

Pilot project on green public procurement in Montenegro

Executive summary and Recommendations

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Introduction

SCP/RAC commissioned this pilot project to Zero Waste Montenegro, as part of the portfolio of activities to improve the policy framework and engage with the food & beverage industry in Albania, Bosnia & Herzegovina and Montenegro, through the Cooperation Agreement between UN Environment/MAP and the Italian Ministry of Environment and Land and Sea Protection. In the same context, SCP/RAC commissioned to Ecoinstitut the [Guidelines to address single-use plastic through public procurement](#), and both were implemented in synergy.

In coordination with SCP/RAC Focal Point in Montenegro, the Ministry of Sustainable Development and Tourism and the Capital City of Podgorica were the two participating institutions.

The objective of the pilot project was to provide advice to the participating institutions on the main strategies and actions that would prevent the single use of plastics and improved management of plastic waste, and assist in the implementation to the extent possible. This would include not only procurement, but also in-house practices.

This document summarizes the achievement and recommendations for next steps, following the Guidelines to address single-use plastic through public procurement. Hence, the format of the report follows the 10-step approach proposed in the guidelines.

Achievements and recommendations

Step 1. Assess the current situation of single-use plastics in the organisation's procurements.

Capital City of Podgorica

An inventory of single-use plastics procured was made, including beverages, items packed in plastic or garbage bags. It was estimated that the city purchased around 15,000 single-use plastic bottles in 2019. The second largest fraction is cleaning products, with 2,000 bottles of cleaning products.

Most employees in the Capital City buildings do eat outside as there is no catering services in-house. There are currently no water dispensers in any buildings of the Capital City.

As for the waste management practices, even if separate collection bins exist, they are not properly used resulting in mixed waste collection.

Ministry of Sustainable Development and Tourism

It was not possible to have segregated data on procurements, since all procurement is centralized by the Property Administration Unit working under the Ministry of Finances.

Recommendation. Data on public procurement for goods and services for each ministry should be made available.

As for in-house practices, SUP are numerous at coffee-corners, vending machines and cafeteria, including plastic bottles, stirrers, straws, cups, etc. There are separate waste bins (PET and paper) but they are no longer used. It is estimated that half of the workers do go out to take their lunch, while the other half bring takeaway food back in their office. Only bottled water is served to external guests of the Ministry. However, there is a good practice on paper sorting and collection, with one bin per floor.

Step 2. Assess waste treatment systems and infrastructure

This aspect has been analysed through other project activity and published within: "[Priority areas of intervention to curb marine litter from food and beverage plastic packaging in Albania, Bosnia and Herzegovina and Montenegro](#)" (available in Montenegrin).

In summary, separate collection at source is at initial stages, and even if some infrastructure exists, it is not properly used. The country does not have recycling facilities and the plastic collected at sorting plants is sent abroad for recycling. No bio-waste management system exists. Therefore, biodegradable-compostable plastics is not currently an option to prevent SUP problems.

Step 3. Assess public procurement legal framework

The Montenegrin Law on Public Procurement and the Rulebook on low-value procurement were analysed, which apply to all public authorities (thus, the Capital City and the ministries).

The principles to be adhered in public procurement procedures are: principle of economic effectiveness, principle of ensuring competition, principle of transparency, and principle of equality (Articles 5, 6, 7, 8).

Criteria for selection of the most favourable offer are: 1) lowest price offered and 2) economically most advantageous bid (Article 93). The latter allows for the possibility of considering sub-criteria, including “programme and degree of environmental protection, or energy efficiency”.

In all of the procedures, the decision on which criteria is used in which tender is made by a commission, set up by the Public Procurement Administration for each published tender. The commission is made up of experts in the field for which the tender is published. Each tender has its own commission who determines which of the two criteria is used. For procurement of cleaning supplies, food and beverages it is most of the time the “lowest price offered” criteria.

Recommendation. Procurement of cleaning supplies, food and beverages could follow the criteria “economically most advantageous bid”, and include the sub-criterion “programme and degree of environmental protection, or energy efficiency”. This sub-criterion could include the ones chosen in step 6 and illustrated in Annex II of the guidelines. As experience shows in other countries, this does not go against the principle of ensuring competition. Alternatively, the tender specification could already include some technical aspects, e.g. vending machines delivering only beverages in cans, thus making clear what is expected.

Recommendation. The commission for tendering cleaning supplies, food and beverages should include experts on environmental and waste management, allowing for sound criteria and the prevention of plastic waste.

Ministry of Sustainable Development and Tourism

Procurement for all the Ministries in Montenegro, including Ministry of Sustainable Development and Tourism, is done by the Property Administration only. This unit deals with consolidation of the items for tenders, with input from all the respective institutions under its

scope. They collect requirements and suggestions made by all public authorities under their scope, for items, and their respective specifications, needed for the following year.

Another body, Public Procurement Administration, is authorised for the publishing and evaluation of tenders and bidden offers. Under this public authority, a special Commission is formed, per each tender, for the evaluation and selection of bidden offers.

Both units, the Property Administration and Public Procurement Administration, operate under the Ministry of Finance.

Recommendation. Specific inputs on SUP-free procurement from the Ministry of Sustainable Development and Tourism, and Property Administration, should be made to the Public Procurement Administration.

Step 4. Engage with the market and other stakeholders to assess their readiness and identify and develop alternatives.

To date, no significant progress has been made in engaging with the market to promote alternatives to SUP used in public authorities.

Recommendation. The Ministry of Sustainable Development and Tourism, if possible together with the Public Procurement Administration, could organise or promote an event where the alternatives to SUP are discussed, informing on the plan to prevent SUP in procurement so the market has a driving force to put alternatives in the market. It be more efficient to convene a meeting around a particular topic, once the public administration has decided on a specific direction.

Step 5. Adopt and implement specific public procurement options

Since changes in the procurement process may require a long process, both administrations agreed in simply to procuring certain products.

Capital City of Podgorica

The discussion with the Capital City staff led to a work on a proposal to ban SUP in the city of Podgorica, following the EU Directive, so affecting single-use plastic cutlery (forks, knives, spoons), plastic plates, plastic straws, Oxo-degradable plastics, food containers and expanded polystyrene cups. An information/conclusions document would be produced for this matter, upon approval of the Mayor to start this procedure. In order to provide the long-lasting alternatives, the project purchased the required items (see Step 6).

It was agreed that the following items would not be procured by the Capital City anymore: still and sparkling water in single use plastic bottles, soda drinks in plastic bottles, single use plastic straws, stirrers and spoons, sugar in plastic bags (but replaced by sugar squares in cardboard packaging).

Ministry of Sustainable Development and Tourism

In the case of the Ministry, in addition to the same action in the Capital City in terms of not procuring single-use plastic items, cotton cloths were providing the cleaning service to avoid short-life “magic cloths”, as well as natural latex gloves.

Recommendation. The Ministry could work on an internal “Plastics Strategy”, which would set a good basis to work later on at the country level, following the EU Directive on single-use plastics within the Accession process.

Step 6. Elaborate green or sustainable public procurement criteria.

Within the pilot project, a number of concrete actions have been taken in agreement with the participating institutions, including the purchase by the project of a number of products to test their adequacy to their operations. These options are herewith summarized and can be interpreted as green criteria for procuring these goods in the future.

Capital City of Podgorica

Product/service	Baseline	Type of practice	Adopted criteria
Still water	Plastic bottles	Eliminate certain products or materials	Tap water and guests glass bottles
Soda drink	Plastic bottles	Eliminate certain products or materials	No soda bottles
Stirrers	Plastic	Prefer reusable options	Small metal spoon
Straws	Plastic	Eliminate certain products or materials	No straw
Cutlery	Plastic	Prefer reusable options	Metal spoon
Sugar	Plastic	Minimise packaging	Sugar delivered in cubes and packed in cardboard
Rubbish collection	Lining plastic bags 30L	Selective waste collection	Addition of paper trays
Cleaning products	Single-use plastic containers	Minimise packaging	Concentrated cleaning products + reusable containers

Ministry of Sustainable Development and Tourism

Product/service	Baseline	Selected criteria	Adopted action
Still water	Plastic bottles	Eliminate certain products	Tap water and guests glass jugs

		or materials	
Sparkling water	Plastic bottles	Select more recyclable or compostable materials	Non-reusable glass bottles
Soda drink	Plastic bottles	Selective waste collection	Recycle soda bottles
Stirrers	Plastic	Prefer reusable options	Small metal spoon
Straws	Plastic	Eliminate certain products or materials	No straw
Cutlery	Plastic	Prefer reusable options	Metal spoon
Sugar	Plastic	Minimise packaging	Sugar delivered in cubes and packed in cardboard
Rubbish collection	Lining plastic bags 30L	Selective waste collection	Addition of paper trays
Hands protection for cleaning	Latex gloves	Prefer reusable options	Natural Rubber/Latex gloves + durability training

Further to this, the pilot project recommends the following:

Recommendation. Implement paper collection for recycling at the Capital City building.

Recommendation. Request to producers of water bottles in glass, to collect and reuse their bottles, like the glass beer bottles system.

Step 7. Provide training for contract managers, procurement staff and all economic operators involved

The pilot project held meetings with staff in charge of procurement, and proved that awareness and training is needed to put forward environmental criteria in tender processes.

Recommendation. Staff dedicated to procurement processes should be trained on the introduction of green criteria, using this pilot project and guidelines as example.

Recommendation. The institutions could convene a meeting with economic operators providing these products, staff and contract managers to clarify any doubt on the use, and promote dialogue to fit each other needs.

Step 8. Raise awareness, communicate and foster wider participation

In addition to the actions in Step 6, the pilot project produced information and awareness posters targeting the staff to engage them with the new functioning (see Annex). Internal newsletters were circulated as well (see Annex). Cleaning staff received specific training for a greater durability of gloves. Personnel in the cafeterias also received training to explain the new practices.

Recommendation. Re-signing the wet and dry bins waste at the Capital City buildings: create large colourful posters to put above the bins and replace current stickers on the wet/dry bins with clearer and more attractive illustrations.



Current signs



Example of more clear signs

Recommendation. The institutions could convene a meeting with the wider public and corporations to set the example and encourage them to adopt SUP reduction within their operations.

Step 9. Improve waste management systems

This issue is explained in "Priority areas of intervention to curb marine litter from food and beverage plastic packaging in Albania, Bosnia and Herzegovina and Montenegro" (available in Montenegrin). In summary,

Recommendations x. Progress should be made following these priorities:

- Increase collection at source of separate waste
- Invest/promote plastic recycling facilities in the country
- Organize the collection and transport of glass waste
- Pilot project could be implemented in bio-waste management

Step 10. Monitor, review and adapt

As explained in Step 6, the changes introduced should be assessed in terms of efficacy. Based on that, they could be integrated within the procurement policy and enlarge the applied criteria to other SUP, or other environmental aspects of products and services.

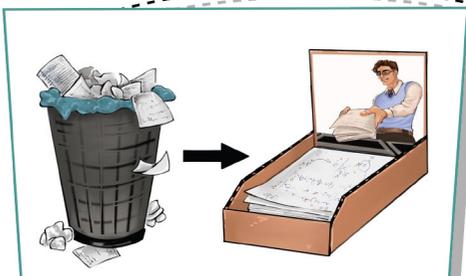
Recommendation . To review the impact of the changes introduced. Based on that, it might be considered whether to apply different criteria, or apply criteria to other SUP. This would be part of the sub-criteria in the tendering process, where e.g. “minimise packaging” or “prefer reusable options” could be requested in procurement.

Annex

Information posters and newsletter for Ministry staff

MINISTARSTVO ZA PRIMJER!

MORT sprovodi 7 novih “zelenih” praksi!



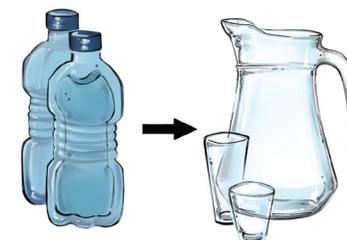
PRAVILNO ODLAGANJE PAPIRA

Sakupljajte stari papir u namijenjenoj kutiji za reciklažu (neuprljan*). Pravilno odložen papir (kancelarijski, papir u boji, novinski papir, karton, itd.) Deponija d.o.o. sakuplja i izvozi za recikliranje!



PLASTIČNE PET BOCE

Dobre vijesti! Plastične PET boce se u Crnoj Gori sakupljaju za recikliranje! Plastične boce sa brojem 1 ili znakom PET pravilno odložite u posebne kante!**



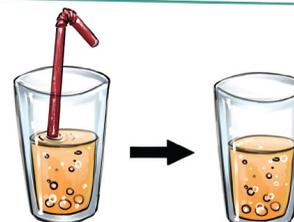
BOKALI ZA VODU

Umjesto vode u plastičnoj ambalaži, uživajte u kvalitetnoj i savršeno bezbjednoj vodi za piće sa česme. Novi gravirani bokali vas čekaju u kafeterijama i kuhinjama.



PLASTIČNE KAŠIKE

Plastika u vreloj vodi nije zdrava, a takođe stvara bespotreban otpad. Uživajte u svom čaju uz nove metalne kašike.



PLASTIČNE SLAMČICE

Ne zagađujte okolinu, odbijte slamčice! Od sada u kafeterijama i kuhinjama Ministarstva svoj sok ili drugo piće dobijate bez slamčice. Sačuvajmo naše more od plastike!

PRIMJENOM OVIH PRAKSI SMANJIĆEMO UPOTREBU XXX KOMADA PLASTIKE U MINISTARSTVU!

U okviru Sporazuma o saradnji između Programa UN za zaštitu životne sredine (UNEP/MAP) i Ministarstva zaštite okoline, zemljišta i mora Repulike Italije, Ministarstvo održivog razvoja i turizma Crne Gore, Regionalni centar za održivu potrošnju i proizvodnju (SCP/RAC) i NVO Zero Waste Montenegro su saradivali u pronalaženju najboljih načina za smanjenje upotrebe jednokratne plastike i srodnog otpada u našim prostorijama.



CRNA GORA
MINISTARSTVO ODRŽIVOG RAZVOJA
I TURIZMA



Koristite štampač samo kada je to neophodno.

* Dok god nije uprljan više od 5% ukupne površine papira.

Jedan uprljan list papira može pokvariti cijelo pakovanje papira namijenjenog za reciklažu..

** Logo za reciklažu na plastičnoj boci će imati jasno naznačen broj 1 ili slovima PET.

DOBRE VIJESTI!

PET plastične boce
se sakupljaju za
recikliranje u
Crnoj Gori!

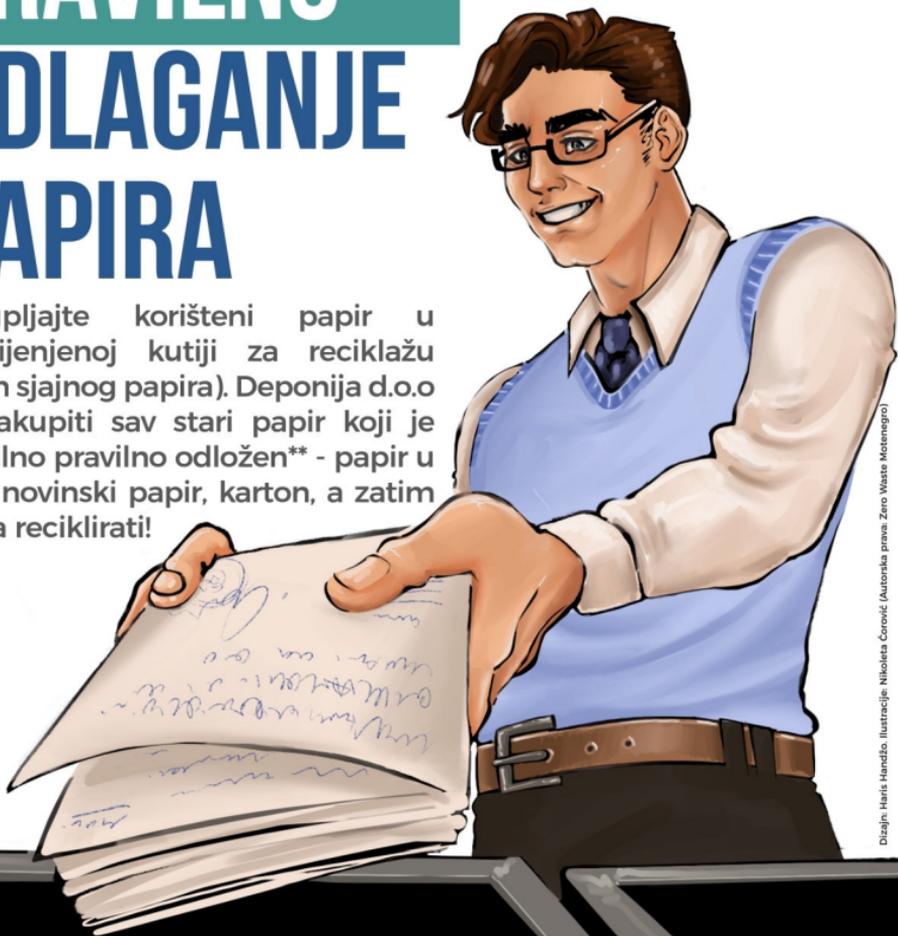
Pravilno
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plastične boce -
prvo se uvjerite
da su PET!



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PRAVILNO ODLAGANJE PAPIRA

Sakupljajte korišteni papir u namijenjenoj kutiji za reciklažu (osim sjajnog papira). Deponija d.o.o će sakupiti sav stari papir koji je pravilno odložen** - papir u boji, novinski papir, karton, a zatim će ga reciklirati!



Dizajn: Haris Handžić. Ilustracije: Nikoleta Čorović (Autorske prava: Zero Waste Montenegro)

* Koristite štampač samo kada je to neophodno.

** Dok god nije uprljan više od 10% ukupne površine papira.

U okviru Sporazuma o saradnji između Programa UN za zaštitu životne sredine (UNEP/MAP) i Ministarstva zaštite okoline, zemljišta i mora Republike Italije, Ministarstvo održivog razvoja i turizma Crne Gore, Regionalni centar za održivu potrošnju i proizvodnju (SCP/RAC) i NVO Zero Waste Montenegro su saradivali u pronalaženju najboljih načina za smanjenje upotrebe jednokratne plastike i srodnog otpada u našim prostorijama.

Ministarstvo za primjer! Nove ‘zelene’ prakse u našoj instituciji!

Ministarstvo održivog razvoja i turizma, uz pomoć NVO Zero Waste Montenegro, će od 9. marta 2020. godine sprovesti nove mjere u oblasti prevencije plastike za jednokratnu upotrebu!

Implementacija ovih mjera će uticati na to da zajedno smanjimo upotrebu preko 10.000 komada plastike za jednokratnu upotrebu u toku jedne godine. Osim što ćemo smanjiti naš plastični ‘otisak’ uštedjećemo novac za javne nabavke!

Koje su nove mjere prevencije koje ćemo uvesti?

- Vodu u plastičnim bocama ćemo zamijeniti modernim bokalima s ugraviranim logom Ministarstva u kojima ćemo služiti kvalitetnu vodu Podgoričkog vodovoda.
- Plastične slamčice ćemo izbaciti iz upotrebe.
- Plastične kašičice koje ste do sada dobijali uz kafu i čaj biće zamijenjene metalnim kašičicama.

I to nije sve!

- Postaraćemo se da iskorišćeni papir i PET boce pravilno odložimo kako bismo povećali procenat reciklaže iskorišćenog papira i PET boca. U tu svrhu, imaćemo nove kutije naznačene za sakupljanje iskorišćenog papira i PET boca.

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** Logo za reciklažu na plastičnoj boci će imati jasno naznačen broj 1 ili slova PET.

Uskoro će uslijediti prezentacija za zvaničan početak implementacije projekta na koju ćete svi biti pozvani. Prezentacija u okviru zvaničnog početka implementacije projekta će biti održana

9. marta 2020. godine. Tačno vrijeme prezentacije i druge detalje ćemo saopštiti u sljedećoj najavi.

Takođe, konsultantkinje iz Zero Waste Montenegro će održati trening za zaposlene ugostitelje u kafeterijama i higijeničarke u Ministarstvu kako bi svi bili jednako uključeni u proces prevencije prekomjerne upotrebe plastike za jednokratnu upotrebu.

I tvoj lični doprinos je važan! Zajedno spriječimo prekomjernu potrošnju plastične ambalaže koja zagađuje prirodu, a posebno naše rijeke, jezera i mora!



Primjer: Na obali ostrva Teršeling, sjeverno od Holandije, pronađen je nasukan kit 29. jula 2013. godine. Sve je urađeno da se ova velika životinja spase, međutim, kit je uginuo. Bilo je to mladunče glavate uljarke, dugačko oko 13,5 metara. Na autopsiji, koja je obavljena u luci Harlington, utvrđeno je da je količina plastičnog otpada pronađena u stomaku mnogo veća od uobičajene, što su potvrdili i istraživači Centra za zaštitu biodiverziteta.

<https://www.iserbia.rs/novosti/ta-to-ubija-kitove-2055>

Budimo institucija za primjer! 😊