Best practice specifications for tendering the collection of Paper for Recycling
The new EU directives on public procurement and concessions entered into force in April 2014. Public contracts that are covered by the European directives are valued at around €420 billion, making them a key driver of our economy.

The new rules are interesting for businesses, with the award criteria emphasising quality, environmental considerations, social aspects and innovation. The new rules make it easier for small and medium-sized firms to bid and include tougher rules on subcontracting.

The adoption of the new directives on public procurement and concessions constitutes a large shift in procurement, as the new rules might open up new opportunities in the Single market. It is now up to all the users, including businesses, to take advantage of the new rules.

For paper recycling in particular, the change of the legal framework could help form a new tendering culture for waste collection in the member states. More specifically, the possibility to introduce criteria of the most economically-advantageous tender instead of the best price improves the functioning of the internal market. This new process gives the tendering authority the possibility to negotiate and incorporate elements that would otherwise be overlooked.

This Best Practice publication, as well as the free calculation tool for collection target benchmarking are examples of how national or regional competent authorities can all ensure that the new rules are put in practice and start contributing to a more transparent, efficient and professional public procurement. These elements are all vital in relaunching growth in the Single Market.

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A waste management tender for the collection of Paper for Recycling should include the following specifications linked to EU public tendering rules:

1. Collection method and quality
2. Paper for Recycling collection rate
3. Life-cycle considerations
4. Support in raising citizens’ awareness
5. Using only collectors guaranteeing sound environmental management
6. Separation of collection, sorting and marketing of the collected material
7. Health and Safety considerations

The following pages provide an analysis of these specifications.
1. Collection method and quality

The organiser of a tender for the collection of Paper for Recycling should specify which Paper for Recycling collection technique should be used (single stream–multi stream).

The quality of the material must meet the limits and specifications of the EN 643 (European List of Standard Grades of Paper and Board for Recycling). The EN 643 is intended to assist industry professionals, organisations and individuals with an interest in the paper recycling sector in the buying and selling of raw material.

The EN 643 sets a maximum limit for non-paper components of 1.5% for the majority of grades. The collection method should enable the handlers of the collected material to reach the limits and specifications of the EN 643 either directly or through additional sorting and cleaning.

1 The EN 643: European List of Standard Grades of Paper and Board for Recycling can be obtained from national standardisation bodies.

CEPI has prepared a guideline document for the new EN 643. More information at: www.cepi.org/en643

2. Paper for Recycling collection rate

The organiser of the tender should set a minimum Paper for Recycling collection target (in tonnes), based on a calculated percentage of the amount of paper and board expected to be consumed in the territory. The targeted collection rate should be at least as high as the national/regional target for paper for recycling (if no target, at least as high as the national/regional average).
The organiser of the tender should justify deviations and identify long-term collection rate improvement possibilities. At the minimum, the target should be set so that the increase in paper recycling raises the overall municipal waste re-use and recycling rate to the 50% target currently set in the Waste Directive. This often requires collecting paper at a rate significantly higher than 50%.

A decisive factor for the assessment should be the amount of paper and board expected to be consumed in the territory rather than past collected volumes. The assessment should also take into account waste stream characteristics (paper’s share in the waste collection for re-use and recycling and paper consumption patterns in the region) and per capita collection of Paper for Recycling in comparable areas.

For commercial collections, for instance supermarkets, converting plants and print shops, a 100% collection rate should be set. Household collection rates, however, vary widely between countries and regions. Here a high collection rate should be aimed at.

The specific paper collection potential can be assessed using the free CEPI online tool available at:

www.cepi.org/benchmark_collection
3. Life-cycle considerations

The organiser of the tender should collect information from the tenderers on the expected life-cycle impact of the whole recycling process, e.g.:

- Distance to recycling mill
- CO\(_2\) emissions during transport from source to sorting and from sorting to paper mill
- CO\(_2\) emissions in sorting
- CO\(_2\) emissions in papermaking
- Recovery of non-paper components and paper not recycled.
- Value added and jobs creation in Europe.

4. Support in raising citizens’ awareness

This is linked to the Paper for Recycling collection rate developed on page 5. While the responsibility of increasing the collection rate of paper for recycling lies with the tender organiser, the tenderer should contribute to raising citizens’ awareness on achieving the collection rate and potential collection possibilities.

5. Using only collectors guaranteeing sound environmental management

The tender specifications should ask the collector to guarantee that the collected paper will be recycled in mills covered both by the European Emission Trading system as well as environmental permits for EU mills (BREF) or in non-EU mills that meet equivalent standards\(^2\).

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\(^2\) To assist in this, European Commission considers the setting up of a global certification scheme from collection to end-processing.
6. Separation of collection, sorting and marketing of the collected material

Tender calls for the collection of Paper for Recycling and the marketing of the collected Paper for Recycling should be separate. This will give the opportunity to a wider range of interested parties to apply for the tender, thereby increasing competition. It would also give a complete picture of the real collection costs and the value of the material on the market, thereby benefiting the citizens.

7. Health and Safety considerations

The organiser of the tender should ask the tenderer to provide information on accidents per working hours, accident prevention plans, the safety of equipment and the use of personal safety equipment, education and training.

For considerations on health and safety, the tenderer could refer to OSHAS 18001, an international occupational health and safety management system specification. For more information please contact CEPI Raw Materials Director Ulrich Leberle at u.leberle@cepi.org.