

MUPASS – Dialogue Forum on Sustainable Public Procurement for Strategic Policy Goals

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Documentation

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List of Participants (A – I)



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Name	Organization
• Alhassan, Muntala	East Akim Municipal District, Ghana
• Ardicoglu, Lara	Eine Welt Netz NRW e.V.
• Arthur, Isaac	Shama District Assembly, Ghana
• Arthur, Nana Ato	Local Government Service, Ghana
• Bartscher, Christoph	Head of Unit at the City of Bonn, Germany
• Bastian, Julia	GIZ – Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
• Böttche, Denise	City of Erfurt, Germany
• Buis, Hans	VNG International
• Coelho Cavalcanti, Denize	Secretariat of Environment, State of São Paulo, Brazil
• Daya, Girish	GIZ – Governance Support Programme, South Africa
• De Carvalho Zakrzewski, Thiago	Coordinator for municipal development cooperation, Rhine-District of Neuss, Germany
• De Nijs, Thimo	Corporate Sustainability Advisor, Municipality of The Hague, The Netherlands
• Demtschück, Elke	Change Map Organizational / Development policy consulting
• Detjen, Birte	Immobilien Bremen, State of Bremen, Germany
• Dueñas Bernal, Wilson	Municipal de Campohermoso, Colombia
• Ebken, Cormac	German Federal Ministry for Economic Cooperations and Development
• Espinoza Delgado, José	University of Göttingen, Germany
• Forcada, Paola	Comuna de Arequito, Argentina
• Gbaya, Francis	National Public Procurement Authority, Sierra Leone
• Hein, Eva	Bezirksamt Neukölln, Berlin, Germany
• Hellenbrand, Ulrich	City of Mainz, Germany
• Hernández Casanova, Pablo	ASEGIRE, Costa Rica
• Hlongwane, Jeffrey	National Treasury, South Africa
• Issah, Gadafi	Institute of Local Government Studies, Ghana

List of Participants (J – R)



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Name	Organization
• Jansen, Helena	Bezirksamt Friedrichshain-Kreuzberg, Berlin
• Jemio, Luis Osvaldo	Agencia Municipal de Cooperación, Bolivia
• Larnyoh, Kwasi	Institute of Local Government Studies, Ghana
• Lorgat, Mohammed	South African Local Government Association
• Maguire, Gray	Western Cape Government, South Africa
• Marwede, Michael	Service Agency Communities in One World of Engagement Global
• Masinde, Sheila	Transparency International, Kenya
• Mgwenya, Eddie	City of Mbombela, South Africa
• Moathlodi Mosala, Lucky	Amathole District Municipality, South Africa
• Mora Torres, Martha	Municipal de Campohermoso, Colombia
• Müngersdorff, Maximilian	German Development Institute / Deutsches Institut für Entwicklungspolitik (DIE)
• Naigaga, Juliet	Jinja Municipal Council, Uganda
• Ngxesha, Ntomboxolo	Nelson Mandela Bay Municipality, South Africa
• Noé Pino, Hugo	UNITEC, La Universidad Global de Honduras
• Nondumo, Siyasanga	Amathole District Municipality, South Africa
• Oliphant, Nombulelo	Provincial Government of South Africa
• Pedro, Sandra	Municipality of Torres Vedras, Portugal
• Pietersen, Leanda	National Treasury, South Africa
• Pönel, Thomas	City of Oldenburg, Germany
• Porras Arguedas, Karen	Unión Nacional de Gobiernos Locales, Costa Rica
• Quirós Álvarez, Fabián	Ministry of Finance Costa Rica
• Reichman, Gil	Jerusalem Municipality, Israel
• Rumpl, Marion	Competence Center for Sustainable Procurement, Germany

List of Participants (S – Z)



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Name	Organization
• Schade, Jeanette	Engagement Global gGmbH
• Schuldes, Felicitas	Service Agency Communities in One World of Engagement Global
• Schwarte, Verena	City of Bonn, Germany
• Shai, Lerato	PDG Group, South Africa
• Sheriff, Alie Badara	National Public Procurement Authority, Sierra Leone
• Siboldi, Marisa	SPP, Buenos Aires, Argentina
• Singer, Franziska	Sustainability Training
• Sokoll, Jürgen	Eine Welt Netz NRW e.V.
• Stamm, Andreas	German Development Institute / Deutsches Institut für Entwicklungspolitik (DIE)
• Stoffel, Tim	German Development Institute / Deutsches Institut für Entwicklungspolitik (DIE)
• Strohmaier, Rita	University of Graz, Austria
• Swarray, Ibrahim	National Public Procurement Authority, Sierra Leone
• Swensson, Luana Joppert	Food and Agricultural Organization of the United Nations (FAO)
• Temmah, Gambrah, Gloria	Oforikrom Municipal Assembly, Ghana
• Tepper, Philipp	ICLEI, Local Governments for Sustainability
• Tommasi, Romina	
• Tsogbe Glover, Justin	Ningo Prampram Municipality, Ghana
• Valencia, Vivian	Wageningen University, The Netherlands
• Vilchez Vilchez, Enrique	Municipalidad de Puerto Libre, Peru
• Voge, Ann-Kathrin	Service of Agency Communities in One World of Engagement Global
• Vos, Frederik	Public Procurement Research Centre, Netherlands
• Waigo Otika, Michael	Adjumani District Local Government, Uganda
• Woldeamanuel, Girma Mamo	Bureau Veritas Services PLC, Ethiopia
• Yu, Haiping	
• Zemichael, Yodahe	Office of the Prime Minister, Ethiopia



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Introduction and Main Concepts



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Introduction



The German Development Institute organized the **MUPASS** International Dialogue Forum for **Sustainable Public Procurement** for the second year in a row.

Central insights:

- Challenges are similar despite regional differences.
- Mutual exchange is extremely beneficial.

This year, municipal practitioners from Sub-Saharan Africa, Latin America and Europe met in Bonn.

Main goals:

1. Discussion about up-to-date topics of sustainable and strategic PP.
 - How may a strategic use of PP serve further policy goals?
 - How can e-procurement solutions facilitate SPP?
2. Intensive exchange on initiatives, existing drivers and barriers.
 - To create a basis for future networking.
 - To understand how a more structured and transparent exchange with the market may enhance SPP.



Participating Nations¹

To have a concrete place for this networking, the **MUPASS** project team is currently working to establish a virtual dialogue platform.

¹The largest words in the cluster are the countries from which the majority of the participants came.



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Introduction – Expectations of the Dialogue Forum



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Pool practices
from other
countries

Build and
strengthen the
network

Contribute to
research

Get to know SPP
actors from
municipalities from
different regions

Raise awareness about
the urgent need for
sustainable practices

Learn about
different regulatory
frameworks and
strategic policies

Review strategic
management
practices for SPP and
its implementation at a
national and local
level.

Understand SPP
approaches (e-
procurement, GPP,
SRPP...)

Achieve possible
future cooperation
opportunities

Identify enablers
and barriers to SPP
implementation and
analyze
opportunities to
overcome these

To be inspired from
other municipalities
and gain motivation
for new projects

Share experiences and
ideas that contribute to
the social and ecological
transformation.

Introduction - What is SPP?



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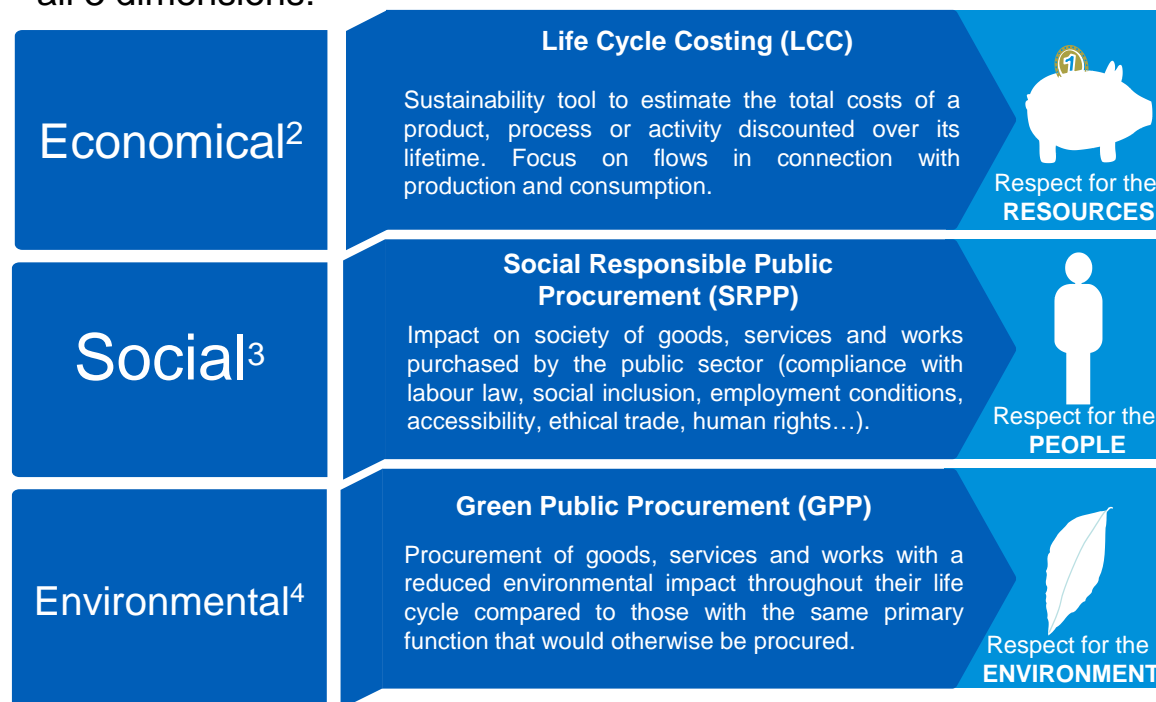
„**Sustainable Procurement** is a process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a **whole life basis** in terms of generating benefits not only to the organisation, but also to **society and the economy, whilst minimising damage to the environment.**”

(UK Sustainable Procurement Task Force 2006)

SPP should serve all 3 dimensions:

Subdimensions:

3 Dimensions:



Current status of SPP implementation:

- PP can serve strategic policy goals.
- Strategic PP: effective coordination between departments and efficient processes
- Goal 12.7 SDG 17 UN 2030

^{2,3} Should be controlled and managed by the PPA (Public Procurement Authority) in each country.

⁴ Should be controlled and managed by the EPA (Environmental Protection Agency) in each country.



E- Procurement as an additional digital tool for SPP

- Digitalization of tender process (e.g. tendering platforms)
- Digitalization of the supply chain (e.g. e-fulfillment, e-catalogues)

Challenges:

- Enabling public officials as well as potential bidders to use new systems
- Inclusion of sustainability considerations
- Blockchain technology
- Change Management

Limitations:

- Resistance to change
- Digitization does not bring automatic benefits, but only a replica of what already exists.
- Access to web-platforms (e.g. because of a subscription fee or no access to internet at all...)

Examples of E-Procurement Softwares:

- [KOMPASS Nachhaltigkeit](#) (Germany)
- [SICOP](#) (Costa Rica)
- [CSD Central Supplier Database](#) (South Africa)
- [BAC Buenos Aires Compras](#) (Buenos Aires, Argentina)
- [ComprAr](#) (Argentina)



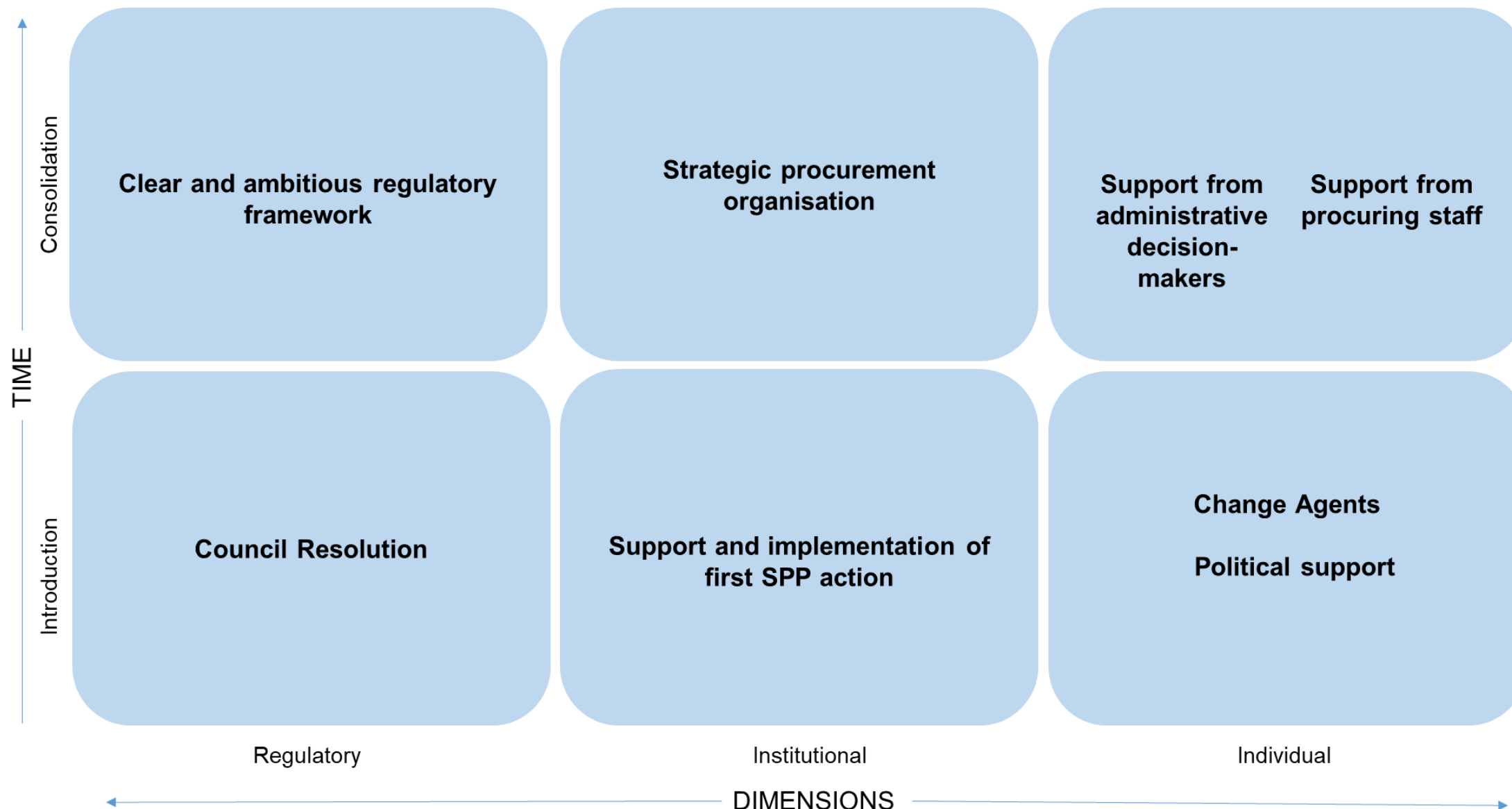
Potentials:

- Operational efficiency
- Standardization of electronic forms and procedures
- Reduction of paperwork and red tape
- Collection of new data
- Identification of qualified vendors
- Consolidation actions
- Saving transaction costs
- Ease the participation of SMEs in new business opportunities
- Corruption prevention
- Simplified and shortened processes
- Increase of transparency
- Tool to drive innovation

Introduction – How to implement SPP?



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SPP in Latin American Municipalities





Implementation Cases



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Brazil:

Inclusive Procurement as a Tool

- **São Paulo:** purchases up to a certain amount have to be from SMEs, local and smallholder farmers.
- At least 30% of the federal budget must be used for direct purchase from family farming producers to integrate them in the economy. Support sustainable food production by linking public nutrition programs and investments in family farming sector, fostering the purchase of diversified and locally produced food.

Brazil's Public Food Procurement Initiatives:

- **PAA** (Food Acquisition Program)
- **PNAE** (National School Lunch Program)
- About 30% of schools and other public entities (hospitals, military...) are supplied with food from these programs.
- Multiple benefits across the 3 pillars of sustainability
- Alignment between regulatory frameworks and policy



Socio-Environmental Responsibility

- SPPEL⁵ State Program's tools:
 - **Ecolabelling:** to verify the compliance of sustainability criteria. Focus on paper, furniture and cleaning products. The new challenge is to focus on textile sector (currently: uniforms for schools, police, prisons and some public offices).
 - **E-catalogue:** at state, federal and municipal levels for products and services (currently around 2000 items with Socio-Ecolabel).
 - **E-procurement program:** It is guaranteed that the participating companies are aware of the technical specifications (e.g. min. 3 suppliers).
- In **São Paulo** 35% of suppliers are SMEs

Challenges:

- Alignment between governors
- System homologation at national level
- Circular economy, (ISO/TC 323 / BSI 8001)
- Support minorities
- Increase products in catalogue with ecolabelling (e.g. Vehicle Labelling Program – Technologies with reduction of GHG emissions)



São Paulo - Secretariat for infrastructure and environment

⁵ Sustainable Public Procurement and Ecolabelling



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Implementation Cases

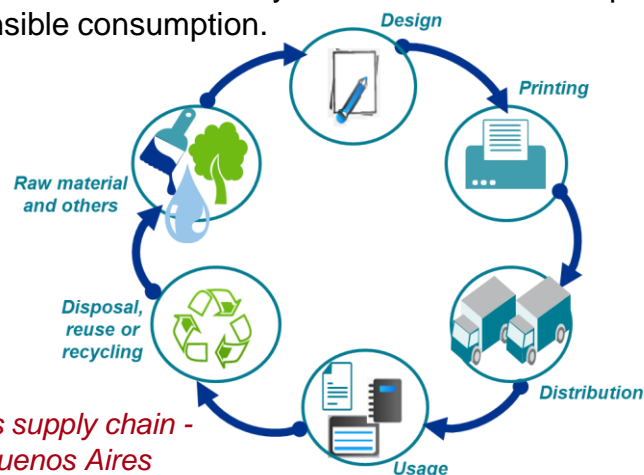
Argentina:

E-Procurement

- National (ComprAR) and local purchasing system (**Buenos Aires**: BAC).
- Free and obligatory use for governmental institutions.
- Technical advice is given to local governments.

SPP of Graphic Arts Services and Materials:

- In **Buenos Aires**, sustainability criteria are incorporated to minimize the negative impacts from the printing industry (labels, signs, posters, packaging, pamphlets, books, banners, clothing, etc...).
- From the obtaining of raw materials to the end of their useful life. The complexity of the sector (diverse techniques, processes and use of raw materials) makes it necessary to have sustainable purchasing processes and responsible consumption.



Graphic arts supply chain -
City of Buenos Aires

Honduras:

Social Inclusion

Development of social inclusion policies for PP.

Objectives:

- Increase transparency in the PP process.
- Fight Corruption
- Support SMEs to participate in public tenders
- Integrate disadvantaged groups in the economy

Colombia:

Electric Vehicles

- Purchase of electric vehicles for public transport in the municipality of **Campohermoso**.
- Main considerations: price and sustainability criteria

Fair Trade Coffee

Collaboration with Germany and other countries



Implementation Cases



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Costa Rica:

E-Procurement

Introduction of ICT into public administration in 2000. Central government institutions are obliged to use SICOP⁶.



Challenges:

- Ensure that all purchases are made with the same system.
- Lower the process and lower entry barriers.
- Reduce systems cost (municipalities are charged to implement the system)

Clear SPP policies

Examples:

- Implementation of GPP (energy efficiency, recyclable plastics or plastic ban, etc.)
- Law on integral waste management
- Improvements in labour standards

Challenges:

- Improve institutional culture (paper is still used because of a lack of confidence in security issues).
- Better coordinated and less fragmented procurement system



Some of the representatives from Latin America, MUPASS 2019

⁶ Unified Digital Public Procurement System (Sistema Digital Unificado de Compras Públicas)



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SPP in German Municipalities



Implementation Cases

City of Mainz:

E-Catalogue

- Description and product ranking based on their sustainability aspects. Use of labels to buy usefully and efficiently.
- Digital processes: costs reduction and transparency. This enables the city to take better account of environmentally friendly and social standards in its procurement.
- Flexible access to catalogue management and continuous data maintenance enable to react quickly to new requirements.



City of Bonn:

Market Exchange and Sustainable Textiles

- Communication with bidders and workers.
- Public purchase of ethically produced clothes for workers.



*Gabriele Klingmüller, Deputy Mayor of the City
of Bonn, Germany © DIE*



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Implementation Cases

City of Erfurt:

Fairtrade City

- E-procurement as fundamental structure.
- Use of e-catalogues since 2011 with all necessary information for sustainable purchases. Strong focus on environmentally aware suppliers with experience delivering sustainable products.
- All products have to be seasonal and have a **Fair Trade** certificate or a sustainability label (Blauer Engel, EN/DIN guidelines, ILO, members of Multi-Stakeholder organizations, SA 8000, Fair Ware Foundation). Products are highlighted as ecofriendly or socially acceptable (based on the tendering aspects)

Achievements by applying ecological and sustainable purchase system:

- Significant reduction of CO₂ emission
- Reduced pollution
- Improved working conditions



1. Improvement of the purchase by the city administration

Optimize structure of the purchase system

Internal

Organization

- ✓ Creation of product categories
- ✓ Determination of ecological and social standards
- ✓ Optimization of tendering
- ✓ Ecolabelling
- ✓ E-Procurement
- ✓ Access to background information
- ✓ Ecological and social education

Improvement for user

2. Improvement of the tendering

External

Ex: **workwear**

- ✓ Textil certificates
- ✓ Ecological profil of the applying company
- ✓ Sustainable materials
- ✓ Short trade route
- ✓ Fair work conditions

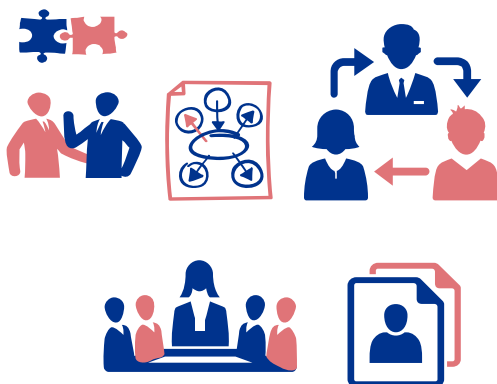
Administration of the City of Erfurt

Implementation Cases

City of Bremen:

Pre-Tender Workshops

- Invite potential bidders to participate in pre-tender workshops to know the specifications better (e.g. for textiles, toys for schools).
- Certain products have to be procured in a socially responsible way, such as workwear, textiles, tea, coffee or flowers.

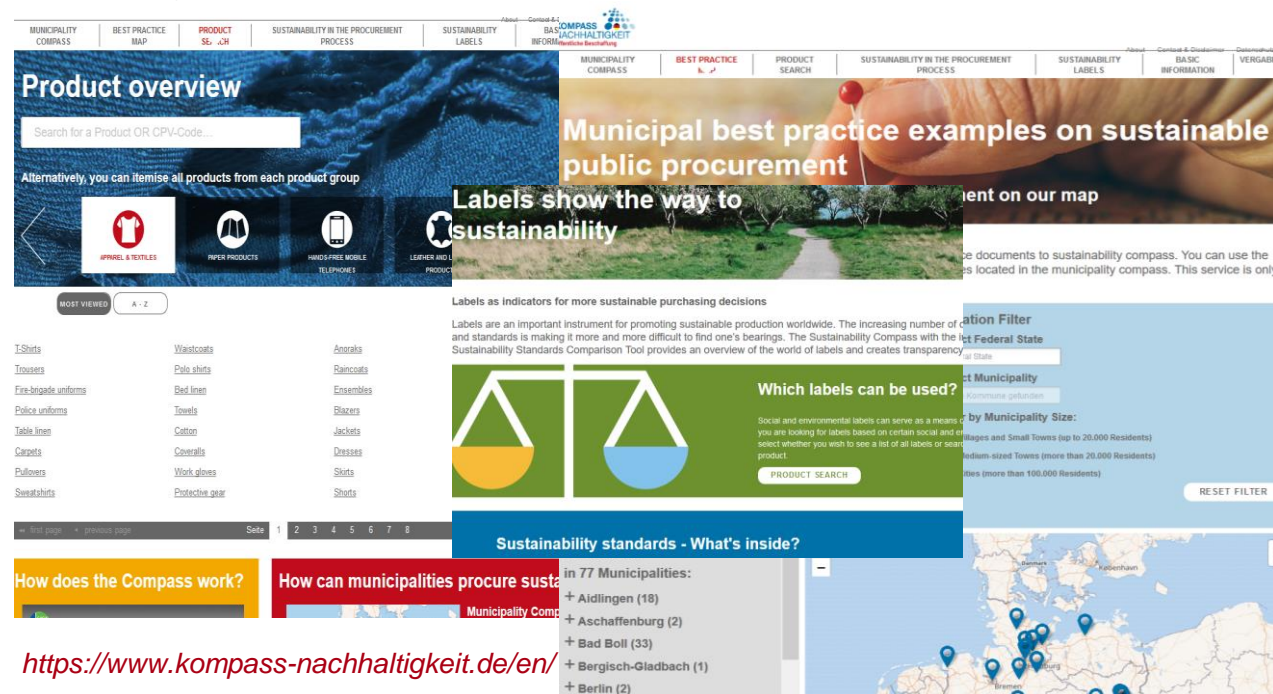


Districts of Neukölln and Kreuzberg, Berlin:

E-procurement:

KOMPASS Nachhaltigkeit (Sustainability Compass) is a procurement tool with many functions: (product search, sustainability standards comparison, overview of labels, info on legal framework, social and environmental challenges in supply chain, etc.)

Challenge: to be widely used in Germany



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SPP in African Municipalities



Implementation Cases

Kenya:

Inclusive and Transparent Procurement Process

- Pre-tender market research.
- Information on federal budget is publicly available
- Clear policies on inclusion and sustainability (30% of contracts have to be given to disadvantaged groups)



Christoph Bartscher,
City of Bonn, Germany

Sheila Masinde, Transparency
International, Kenya

South Africa:

Socio-Environmental Awareness

- No law on SPP yet. Sustainable criteria is not mandatory in PP, nevertheless ecological aspects are very important in the decision making.
- BBBEE⁷ Policy designed to promote economic transformation by empowering disadvantaged South African society as much as possible

State Procurement as an Ecological Solution

Green Outcomes Funds in **Cape Town**: Investments to restore landscapes after natural disaster (sustainable construction materials, energy products, access to biomass)

Modernization

- Collaboration with GIZ to implement SPP step by step.
- Researching other countries' methods for good models and insights
- Database and PP tool with over 90.000 suppliers (governmental and of free access)

Challenge: to change mindset of suppliers for a better SPP implementation



⁷ Broad-Based Black Economic Empowerment

Implementation Cases



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Ghana:

Akoben⁸ Rating as a Control System for Fair and Sustainable Production

- Audit program used to assess the environmental performance of mining and manufacturing companies.
- 5 color rating system:
 - Ensures adherence to the environmental protection policy
 - Motivates companies to have a more ethical behavior and minimize environmental risks.
 - Akoben certificate is given by the Environmental protection agency.

Rating	Performance	Implication
RED	Poor	Serious risk
ORANGE	Unsatisfactory	Not in compliance
BLUE	Good	In compliance
GREEN	Very Good	Applies best practices
GOLD	Excellent	Committed to social performance

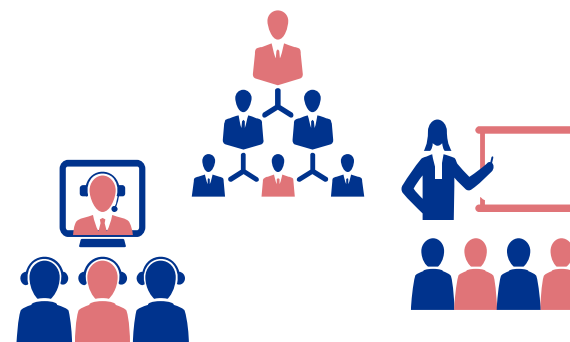


Akoben symbol

Akoben color rating system

Education on SPP – courses for public staff

Ashanti Region: The Institute of Local Government Studies trains actors in SPP and collaborates with them



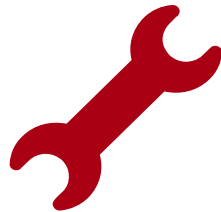
Oforikrom Municipal Assembly - Ashanti Region

⁸ Akoben means "war horn". Symbol of vigilance and wariness.



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Strategic Policy Goals





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GOALS

- ✓ Identify **success factors** of well performing SPP governance on municipal level
- ✓ Assess the **effectiveness of SPP** in value chains
- ✓ Transfer and dialogue **network** for municipalities
- ✓ Understand the **common challenges**
- ✓ Make economic development possible without transgressing the **planetary boundaries**
- ✓ Make this transformation **socially inclusive**
- ✓ **Circular Economy**

Why do we need policies?





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Some examples:

Brazil:

- Waste Management law
- Instruments and framework conditions (e.g. e-procurement and public support structures)
- PAA and PNAE



Costa Rica:

- E- Procurement
- Strong GPP policies
- National Policy on SPP with a National Steering Committee for Sustainable Procurement



South Africa:

- Procurement engagement – Economic Procurement Policy
- Local employment: specific progress in procurement spent on local BBBEE suppliers



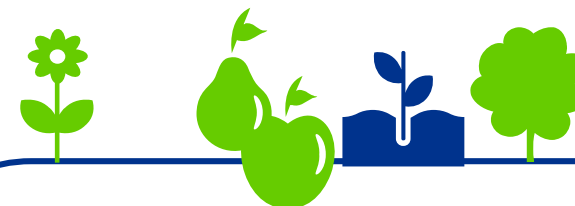
Germany:

- Indicators to monitor implementation and comply with the SDG 2030.
- Cost-Efficiency criteria
- Public-Private Dialogues for Innovation and Learning



Strategic policy goals that foster productive **sustainable agriculture and food systems....**

- ...bring benefits to consumers, the environment and producers.
- ...stimulate productivity and growth in the agricultural value chain while helping producers.
- ...increase access to safe, affordable food, so consumers can make healthy choices.
- ...help reduce waste and loss in the agricultural value chain mitigating climate change.
- ...create opportunities for economic growth and innovation.





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Effects of SPP





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How can PP drive countries to meet their social responsibility?





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Discussion Tables



1. Implementing Socially Responsible PP

- Fight against corruption and discrimination
- Social inclusion programs

2. Support structures for strategic sustainable PP

- **Needs:**
 - Know the legislation (at federal / local levels)
 - Know the risks
 - Meet political interests,
 - More resources,
 - Improve efficiency of processes and internal communication
- **Goals:**
 - Implement more sustainability and social criteria
 - Improve platforms and inform users about sustainability criteria and labels
 - Allocate more budget for sustainability.
- **Solutions:**
 - Exchange of information
 - Incentives for workers to retain qualified people in Procurement.
 - Homologate the understanding of „Value for Money“
 - More pre-tender research
 - Decentralize the process
 - Raise awareness that sustainable products are not necessarily more expensive.
 - Trainings for personal
 - Partner organizations
 - Know best practices

3. Sustainable Local Food Procurement

- Programs on sustainable agriculture
- Improvement of food systems



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Participants during discussion tables © DIE

4. Inter-municipal exchange on SPP and joint procurement activities in purchasing groups.

Advantages:

- Cost benefits (more budget, less costs),
- Joint forces → more market power
- Peer pressure to purchase sustainable
- Joint goals
- Transparency

5. Standards in SPP and the use of national vs. International standards

- **South Africa:**
Standards are on national level
Intention to adopt international standards over time
Use of labels is not enough as verification
- **Brazil:**
SPP program using international and national standards (set by federal government)
Standards are set by demand, if needed in a certain sector
- **Ethiopia:**
Authority uses international standards
- **Argentina:**
National and regional agencies use international and national standards, but just those that are mandatory by law
No use of labels/certifications, only specifications
- **Costa Rica:**
System of norms and standards.

6. How to link e-procurement process to improve stakeholder involvement that is enhancing transparency and accountability

7 principles/rules for SPP:

- Respect all stakeholder
- Respect the rule of law
- Respect human rights
- Accountability
- Multi actor approach
- Ethical behaviour
- Respect international norms

Values to consider:

- be reliable
- be cooperative
- be transparent
- be inclusive
- be integrative (as an organization)
- be analytic
- be inspiring



Participants during discussion tables © DIE



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Conclusions and Common Challenges



- ✓ E-procurement solutions represent an important instrument but **face-to-face communication** is key.
- ✓ **Joining forces** helps build up trust among the different actors and facilitates **supply chain transparency**.
- ✓ **Monitoring in PP** and verification of compliance with **social and ecological standards** is needed.
- ✓ **Ecological and social aspects** have to be considered in **future procurement processes**.
- ✓ SPP is an **essential tool** to support **development objectives**.

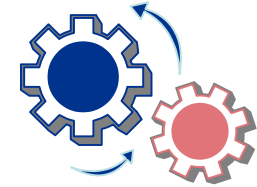


Common Challenges:



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- More accessible **information and data** on public expenditure
- Change mindset of procurement workers
- Raise **awareness**: SPP is not always more expensive
- To make **sustainable criteria** mandatory in tenders
- Include **social issues** (e.g. gender perspectives and considerations for disadvantaged groups) in the process
→ strengthen MSMEs and marginalized groups
- **Tendering process efficiency**: time and complexity reduction
→ Better communication through **market dialogues**
- **Value for money**
- Improve ethical behavior of suppliers / contractors → **fight corruption** by formalizing the procurement process
- Reduce harmful emissions and waste generation
- Meet public sector's demand
- Assure **stability of the SPP-system** despite political changes
- **Accountability** and **transparency** are keys
- Lack of **political commitment**
- ...



Specific Challenges:

Germany

- Most decisions are still taken by **pricing criteria**
- SPP is still very **decentralized**
- Lack of **prioritization** in sustainability issues

Ethiopia

The existing **web platform** is private and suppliers have to pay a fee to subscribe → need for a free public offer and **e-catalogues**

Arequito, Argentina

- No current implementation of SPP at all → It is necessary to learn new methods and practices
- More **support from the federal government** is needed

South Africa

No laws about SPP currently

d.i.e



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Abbreviation Glossary



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BAC	Buenos Aires Compra
BBBEE	Broad-Based Black Economic Empowerment
DIE	Deutsches Institut für Entwicklungspolitik (German Development Institute)
EPA	Environmental Protection Agency
e.V.	eingetragener Verein (registered association)
FAO	Food and Agricultural Organization
GIZ	Deutsche Gesellschaft für internationale Zusammenarbeit (German International Cooperation)
ICT	Information Communication Technology
MSME	Micro, Small and Medium Enterprises
MUPASS	Municipalities Promoting and Shaping Sustainable Value Creation
NRW	Nordrhein Westfalen

PAA	Programa de Aquisição de Alimentos (Food Acquisition Program)
PNAE	Programa Nacional de Alimentação Escolar (National School Lunch Program)
PP	Public Procurement
PPA	Public Procurement Authority
S.A.	South Africa
SDG	Sustainable Development Goals
SICOP	Sistema Digital Unificado de Compras Públicas (Unified Digital Public Procurement System)
SME	Small Medium Enterprises
SPP	Sustainable Public Procurement
SPPEL	Sustainable Public Procurement and EcoLabelling
UN	United Nations