehicles with a mass <3500 kg	Direct
602	Motor vehicles with a mass >3500 kg	Direct
603	Aircraft	Direct
604	Ships	Direct
605	Purchase and maintenance of motorised two-wheel vehicles	Direct
606	Purchase and maintenance of bicycles	Direct
612	Containers, packaging and labels	Direct
614	Mechanical drive units	Direct
615	Ship maintenance	Direct
701	Purchase and maintenance of buildings and grounds	Direct
702	Divesting and demolishing buildings	Direct
703	Purchase of measurement and control systems	Direct
705	Purchase of building services (E)	Direct
707	Purchase and installation of building services (W)	Direct
709	Construction and renovation	Direct
710	Purchase of fixed furnishing	Direct
711	Maintenance construction	Direct
712	Paintwork buildings	Direct
713	Joinery, carpentry	Direct
714	Technical goods and disposable, tools and small materials	Direct
715	Office and kitchen cleaning	Direct
716	Window cleaning	Direct
717	Sanitary products	Direct
719	Catering services	Direct
720	Vending machines (food and drinks)	Direct
721	Industrial kitchen equipment	Direct
722	Food and ingredients	Direct
723	Crockery	Direct
726	Electricity including electricity grid operator costs	Direct
727	Green areas (buildings)	Direct
728	Green areas (landscaping)	Direct
729	Green areas (open spaces)	Direct
730	Green areas (water)	Direct
731	Green areas (waste)	Direct
732	Green areas (water)	Direct
733	Green areas (waste)	Direct
734	Green areas (water)	Direct
735	Green areas (waste)	Direct
736	Green areas (water)	Direct
737	Green areas (waste)	Direct
738	Green areas (water)	Direct
739	Green areas (waste)	Direct
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743	Green areas (waste)	Direct
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791	Green areas (waste)	Direct
792	Green areas (water)	Direct
793	Green areas (waste)	Direct
794	Green areas (water)	Direct
795	Green areas (waste)	Direct
796	Green areas (water)	Direct
797	Green areas (waste)	Direct
798	Green areas (water)	Direct
799	Green areas (waste)	Direct
800	Green areas (water)	Direct



List of procurement packages with direct/indirect influence

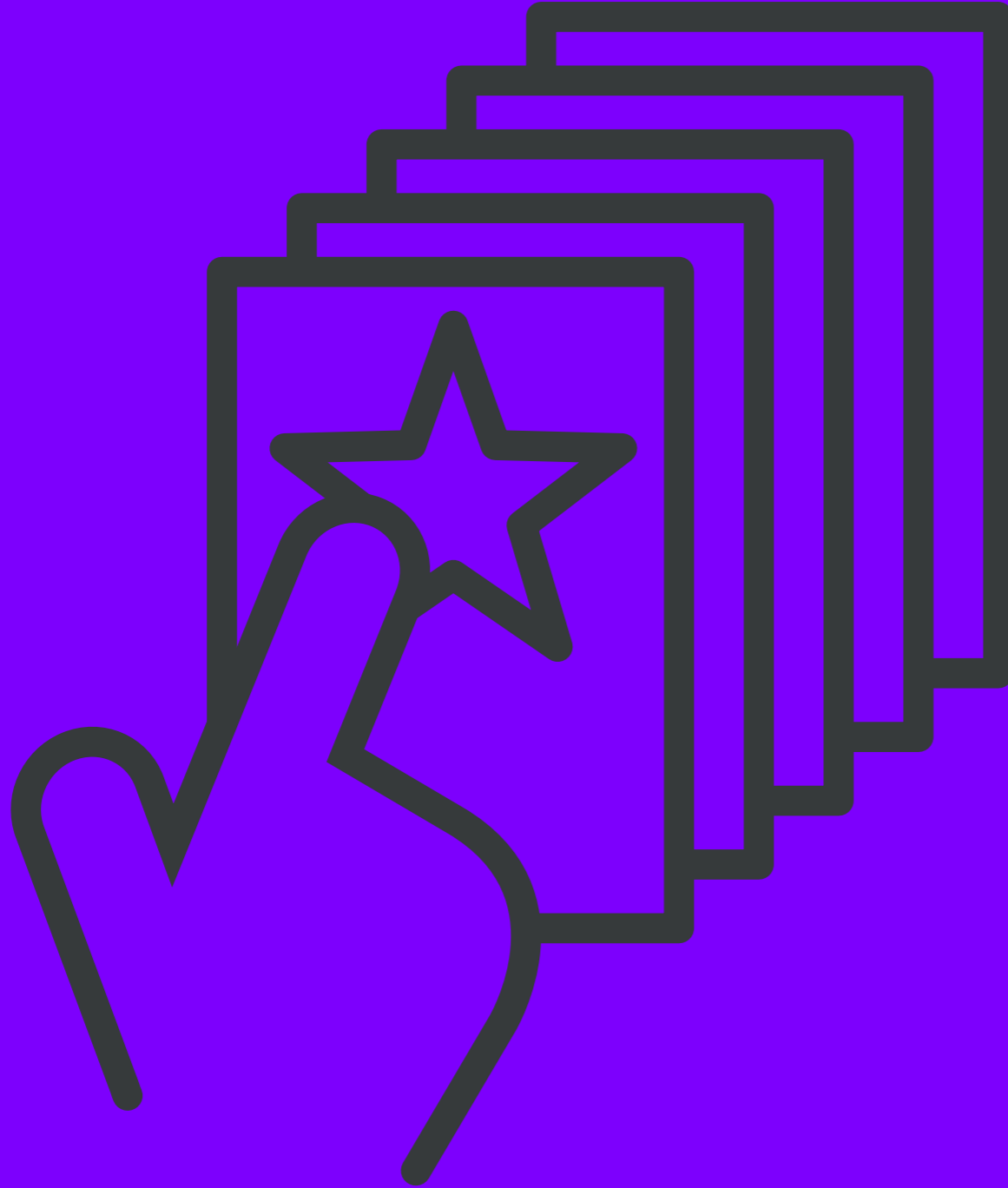
Roadmap Instrument

Follows from spend analysis - sources PIANoo list of procurement packets

Number	Procurement packet	Sustainability	See Homogenous	direct / indirect	Total ex
101	Study, education and training	Printed material	No	Indirect	€
102	External meeting and accommo	Foreign business	No	Indirect	€
103	Recruitment and selection	Transportation	No	Indirect	€
104	Workwear	Workwear	No	Direct	€
105	Workwear cleaning	Workwear clean	Yes	Direct	€
106	Health & Safety	Transportation	Yes	Indirect	
107	Representation expenses	Flowers	No	Direct	
108	Health insurance		Yes	Indirect	
109	Staff relocation costs	Relocation serv	No	Indirect	
110	Company outings	Transportation		Indirect	
201	Office supplies	Office supplies	Yes	Direct	
202	Paper	Paper	Yes	Direct	
203	Office furnishing	Office furnishing	No	Direct	
204	Laboratory furniture		No	Direct	
205	Art		No	Direct	
206	Printed material	Printed material	Yes	Direct	
207	Lettering and information panels		No	Direct	
208	Professional literature and subs	Printed material	No	Indirect	
209	Archiving equipment and archive digitisation		No	Direct	
210	Banking costs		Yes	Indirect	
211	Business insurance		Yes	Indirect	
212	Events		No	Indirect	
213	Muskrat trapping materials, products for pest co		Yes	Direct	
214	Emergency facilities		Yes	Direct	
215	Advertising costs	Advertising servi	No	Indirect	
216	Gym furnishing, fitness equipment, sports article		No	Direct	
301	Purchase, hire, installation, mar	Hardware	No	Direct	
302	Purchase, hire, installation, mar	Reproduction eq	Yes	Direct	
303	Purchase, hire, installation, mar	Audio-visual equ	No	Direct	
304	Purchase, hire, management and maintenance o		No	Indirect	
305	Enterprise phone services fixed	Networks, phon	No	Indirect	
306	Phone services mobile and mob	Networks, phon	Yes	Indirect	
307	Telecom equipment and switch	Networks, phon	No	Direct	
401	Secondment of technical personnel		Yes	Indirect	
402	Secondment of technical personnel		Yes	Indirect	



Circular procurement percentages template



Library Examples

The practical examples in this library have been provided by the municipalities and provinces participating in the MRA and are only available in Dutch.



- › SP Report Climate Neutral and Circular Zaanstad
- › Annual procurement plan Heemstede
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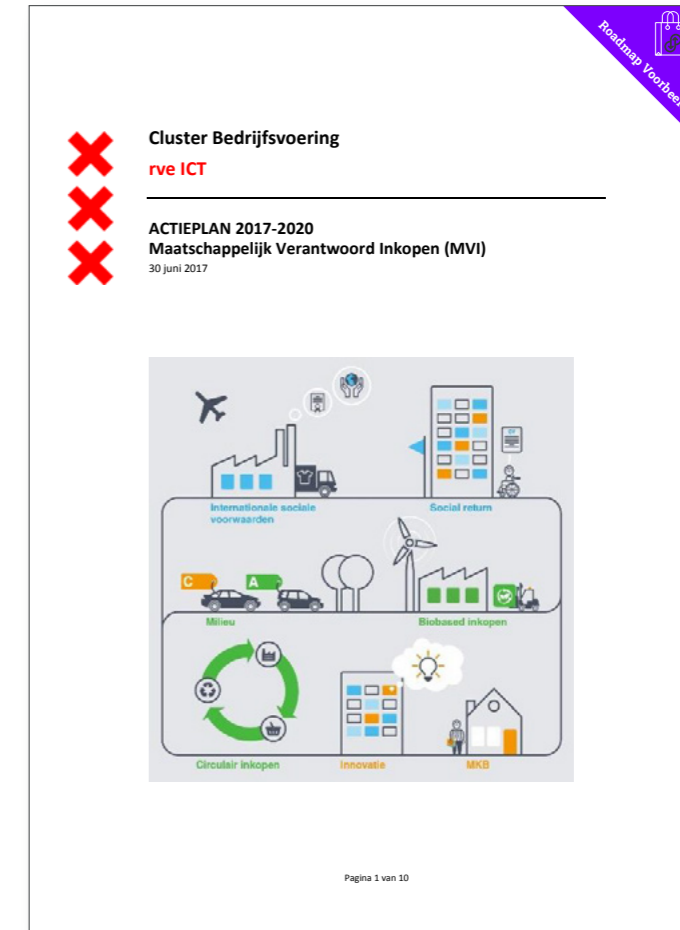


SP Report Climate Neutral and Circular Zaanstad

Gemeente	Jaar	nummer	naam	omschrijving	Afd.	Projectleider	WED.	Datum start G	Gesamte bedrag (€)
Bedrijfsvoering	2019	Regionaal		vernieuen software geo-informatie en CAD-vm BGT					85000
	2019	Regionaal		Catering (BLD HWS)					
	2018	Regionaal		Uitsluiting ICT (BLD HWS)				Q1	
	2018	Regionaal		Bijz. aanbestedingsprocedure (B) HWS				Q1 meer	
	2018	Regionaal		Mixel Muziek (BLD HWS)				Q1 meer	
	2018	Regionaal		Drukwerkbestuur (BLD HWS)				Q1	
	2019	Regionaal		Lampvervanging toerusting voor BWT en BMS (BLD HWS)				Q1	
	2019	Regionaal		Vervangen juridische dienstverlening (BLD HWS)				Q2	
	2019	Departementaal		Verzamelen vorderwerk en malenwerk					
	2019	Departementaal		Verzamelen Aanvraagstukken					
	2019	Departementaal		Verzamelen Brouw					
	2019	Departementaal		Verzamelen Brouw					
	2019	Departementaal		Verzamelen Brouw					
	2019	Departementaal		Verzamelen Brouw					
	2019	Departementaal		Verzamelen Brouw					
Buurt	2018			Brug (bijvoeding)				Q1	100.000
	2019			Vervanging VVE HG HG K4				Q4	360.000
	2019			Renovatie openbare verlichting 2019				Q3	800.000
	2019			Vervangen roling Brug van Lennepweg noord				Q2/Q3	454.000
	2019	MVI		Afsluiten fietspad Leidsevaartweg				Q2	980.000
	2019			Renovatie noord Heemstedse Dijk a.s.				Q3	1.000.000
	2019			Verbetere fietsverbinding Leidsevaart noord				Q3	
	2019			Ontwikkeling buurten					
	2019			Vervangen veldgemeentelijk Eikenlaan					
	2019			Vervangen gemeentelijk gebied van Marlen				Q1	102.000
	2019			Vervangen gemeentelijk gebied van Marlen					
	2019			Uitvoeren (proef)toets				Q1 meer	141
	2019			Renovatie grachtjes van Vollenhouwe				Q1 meer	170.000
	2019			Uitvoeren technische maatregelen				Q3	
	2019			Uitvoeren maatregelen aan Heemstedse Dijk				Q3	



Annual procurement plan Heemstede



ICT-SP Action Plan



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Uitnodiging tot Inschrijving
Inzake de Europese aanbesteding
Circulaire kantoormeubilair en kantoorinrichting
Openbare procedure



Aanbestedende dienst:
Regio Gooi en Vechtstreek



Call for tender for Procurement and Maintenance Gooi en Vechtstreek

Gemeente Amsterdam

Programma van Eisen

Project	Verlichting Piet Heingarage
Kenmerk	Al 2027-0236
Datum	4 december 2017
Versie	1.0

Bijlagen
 Bijlage E1 – dataset 2016 gebruik Piet Heingarage
 Bijlage E2 – tekeningen / plattegrond Piet Heingarage



Tender documents Car Park Lighting Amsterdam



Invitation to tender 6-1



Draft main agreement



General procurement terms for supplies and services 6



Programme of requirements 6

Aanbesteding op basis van prijsvraag

Almere wil in 2020 afvalvrij zijn. Om dit te bereiken maakte de stad onder andere gebruik van de innovatiecompetitie Upcycle City. Deze competitie daagde marktpartijen uit slimme oplossingen te bedenken voor de grondstoffen uit de stad.

Almere wil niet alleen het huishoudelijk afval, maar ook de reststromen die ontstaan bij het onderhoud en beheer van de stad op een duurzame manier verwerken. Bijvoorbeeld groenafval, waterplanten, beton, asfalt of straatmeubilair.

Unieke manier van aanbesteden
 Aanbesteding op basis van een prijsvraag is uniek. Om dit te kunnen doen, was een aparte procedure binnen de Aanbestedingswet nodig. Het doel van de competitie was om economische bedrijvigheid te stimuleren en realisatie van innovatieve plannen mogelijk te maken. Deze plannen moesten gericht zijn op het maken van producten uit de reststromen van de stad. De competitie werd gepubliceerd op tendered.nl. Een onafhankelijke jury beoordeelde vervolgens de ingezonden plannen en stelde een ranking op. De winnaar kreeg het recht om als eerste te mogen onderhandelen met de gemeente over onder meer de financiering en de wederzijdse inzet van uren en netwerk.

Onderhandelingen succesvol
 De onafhankelijke jury knoopte twee partijen uit die voldeden aan criteria, nadat andere op het gebied van werkgelegenheid en reductie van CO2 uitstoot. Het college is op basis van het Jurvrapport als eerste de onderhandelingen gestart met recyclingmaatschappij de Vijfhoek die een duurzame betoncentrale wil realiseren. Het gaat daarbij om de productie van gerecyclede en groen beton uit bouwpuin en biomassa van de stad met als bijproducten CO2 en biogas. In de overeenkomst waarover beide partijen het nu eens zijn, zijn afspraken gemaakt over de cofinanciering.

Bijzondere rol overheid
 Met deze aanbestedingsprijsvraag pakt Almere een rol die meer gericht is op faciliteren en aanjagen van innovatie en het aangaan van een partnerschap. Deze vorm van aanbesteden trekt innovatieve ideeën aan, hoewel de uitkomst onvoorspelbaar is. Almere is tevreden met het resultaat.



Open contest tender Almere

H1 Introduction

H2 Start

Actions

H3 10-Step plan

H4 Measuring

Timetable and actions

H5 A ready organisation

Timetable and actions

H6 Ownership and communication

Timetable and actions

H7 Recommendations

Instruments

Examples



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Ondernemersontbijt
Dinsdag 10 april 2018, 07.30-10.00 uur

ondernemersplein lelystad

UITNODIGING

De gemeente Lelystad nodigt u van harte uit voor het Ondernemersontbijt, editie 2018 in het Stadhuis van Lelystad. Naast informatie over het gemeentelijk inkoopbeleid komt ook 'Maatschappelijk Verantwoord Inkopen' en de daaraan gekoppelde aandachtsgebieden, Circulariteit en Social Return On Investment (SROI) aan de orde. U kunt presentaties tegemoet zien van:

- **Peter Bakker**, kenniscentrum inkoop gemeente Lelystad;
- **Jacqueline Cramer**, oud-minister, ambassadeur circulaire economie en trekker van dat programma in de Amsterdam Economic Board;
- **Onno Vermooten**, directeur Concern voor Werk/Werkbedrijf Lelystad;
- **Michel Visser**, helpdesk circulariteit provincie Flevoland

Het ondernemersontbijt is tevens dé gelegenheid tot een nadere introductie van de diensten van Ondernemersplein en tot het aangaan en versterken van uw relatienetwerk.

Aanmelden voor het ontbijt kan - **tot uiterlijk 5 april 2018** - op www.lelystad.nl/ondernemersontbijt via het aanmeldformulier. Er is ruimte voor 150 ondernemers. Zij die zich aanmelden, krijgen een ontvangstbevestiging als toegangskaart.



Entrepreneurs' breakfast Lelystad

Circulaire economie en circulair inkopen

Lunchbijeenkomst

Thea Smid-Verheul
18 september 2018



Lunch meeting Circular Economy Haarlemmermeer



- › SP Report Climate Neutral and Circular Zaanstad
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Circular procurement project GM


Inkoop Meerlanden Checklist		Inkooptraject: <naam inkooptraject invullen>
Samen Sneller Circulair		Inkoper: Antoine / Heleen
		Datum: <datum document opgemaakt invullen>
	j/n	Toelichting
Grondstoffen:		
1	Hebben we dit product of deze dienst echt wel nodig en doen we aan hergebruik, repareren of opknappen?	
2	Is het product of de dienst biobased en hoogwaardig geproduceerd, wordt het duurzaam beheerd/uitgevoerd en is het herbruikbaar?	
3	Welk duurzaam business model passen we toe (betalen naar gebruik/huur; koop/terugkoop of koop/doorverkoop; anders)?	
4	Hebben we geregeld hoe wij en onze leverancier omgaan met energie, brandstof en materiaal verbruik & verwijdering reststoffen aan het eind van contractperiode en/of technische levensduur?	
5	Hebben we een leverancier geselecteerd die circulariteit / duurzaamheid hoog in het vaandel heeft, qua filosofie en bedrijfsvoering bij Meerlanden past en actief probeert de CO2 footprint van zichzelf, zijn producten en diensten te minimaliseren?	
Samenwerking:		
6	Hebben wij gekeken of we de inkoopwens van Meerlanden kunnen realiseren middels (regionale) samenwerking en/of Inkoopbundeling?	
7	Hebben wij leveranciers uit de regio betrokken, c.q. de lokale economie en werkgelegenheid gestimuleerd?	
8	Hebben wij eindgebruikers en/of burgers betrokken?	
Sociaal		
9	Hoe hebben wij sociale werkgelegenheid gecreëerd, c.q. worden er mensen met een afstand tot de arbeidsmarkt ingezet bij realisatie van de opdracht?	
10	Hoe hebben wij, met het oog op duurzame inzetbaarheid, vakontwikkeling / opleidingsmogelijkheden / leerwerkplekken en/of stages meegenomen?	
Innovatie		
11	Hebben wij met onze uitvraag de ontwikkeling van nieuwe (circulaire) producten en diensten gestimuleerd?	
12	Hebben wij geformuleerd 'wat' wij wensen en laten we onze leverancier zo vrij mogelijk "hoe" zij daar invulling aan geeft?	



Procurement checklist Meerlanden



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Hoe wordt een milieugerichte levenscyclusanalyse uitgevoerd?

Een milieugerichte levenscyclusanalyse (LCA) kent altijd dezelfde structuur, die ook in normen is vastgelegd, zie de figuur hieronder.

Doel en reikwijdte vastleggen
Inventarisatie van milieu-ingrepen
Modelleren: koppelen milieu-ingrepen aan milieukundige achtergrondgegevens
Impact-analyse: berekenen van de LCA-resultaten voor een of meerdere milieu-impactcategorieën
Verantwoording en interpretatie van resultaten


Figuur 1: Stappen LCA

Wat gebeurt er in de inventarisatie fase?

Bij de inventarisatie (2) wordt de zogeheten **voorgroondinformatie** verzameld. Dit zijn harde, meetbare en verifieerbare (hoewel in theorie beter dan in praktijk) gegevens. Zoals:

PRODUCTIE VAN BOUWMATERIALEN

- Hoeveelheid materiaal per type
- Samenstelling van gecombineerde elementen
- Herkomst van het materiaal. Dit zegt ons:
 - Is het primair of secundair?
 - De transportafstand
 - Karakteristieken van de winning/productie van het materiaal (bijvoorbeeld: hout uit Scandinavië)
- Energieverbruik bij productie, van specifieke producenten
- Emissies bij productie, van specifieke producenten
- Hoeveelheid afval bij productie en toepassing (halfproduct -> product)
- Hoeveelheid en karakteristieken van afvalwater bij productie
- ...




How to perform an environmental LCA





Duurzame Organisatie

Niek Heering en Tabitha Saliba

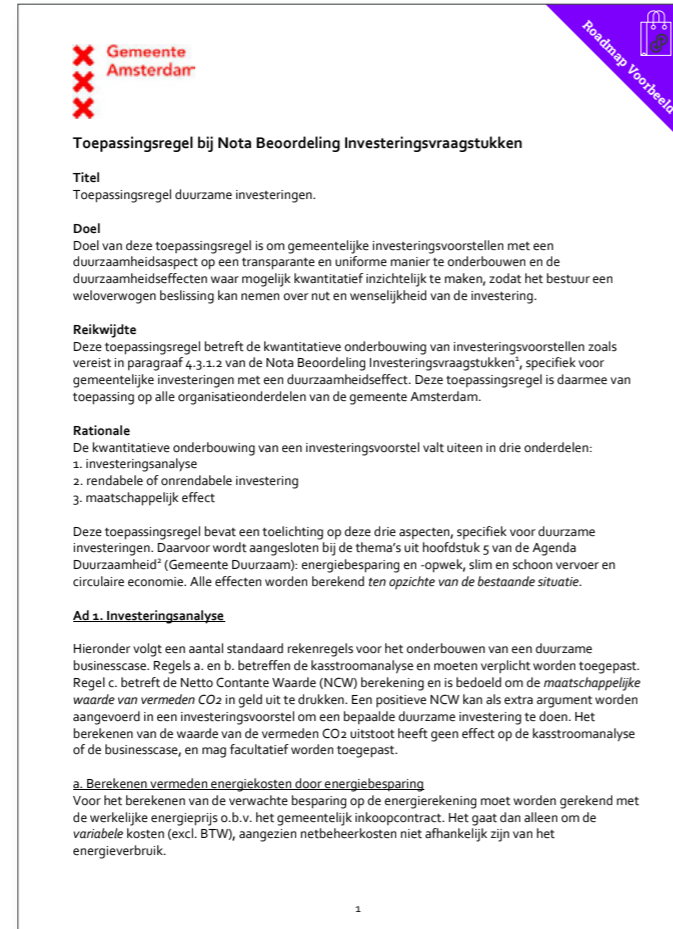
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Gemeente Amsterdam

Toepassingsregel bij Nota Beoordeling Investeringsvraagstukken

Titel
Toepassingsregel duurzame investeringen.

Doel
Doel van deze toepassingsregel is om gemeentelijke investeringsvoorstellen met een duurzaamheidsaspect op een transparante en uniforme manier te onderbouwen en de duurzaamheidseffecten waar mogelijk kwantitatief inzichtelijk te maken, zodat het bestuur een weloverwogen beslissing kan nemen over nut en wenselijkheid van de investering.

Reikwijdte
Deze toepassingsregel betreft de kwantitatieve onderbouwing van investeringsvoorstellen zoals vereist in paragraaf 4.3.1.2 van de Nota Beoordeling Investeringsvraagstukken, specifiek voor gemeentelijke investeringen met een duurzaamheidseffect. Deze toepassingsregel is daarmee van toepassing op alle organisatieonderdelen van de gemeente Amsterdam.

Rationale
De kwantitatieve onderbouwing van een investeringsvoorstel valt uiteen in drie onderdelen:
1. investeringsanalyse
2. rendabele of onrendabele investering
3. maatschappelijk effect

Deze toepassingsregel bevat een toelichting op deze drie aspecten, specifiek voor duurzame investeringen. Daarvoor wordt aangesloten bij de thema's uit hoofdstuk 5 van de Agenda Duurzaamheid (Gemeente Duurzaam): energiebesparing en -opwek, slim en schoon vervoer en circulaire economie. Alle effecten worden berekend *ten opzichte van de bestaande situatie*.

Ad 1. Investeringsanalyse

Hieronder volgt een aantal standaard rekenregels voor het onderbouwen van een duurzame businesscase. Regels a. en b. betreffen de kasstroomanalyse en moeten verplicht worden toegepast. Regel c. betreft de Netto Contante Waarde (NCW) berekening en is bedoeld om de *maatschappelijke waarde van vermeden CO2* in geld uit te drukken. Een positieve NCW kan als extra argument worden aangevoerd in een investeringsvoorstel om een bepaalde duurzame investering te doen. Het berekenen van de waarde van de vermeden CO2 uitstoot heeft geen effect op de kasstroomanalyse of de businesscase, en mag facultatief worden toegepast.

a. Berekenen vermeden energiekosten door energiebesparing
Voor het berekenen van de verwachte besparing op de energierekening moet worden gerekend met de werkelijke energieprijzen o.b.v. het gemeentelijk inkoopcontract. Het gaat dan alleen om de *variabele* kosten (excl. BTW), aangezien netbeheerkosten niet afhankelijk zijn van het energieverbruik.

1



Rules of application for sustainable investments



Gemeente Haarlem

13 september 2018
Economie, Cultuur, Duurzaamheid en

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Presentation Rotterdam

Colophon

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