



## Progetto Europeo COACH

### ***Il quadro legislativo ('CAM') e l'attuazione attuale della ristorazione collettiva in Italia***

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# Steps from a voluntary to a mandatory GPP framework in Italy

- ▶ 2003 – Mandatory public procurement of 30% of products with a minimum recycled content (products made of: waste oil, plastic, glass, wood, textile, compost, bitumen)
- ▶ 2008 - Adoption of the GPP National Action Plan (NAP) and start the definition of the **Minima Environmental Criteria (MEC)**, adopted by Decree of the Minister of Ecological Transition on specific categories of **supplies, services** and **works**
- ▶ 2013 - Adoption of the revision of the GPP NAP (II GPP NAP)
- ▶ 2022 – the adoption of a new GPP NAP is on going

# Steps from a voluntary to a mandatory GPP framework in Italy

- 2016 - Legislative Decree 2016, n. 50 “**Public Contracts Code**”, article n. 34 (Energy and Environmental Sustainability Criteria):

‘**Contracting authorities have to** contribute to the environmental targets set within the GPP NAP integrating into the tender documents at least the **technical specifications and the contract clauses** defined in **the Minima Environmental Criteria (MEC)** and **taking into account the award criteria** defined in **MEC** where the tender is awarded with the best quality-price ratio or with the fixed price or cost.

These obligations apply to contracts of **any amount**, for all the categories of **supplies, services** and **works** covered by the **MEC** adopted under the **GPP NAP**’

## ► Why "**Minima**" ?

These criteria are defined as "**minima**" because they are basic requirements, going beyond the legal requirements, to qualify contracts as "environmentally preferable" (green) in relation to the market offer.

They are also called "**minima**" because they do not prejudice the possibility to introduce more "challenging" environmental requirements into the tender documents.

## ► The structure of the MEC

**Foreword:** suggestions to the contracting authorities about how to foster the decoupling between economic development and environmental impacts in relation of the specific needs analysis; how to put in place more effective circular procurement practices; the description of other activities useful to increase the environmental benefits linked to the object of the contract and to minimize the risks of failure of the procedure (incoherence of the auction base values or of other prescriptions insert into the tender documents) and the approach followed for the definition of the MEC to increase the environmental (and social) benefits in relation of the market offer;

# The Minima Environmental Criteria



## ► The structure of the MEC

**Subject matter:** select the better environmental way to satisfy a specific need or highlighting the conformity to the MEC (environmental sustainability and, where present, social sustainability, so as to indicate the presence of environmental and possibly social requirements in the tendering process)

**Selection of the candidates:** qualification requirements to prove professional and technical capacity

**Technical specifications:** i.e. mandatory requirements of the works, services and supplies

**Contract clauses:** provide indications to execute the contract in the best environmental way

**Award criteria:** i.e. requirements to which a technical score is to be attributed for the purposes of award the contract according to the best value for money approach

Each environmental criterion also contains the "**Verification**" section, with the means of proof for demonstrating compliance.

# The Minima Environmental Criteria



## ► **Technical references**

- ✓ core and comprehensive criteria of the European Commission GPP toolkit;
- ✓ criteria established by environmental labelling schemes (first of all, the EU Ecolabel);
- ✓ criteria defined with a life cycle assessment approach, downstream of an analysis of the needs, the production processes and the characteristics of reference products and materials, taking into account the related environmental innovations, also with the contribution of trade associations of economic operators and sectorial experts (researchers and technologists);
- ✓ single-criteria labels by which verifying specific environmental requirements

# The Minima Environmental Criteria



## ► Procedure

1. MEC are defined within an ad hoc working group composed by:
  - representatives of the trade associations of economic operators in the sector concerned and their supply chains;
  - experts and representatives of institutions, research bodies, the National System of Environmental Agencies, CONSIP and other public procurement experts (buyer officer of central purchasing bodies, municipalities, etc.);
2. MEC proposal is shared within the Management Committee of the GPP NAP
3. the document is sent to Ministry of Economic Development e to Ministry of Economy and Finance for comments
4. the document is sent to the Minister of Ecological transition attached to the Adoption Decree



## Public procurement on catering services and food supplies in Italy

- ▶ Public procurement spent for catering services: around 4 billion €. per year
- ▶ DM 11<sup>th</sup> July 2011 adoption of the Minimum Environmental Criteria on catering services and food supplies within the GPP National Action Plan
- ▶ Legislative Decree 2016, n. 50 “Public Contracts Code”, article n. 34 (Energy and Environmental Sustainability Criteria):

Contracting authorities must insert into the tender documents the technical specifications and the contract clauses set in the MEC and take into account the award criteria of the MEC where the tender is awarded with the best quality-price ratio or with the fix price or cost.

- DM 10<sup>th</sup> March 2020 adoption of the Minimum Environmental Criteria on catering services and food supplies within the GPP National Action Plan, replacing the previous ones.





# Minima Environmental Criteria on food supplies and catering services

SERIE GENERALE

Spediz. abb. post. - art. 1, comma 1  
Legge 27-02-2004, n. 46 - Filiale di Roma

Anno 161° - Numero 90



## GAZZETTA UFFICIALE

DELLA REPUBBLICA ITALIANA

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La Gazzetta Ufficiale, Parte Seconda, "Foglio delle inserzioni", è pubblicata il martedì, il giovedì e il sabato

## SOMMARIO

### LEGGI ED ALTRI ATTI NORMATIVI

#### LEGGE 2 aprile 2020, n. 21.

Conversione in legge, con modificazioni, del decreto-legge 5 febbraio 2020, n. 3, recante misure urgenti per la riduzione della pressione fiscale sul lavoro dipendente. (20G00038)..... Pag. 1

#### DECRETO 10 marzo 2020.

Criteri ambientali minimi per il servizio di ristorazione collettiva e fornitura di derrate alimentari. (20A01905) ..... Pag. 17

Ministero dell'istruzione,  
dell'università e della ricerca

COM (2020) 381 A Farm to fork strategy for a fair, healthy and environmentally friendly food system: implementation of levers to ensure the sustainability of agri-food and fish production (green public procurement)

organic production

less use of chemical pesticides

less use of antimicrobials in livestock farming  
also by strengthening animal welfare measures

Reducing waste in the supply chain

diets with healthier and nutritionally better food  
with fresh and less processed foods

reverse biodiversity loss etc.

The pandemic has made it clear how important it is to ensure a robust and resilient food system (and shorten supply chains)

## MEC on food and catering: main objectives

- ✓ Promotion of **better production models from an environmental point of view** to reduce eutrophication and pollution of water, to protect biodiversity, to not compromise soil fertility and to obtain healthier raw materials for recipients because they lack or have less residues of synthetic pesticides or, in the case of livestock farming, not treated with antibiotics and other substances used to accelerate their growth (e.g. hormones not prohibited in non-EU countries)
- ✓ Promotion, **where technically possible (offices, universities and barracks)**, of a diet with less consumption of animal protein
- ✓ **Reduction of waste production and minimization of food waste** (with stronger criteria than the previous MEC of food and catering service DM 11 July 2011)
- ✓ **Reduction of energy consumption and related emissions of climate-changing gases** (less "industrialized" service; **Km 0 and short supply chain**; energy efficiency of equipment if to be replaced in internal canteens)

## MEC on food and catering: main objectives

- ✓ Support the local economy in favour of farms that produce according to the organic method (km 0 and short supply chain award criterion);
- ✓ Ensure effective and efficient compliance checks to foster fair competition between companies;
- ✓ Approach the ethical and social criticalities typical of the sector and the reference supply chains;
- ✓ Stimulating the creation of new sustainable production chains (organic fish farming; fish sector);
- ✓ Safeguarding the biodiversity of fish species (also, fish products can't derive from distant FAO areas or where such products are a valuable source of noble protein and of income for local populations)
- ✓ Focus on the good taste of the meal to prevent food surpluses

## MEC and common GPP criteria: main differences

- MECs are different if they concerne school/ Kindergartens canteens or hospital or other social-sanitary structures canteens or office/university or barracks canteens, infact:
  - **The share of organic food** has been differentiated according to the recipients, favoring the users who benefit most (age group 0-19). This was necessary taking into account the national production data of organic food
  - Some criteria are a bit different to taking into account the specificities of the service, where rendered in kindergartens and schools, or in offices, universities and barracks, or in hospitals, social-health structures
- Requirements have been described in a specific way, to make **compliance checks effective and efficient also where meals are prepared in external cooking centers**
- A **km 0 and the short supply chain criterion** has been set to legitimately promote the access of small local organic producers in public procurement and to promote the conversion to the organic farming method throughout the national territory

# MEC on catering service: the structure

## a) Technical specifications

1. Menù (catering service for offices, universities and barracks)

## b) Contract clauses

1. Food requirements
2. Communication
3. Prevention and management of food surpluses
4. Waste prevention and materials and objects in contact with food contact (dishes, glasses, food containers)
5. Prevention of other waste and waste management
6. Tablecloths and napkins
7. Cleaning
8. Formation
9. Internal canteens: Equipment

## c) Award criteria

1. Variety and modularity of menus (catering service for offices, universities and barracks)
2. Organic products from km 0 and short supply chain
3. Additional environmental and social characteristics
4. Fish products: organic aquaculture, species "Sustainable rate of return", fresh local fish products
5. Verification of working conditions along the supply chain
6. Communication initiatives (school)
7. EMAS or ISO 14001

## Technical specification: Menù

- Mediterranean diet (UNI PdR 25-2016);
- at least one vegetarian dish, i.e. also containing vegetable proteins, per day;
- an exclusively "vegetarian" meal for a minimum of once every two weeks, with recipes of dishes based on vegetable proteins, and/or cold mixed dishes, and sometimes using combinations of raw vegetables (flowering vegetables, zucchini, peppers, etc.)
- selected in such a way as to allow the recovery of unserved leftovers

*Verification: schedule of seasonal menu divided according to the working week; recipes description.*

## Award criterion: Variety and modularity of the menu

Technical points based on variety, appetibility and modularity of the recipes offered on the menu to prevent food waste.



## Contract clauses: 1. Food requirements



**Fruits, vegetables, legumes, cereals:** schools, Kindergartens, nurseries: **organic at least for 50 % by weight**; 0-19 years old persons in hospital **100% organic** and 0-19 years old persons social-sanitary structures: **50% organic**; offices, universities and barracks: **organic at least for 20% by weight**.

At least an additional **10% of fruit and vegetables** must be organic or, if not found, certified under the National Quality System of Integrated Production (Integrated Pest **Management** (IPM) based on annual Regional guidelines) or eq.

These % must be respected in every quarter.

Exotic fruits must be organic or come from Fairtrade Labelling Organizations (World Fair Trade Organization or eq.).

Fruit and vegetables must not be pre-cooked and pre-washed and must be seasonal according to the calendar set out in Annex A of the MEC.

Frozen vegetable used could be only peas, green beans, spinach and chard. Non-seasonal fruit are allowed only in May.

*Cereals mean: pasta, rice, sly, barley, polenta etc. (cereals used in the first course)*

# Food requirements: meat (3)



**Bovine meat**, school: **organic at least 50% by weight**; offices, barracks, universities: **organic at least 20% by weight** (offices, barracks, universities). **An additional 10%**, if not organic, certified under the National Livestock Quality System or eq.), or labelled in accordance with the Minister of Agriculture "animal welfare in breeding", "nutrition free of antibiotic additives", or protected designation of origin or "mountain product" labelled.



**Poultry meat**: school: **organic at least 20% by weight** remaining quota: "antibiotic-free farming" and "free range" (low population density and access to outdoor area) or "antibiotic-free farming" and "rural outdoor" (access to unlimited outdoor spaces constantly guaranteed) breeding.



**Pig meat at least 10%** (school)/**5%** (other destinations) organic or certified in the field of "animal welfare in breeding, transport, slaughter" and "breeding without antibiotics". These % must be respected in every quarter.

Not allowed: "recomposed meat" or pre-fry meat or which has undergone similar processes by external companies.

Homogenized meat: **100% organic**

## Food requirements (4)



**Eggs, yogurt:** 100% organic

**Peeled tomatoes:** 33% organic

**Exotic products** (coffee, chocolate, bananas, pineapple, brown sugar): fair trade

**Bread:** prepared with different flours and recipes (wholemeal, 0, 1, rye, salfish, cereals.. etc.)

**Cold cuts and cheeses:** 30% by weight if not organic, PDI, PGI or 'mountain' brand. Cured meats free of polyphosphates and monosodium glutamate

**Oil:** extra virgin olive oil, 40% organic. Allowed sunflower oil for frying or other oils if equally suitable for frying and in possession of a sustainability certification

**Water:** from water mains or microfiltered, where drinking water complies with Legislative Decree n. 31/2001

**Drinks:** delivered on tap or with a bottle return system.



## Food requirements: fish products

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Fish products (fresh, frozen or preserved) from wild capture must be:

- FAO 27 or FAO 37 origin
- respect the minimum size
- not belong to species and stocks classified as 'critically endangered', 'endangered', 'vulnerable' and 'almost threatened'

**Farmed fish:** organic fish or certified under the National Livestock Quality System or fish to be "farmed in the valley" at least once during the school year, native species caught in the European Union

## Food requirements: checks



- Forbidden mix organic and conventional food in the same dish
- The information of the presence of organic food (or of food differently qualified, as well the presence of a specific species of fish) have to be insert the weekly menu and communicated on time at the contracting authorities also in order to allow the execution of the checks *in situ* or of documentary checks.

**Verifications:** by invoices and/or transport documents on a sample basis (referring to a specific macro category of food purchased and delivered during the reference quarter or referred to a specific kind of food that must be organic in some specific days). The invoices and transport documents **must therefore be exclusively referred to the contract entrusted**, reporting weight, type and characteristics (organic, conventional, fair trade, scientific name of the species and place of capture for fish products, etc.) of the food purchased and delivered, and **indicate the contracting authority**.

**In-situ checks:** without notice, at the useful times and on the premises relevant for verifying the conformity of all the contract clauses.



## Contract clause 2: Communication

1. **To the contracting authority:** communicate the presence in the weekly menu of organic food and the scientific name of the fish (*to guarantee the effectiveness of the verification on site during the execution phase*)
2. **To the users:**
  - Office, barracks, universities: exhibite on the whiteboard cancelable the offer of the organic vegetarian menu, the offer of the specific organic foods and otherwise qualified foods (PDO, DOC, PGI, SQNZ, SQNPI, Fair Trade etc.). In schools, Kindergartens: the menu with these information must publish in the school's website.
  - information on the fact that the service is provided in accordance with the MEC and on the results achieved through the implementation of the measure to reduce food waste
  - instructions for the differentiated collection of waste
  - Promote good practices to reduce food waste, for example by inviting you to apply for the remaining family bag



## Contract clause 3: Food surplus prevention (1)

In order **to prevent food surpluses**, the company running the service must:

- **plan and serve flexible menus** to use food close to expiration or food not served (offices, universities, barracks)
- allow half-portions (offices, universities, barracks), availability of family-bags and **ensure the right cooking point and organoleptic quality of food;**
- **communicate to the contracting authority the name of the quality manager to whom to report any critical issues of the service;**
- **Calculate and monitor data on food surpluses** (first dish, second dish, side dish, fruit, single dish and food served and not)
- **Half-yearly survey with questionnaire** for better understand the reasons of food surpluses
- **Put in place corrective solutions to prevent food surplus in accordance with the contracting authority**

## Contract clauses 4 and 5: waste prevention

- **Reusable dishes and cutlery** (*mandatory installation of a dishwasher to allow the use of reusable dishes even at internal cooking centers not equipped with dishwashers – unless documented impossibility for spaces*)

Meals are given and consumed in reusable tableware (glasses of uncolored glass or hard plastic, crockery, even in kindergartens, ceramic or white porcelain cutlery and stainless steel). In nurseries, reusable baby bottles and tableware, including glasses, jugs, etc., can be made of hard plastic. The successful tenderer shall promptly replace hard plastic articles if the surfaces are not intact or, in the case of melamine resins, not shiny or if evidence of non-compliance with the legislation on materials and articles in contact with foodstuffs has been acquired.

- **Reusable food storage containers**
- Where available, use of refillable products or packaging "returnable" or consisting of recyclable, reusable, biodegradable and compostable or low-volume materials;
- Single-dose packages (for sugar, mayonnaise, ketchup, mustard, oil and condiment sauces, etc.) and single portions only if imposed ex lege or motivated by technical needs related to menus or specific needs (for celiacs, etc.).

## The other contract clauses

**Tablecloths:** not disposable; oil and water repellents or MEC-compliant fabric for textile products or OEKOtex standard 100 or Ecolabel (EU), or Global Organic Textile standard.

**Disposable napkins:** Ecolabel (EU) or Programme for Endorsement of Forest Certification schemes (PEFC®) or equivalent;

**Detergent:** Ecolabel detergents (EU) or eq., MEC-compliant detergents;

**Training and professional updates:** cooking techniques to preserve the original parameters of nutritional quality and to allow water and energy savings; procedures for minimizing water and energy consumption in the preparation and storage of meals and for thawing; poring (HACCP hazard analysis and critical control points protocol)

**Energy-related products, refrigerators and freezers:** best class of energy label available on the market, refrigerant gases with a certain global warming potential

## **"Organic products from “Km 0” and short supply chain"**

Less distance + use of "clean" vehicles + environmentally preferable product = address environmental objectives so respect of the general principles of the Treaty (competition)

Km 0/short supply chain = art. 95, c. 13 Legislative Decree n. 50/2016;

km 0 = conventional distance (70 Km small municipalities (less of 5000 inhabitants); 200 km elsewhere)

Technical points to the tenderer who demonstrates that he can provide a wider range of organic products, from Km 0 and short supply chain between certain categories of food.

*Means of proof: preliminary contracts with producers*

## "Communication"

Commitment to implement effective and suitable communication initiative to users to convey information on sustainability measures of the service, to encourage correct habits in food consumption, to encourage the consumption of the meal. The evaluation will also take into account the suitability of the proposed messages.

Verification: description of the communication project and the information that is intended to be conveyed.

# Example of MEC application

**Contracting Authority:** Municipality of Rome

**Object of the contract:** catering service for kindergartens, primary and secondary schools in accordance with the Minimum Environmental Criteria D.M. 10 March 2020.

**Value of the contract:** €. 709.996.268,33

**Publication of Notice:** 01/02/2021

**Contract award criteria:** fixed price (the economic operators compete on quality criteria only)

**Tender document (extract):** "The product characteristics of foodstuffs must comply with MEC (D. M. 10 th March 2020).

"Contract clauses and technical specifications, for the purpose of pursuing eco-efficiency in production and consumption processes and for the achievement of the goal of sustainable development, in accordance with the Minimum Environmental Criteria for catering service and food supplies"



# The website



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## I Criteri ambientali minimi

I Criteri Ambientali Minimi (CAM) sono i requisiti ambientali definiti per le varie fasi del processo di acquisto, volti a individuare la soluzione progettuale, il prodotto o il servizio migliore sotto il profilo ambientale lungo il ciclo di vita, tenuto conto della disponibilità di mercato.

I CAM sono definiti nell'ambito di quanto stabilito dal Piano per la sostenibilità ambientale dei consumi del settore della pubblica amministrazione e sono adottati con Decreto del Ministro dell'Ambiente della Tutela del Territorio e del mare.

La loro applicazione sistematica ed omogenea consente di diffondere le tecnologie ambientali e i prodotti ambientalmente preferibili e produce un effetto leva sul mercato, inducendo gli operatori economici meno virtuosi ad adeguarsi alle nuove richieste della pubblica amministrazione.

In Italia, l'efficacia dei CAM è stata assicurata grazie all'art. 18 della [L. 221/2015](#) e, successivamente, all'art. 34 recante "Criteri di sostenibilità energetica e ambientale" del [D.Lgs. 50/2016](#) "Codice degli appalti" (modificato dal [D.Lgs 56/2017](#)), che ne hanno reso obbligatoria l'applicazione da parte di tutte le stazioni appaltanti.

# The main training programme



UNIONE EUROPEA  
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*Agenzia per la  
Coesione Territoriale*



*Presidenza del Consiglio dei Ministri*  
Dipartimento della  
Funzione Pubblica



MINISTERO DELLA  
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## Acquisti verdi

### Linea d'intervento 1

Integrazione dei requisiti ambientali nei processi di acquisto delle amministrazioni pubbliche



#### Beni e servizi

Le Pubbliche Amministrazioni sono tra i maggiori consumatori in Europa di beni e servizi, con una spesa complessiva di circa duemila miliardi di euro l'anno, pari a circa il 19% del PIL dell'Unione europea.



#### Potere di acquisto

Con il potere di acquisto e la scelta di beni, servizi e opere a ridotto impatto ambientale, le PA possono contribuire agli obiettivi di sostenibilità a livello locale, regionale, nazionale e internazionale.



Thank you for your attention

*Alessandra Mascioli*

<https://www.mite.gov.it/pagina/gpp-acquisti-verdi>

<https://www.mite.gov.it/pagina/i-criteri-ambientali-minimi>

*Per informazioni*

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