



Environment and Spatial Planning  
*Ministry of Housing, Spatial Planning and  
the Environment*

# Criteria for the Sustainable Public Procurement of **Renovation of Office Buildings**

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## Table of contents

1	Introduction.....	2
1.1	Definition of the product group .....	2
2	Sustainability in the procurement process .....	5
2.1	Preparatory stage (points for consideration) .....	5
2.2	Specification stage (criteria).....	6
2.2.1	Supplier qualifications .....	8
2.2.2	Schedule of requirements.....	8
2.2.3	Award criteria.....	11
2.2.4	Contract .....	12

# 1 Introduction

The Dutch government wants to take concrete steps towards a sustainable society, and to set a good example. Each year, government organisations spend more than EUR 50 billion on the purchase of Supplies, Services and Public works. By purchasing sustainably, the government can significantly boost the market for Sustainable Public Products. Governmental authorities have set clear objectives to achieve this: the central government is aiming for 100% Sustainable Public Procurement in 2010, while the municipalities aspire towards 75% in 2010 and 100% in 2015. Provincial governments and water boards have set themselves the target of at least 50% in 2010. 100% Sustainable Public Procurement is understood to mean that all purchases meet the minimum requirements that have been set for the relevant product groups at the time of purchase. More information on this topic is available from the website Sustainable Public Procurement ([www.agentschapnl.nl/sustainableprocurement](http://www.agentschapnl.nl/sustainableprocurement)).

NL Agency supports government authorities in various ways to help reach these objectives. These include developing criteria for Supplies, Services and Public works procured by these authorities. This document focuses on the criteria for the Renovation of Office Buildings product group, the elaboration of the criteria in specification texts and a more detailed assessment of the criteria, as well as a number of points for attention in the pre- and post-procurement stages. Additional background information and considerations regarding the content of the criteria can be found in the criteria document on the website Sustainable Procurement [www.agentschapnl.nl/duurzaaminkopen/criteria](http://www.agentschapnl.nl/duurzaaminkopen/criteria), available in Dutch only.

## **Rental, purchase, renovation or reallocation versus new building**

In the Netherlands, many offices are lying empty. According to the Netherlands Association for Developers and Building Contractors (in Dutch, NVB), 6.4 million square metres of office space, around 14% of the total stock, was lying empty in 2007. According to the Project Development Companies' Association (Neprom ) almost 3 million square metres of office space has been lying empty for two years or more. At the same time, building permits have been issued for 1.4 million square metres. Due to the lower environmental impact, rental, purchase, renovation or reallocation of premises lying empty is always to be preferred over new building from a sustainability viewpoint. Much of the necessary material is after all already present in the existing buildings.

This document describes the criteria to be applied after the decision for renovation has been made. The considerations to come to this choice fall outside the scope of this document.

## **1.1 Definition of the product group**

The product group Renovation of Office Buildings includes criteria for the 'total or partial renewal, alteration or enlargement of a building work', to which specific requirements apply in building regulations (see section 2.2). It concerns renovation of the frontage and/or replacement of heating and lighting systems.

This concerns interventions subject to a building permit.

By total renovation should be understood an intervention in the building, subject to permit, in which more than 55% of the shell (outer walls and roof) is replaced or altered. At the same time, there must be a replacement or renewal of the building-related installations. If a smaller percentage of the shell is renewed or if the building-related installations remain in use, then it is a partial renovation.

The product group Management and Maintenance of Office Buildings concerns daily management, in which long-term contracts are made or material supplies and/or services are procured. There is no permit obligation.

Definition of "Renovation of office buildings" within "Buildings"

This document is part of the product group Buildings. Listed in the table below are the criteria documents which come within this product group.

<b>Phase</b>	<b>Zoning: Office buildings</b>	<b>Other building categories</b>	
New building			
Management and maintenance			
Renovation			
Demolition			
Rental and purchase			

Below follows a summary of activities which are not included in this document:

- Activities directed at the management and maintenance which are not subject to permit;
- Activities on monuments. Given the extremely diverse nature of the buildings and the necessary activities, these criteria do not apply to monuments. Although great improvements in the field of sustainability are often possible in monuments, these must be considered case by case with respect to the monumental character;
- Replacement of the fitting-out package (internal walls, ceilings, floor covering, lighting etc.). This is often done if a new user and/or new function is accommodated in the building. Reference is made for this to the criteria documents 'Rental and purchase of office buildings' and 'Management and maintenance of office buildings';
- Demolition activities. For this, see the criteria document 'Demolition of buildings';
- Transport and use of equipment;
- Fitting out of offices such as soft furnishings, floor coverings, internal sun shades and furniture;
- Office equipment;
- Service issues such as catering, energy and cleaning.

For these, see the relevant product groups on [www.agentschapnl.nl/duurzaaminkopen](http://www.agentschapnl.nl/duurzaaminkopen).

CPV codes

For the benefit of the contracting authority, a number of CPV codes that might be of relevance to this product group have been included in this document. The selection is by no means exhaustive or complete. The contracting authority will remain responsible for compiling the correct set of CPV codes to match the relevant tender.

The following CPV codes apply to this product group:

71321000-4	Technical design services for mechanical and electrical installations for buildings.
45260000-7	Roofers and other specialised building activities.
45261900-3	Repair and maintenance of roofs.
45432000-4	Laying of floors and applying floor and wall coverings and wallpaper.
45432100-5	Construction and finishing of floors.
45432110-8	Laying floors.
45432120-1	Installing a double floor.
45315000-8	Electrical installation activities for heating and other electrical equipment in buildings.
45259000-7	Repair and maintenance of installations.
44112310-4	Partition walls.
45421141-4	Fitting of partition walls.
45421152-4	Installation of partition walls.
45421146-9	Installation of lowered ceilings.

## 2 Sustainability in the procurement process

The criteria in this document have been classified in the various steps of the public procurement process. More information about these steps and how to combine them with sustainability can be found in the Sustainable Public Procurement Manual. This manual can be downloaded from the website Sustainable Procurement [www.agentschapnl.nl/sustainableprocurement](http://www.agentschapnl.nl/sustainableprocurement).

### 2.1 Preparatory stage (points for consideration)

Every purchase or call for tender starts with drawing up the inventory of the needs of the internal or external customer. Sustainability can be incorporated into this stage by considering whether the purchase is truly necessary and whether a more sustainable alternative might be available. Specific points for consideration regarding procurement for the Renovation of Office Buildings product group are:

#### From policy to initiative

A call for tender is usually the consequence of a – sometimes protracted – preparatory phase from policy to initiative to call for tender. In the preparation, choices and decisions are made which often have a great impact on the sustainability. The purchaser often has no influence on these choices, while those involved in the preparation have all the more. The realisation of sustainable projects thus begins with the inclusion of sustainability in the preparation and not only when works are put to tender.

The inclusion of sustainability in the preparation of projects is not yet usual practice. This may require additional policy from the government bodies concerned: policy which gives direction to the considerations and the making of choices. This is not detailed further in this document. Reference is made however to the Staged Plan to make Offices Sustainable (*Stappenplan Verduurzaming Kantoren*) on <http://www.agentschapnl.nl/slimmeenergie/hulpmiddelen/inventariseren.asp>. By involving sustainability explicitly at all stages – including preparation – sustainable calls for tender gain more content and a sustainable realisation at a higher level becomes possible.

#### Initiative phase and process

In considering possible conceptual solution directions for a certain problem, different alternatives may be lined up together and mutually compared on sustainability aspects. A proper knowledge of the project environment is of great importance here. Which parties are involved, what are the preconditions and what qualities are present in the surroundings? Choices made may be laid down in requirements and desires for further detailing in the design and call for tender.

In large, complex projects, the contracting authority may opt to enter into discussion with the market during pre-qualification. In this way, more insight may be obtained into the achievability of the ambitions, and possible solution directions. Sustainability may also be considered. In this a market consultation or competition-directed dialogue may be thought of. See also the 'Sustainable Public Procurement Manual'.

#### Own design

Design services are often contracted out, but are also often finalised within the organisation itself. If a design is (partly) prepared within the service itself, then the requirements and desires included in this document may be used as guidelines in order to realise sustainable works internally.

Combining renovation with energy-saving measures and improvement of the internal environment Renovation and Maintenance and management of office buildings are inherently moments to realise energy saving, CO<sub>2</sub> reduction, improvement of the internal environment and improvements to the quality of the building stock. Besides criteria for sustainable procurement, policy choices, communication with and behavioural aspects of the users are considered here.

Some points for consideration by the principal/government body:

- Rental, purchase, renovation or reallocation of empty premises is to be preferred to new building from a sustainability viewpoint, because the environmental impact is much lower;
- Investment in the sustainability of offices leads to a higher investment return of 16%, a better image and significant savings in the short term;
- Make an integral energy-saving plan in which in any case attention is paid to roof and frontage insulation possibilities, heating, lighting, cooling, operations, pumps and fans. Consider here also external sun screens, possibilities for savings on electricity consumption by escalators and lifts, control of lighting etc.;
- Make a plan for improvement to the internal environmental conditions in which in any case attention is paid to air quality and to acoustic, thermal/hygrologic and visual characteristics. Issues such as control of ventilation, cleaning of ventilation ducts and air treatment cabinets are also of importance. In choices for modification of the installations, safety (construction) and health (building physics) count higher than energy saving.
- Ensure good communication with users about the approach to and planning of the activities.

## 2.2 Specification stage (criteria)

During the specification stage, the needs of the internal or external customer are translated into a tender document. This stage entails the formulation of:

- Criteria for supplier qualification. These could include grounds for exclusion, suitability requirements, i.e. requirements with regard to suppliers, and, in the case of restricted procedures, any selection criteria, i.e. wishes with regard to suppliers.
- A description of the minimum requirements pertaining to supply, service or task (the Schedule of Requirements).
- Award criteria, i.e. wishes regarding Supplies, Services and Public works. These are only applicable when the tendering process is based on the principle of the Most Economically Advantageous Offer ('Economisch Meest Voordelige Inschrijving' or EMVI).
- The contract stipulating the contract provisions.

More information on the various types of criteria and the various tender options can be found in the Sustainable Public Procurement Manual. Innovation is also included in the award criteria, where relevant. Innovation is oriented towards the development and introduction of new ideas and products.

The criteria in this document have been formulated to support the purchaser in the Sustainable Public Procurement of Renovation of Office Buildings. The criteria have been subjected to legal review. However, every procurement and tender process is unique. For that reason, the drafting of a tender document remains the responsibility of the purchaser.

## Stimulating higher ambitions and innovation

By awarding on the basis of the Most Economically Advantageous Tender (in Dutch, EMVI) and not only on price, tenderers may be challenged to make a distinctive bid with a high sustainability content. To achieve sufficient distinctive force for different aspects, it is important to restrict the number of criteria in an award.

In the Tendering for Works Regulations 2005 (in Dutch, ARW 2005), conditions are laid down which the criteria for an award based on EMVI must fulfil. Thus, the means by which the tenders are mutually compared must be made clear in advance. The contracting authority must itself determine here the weight of the various criteria and the manner in which the comparison will happen; for example, via point-counting, ranking, Life Cycle Costing, award on value or cost/benefit.

In 2006, around one third of large clients regularly requested innovative applications; by 2008, this percentage had increased to 44%. Large clients more often have a preference for working in a building team (30%) via Design & Construct (11%) or in a Public-Private Partnership construction (1%). Clients present a varying image when characterisation into traditional, integrated and innovative is considered. Of construction and installation companies and design and consultancy bureaus, 50 to 60% work traditionally; among suppliers it is 40% on average. On average, the working method of around 20% of contractors is 'integrated'. Of the construction and installation companies, a small percentage works 'innovatively'; among design and consultancy bureaus and suppliers, this is around 20% (source: EIB (Construction Industry Economic Institute) under contract to *Regieraad Bouw en PSI Bouw* (construction innovation network), September 2008).

Overview of criteria

**Table 2.1 Overview of requirements and desires by type of contract.**

Type of criteria	Renovation of office buildings		
	Design	Design & construct	Construct
<b>Area of application</b>			
<b>Suitability requirements/selection criteria</b>			
-			
<b>Minimum requirements</b>			
For total renovation: improving environmental performance of building	<b>X</b>	<b>X</b>	
For partial renovation: implementing economically feasible improvements (in combination with management criteria)	<b>X</b>	<b>X</b>	
Sustainable timber	<b>X</b>	<b>X</b>	<b>X</b>
<b>Award criteria (desires)</b>			
Environmental performance of building, score above minimum requirement	<b>O</b>	<b>O</b>	
<b>Contract provisions</b>			
Handover document		<b>X</b>	<b>X</b>
Energy monitoring		<b>X</b>	<b>X</b>

X = required; O = optional

## 2.2.1 Supplier qualifications

No criteria have been formulated for this specific product group with regard to supplier qualification. More information on the possibilities of incorporating sustainability at this stage of the process can be found in the Sustainable Public Procurement Manual.

No suitability requirements have been formulated for this product group.

## 2.2.2 Schedule of requirements

### Minimum requirements

<p>Minimum requirement no. 1</p>	<p><b>Environmental performance of building</b> (for total renovation)</p> <p>The tenderer must renovate the building in such a way that the Building Environmental Index (in Dutch, MIG), calculated using GreenCalc+, is improved by at least 60 points <b>or</b> becomes at least equal to 200. The current performance score is [xx].</p> <p>GreenCalc+ is a calculation method for the environmental performance of a building based on LCAs. GreenCalc+ is available from consultancy bureau DGMR (<a href="http://www.dgmr.nl">www.dgmr.nl</a>).</p> <p>The measures U677 and U678 in the National Sustainable Building Package (<i>Nationaal Pakket Duurzaam Bouwen</i>) with respect to internal environment must also be complied with.</p> <p>These measures are further specified in the National Sustainable Industrial &amp; Commercial Buildings Package (<i>Nationaal Pakket Duurzaam Bouwen Utiliteitsbouw</i>, <a href="http://www.npdb.nl">www.npdb.nl</a>) published by the Building Research Foundation (<i>Stichting BouwResearch</i>). In this, the measures are provided with a unique number and a description of each measure is included.</p> <p><b>or</b></p> <p>The tenderer must renovate the building in such a way that the score for each module (energy, environment, health, user quality, future value), calculated using <b>GPR Gebouw</b> version 4.0, is improved by at least 2 points <b>or</b> becomes at least equal to 7. The current performance score is [xx].</p> <p><i>GPR</i> (Municipal Practice Guideline) <i>Gebouw</i> is a calculation method for the environmental performance of a building based on LCAs. GPR is available from W/E adviseurs (<a href="http://www.gprgebouw.nl">www.gprgebouw.nl</a>).</p> <p><u>Means of proof:</u></p> <ol style="list-style-type: none"> <li>1. Declaration that the minimum requirement is complied with.</li> <li>2. Description of the way in which the minimum requirement is complied with.</li> </ol>
<p>Notes for purchaser</p>	<p>The contracting authority must make a choice of one of the two instruments (GreenCalc+ or GPR Gebouw 4.0).</p> <p>The contracting authority must, prior to the invitation, determine the performance score of the building to be renovated according to</p>

	<p>GreenCalc+ or <i>GPR Gebouw</i> 4.0, and make the calculation available to tendering parties.</p> <p>In GreenCalc+, evaluation of the internal environment is not included, while it is in the case of <i>GPR Gebouw</i> version 4.0. Therefore, additional requirements for the internal environment are imposed with the choice of GreenCalc+.</p> <p><u>Verification of means of proof:</u></p> <ol style="list-style-type: none"> <li>1. Description of the way in which the minimum requirement is complied with.</li> <li>2. No further verification.</li> </ol>
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<p>Minimum requirement no. 2</p>	<p><b>Implementing economically feasible improvements</b> <i>(for partial renovation)</i></p> <p>In the renovation of the building, the tenderer must implement all economically feasible measures in the enclosed Energy Performance Advice (EPA custom advice).</p> <p>By economically feasible should be understood: all architectural and installation engineering measures with an earn-back time of 10 years or less.</p> <p><u>Means of proof:</u></p> <ol style="list-style-type: none"> <li>1. Declaration that the minimum requirement is complied with</li> <li>2. Description of all proposed architectural measures and installation engineering interventions.</li> </ol>
<p>Notes for purchaser</p>	<p>The contracting authority must ensure that prior to the invitation an EPA custom advice is prepared in the context of the EPBD.</p> <p>The EPBD is the Energy Performance Building Directive (2002/91/EC), a European directive on the energy efficiency of buildings. The EPA custom advice describes all energy-saving architectural and installation engineering measures and lists the expected earn-back times.</p> <p>The EPA custom advice must be included as an appendix to the tendering documents.</p> <p>In the context of the Environmental Management Act, the contracting authority is already obliged to carry out all measures with an earn-back time of 6 years or less. This applies if the building and the activities taking place therein are subject to notification or permit. This is mostly the case for office buildings.</p> <p><u>Verification of means of proof:</u></p> <ol style="list-style-type: none"> <li>1. Description of all proposed architectural measures and all proposed installation engineering interventions.</li> <li>2. Check based on EPA custom advice.</li> </ol>

Minimum requirement no. 3

(For design, construct, design & construct)

### **Sustainable timber**

Timber to be supplied or timber processed into (wooden) products to be supplied, *insofar as these serve for the purposes of the realisation of the works and these will remain behind in the works*, must be demonstrably sustainably produced.

By demonstrably sustainably produced timber should be understood: timber that complies with the Dutch Procurement Criteria for Timber with regard to sustainable forestry management and the supply chain, according to the applicable assessment method, as laid down on 24 July 2008 by the Minister for Housing, Spatial Planning and the Environment. These criteria can be found on the English language site [www.tpac.smk.nl](http://www.tpac.smk.nl), under "Documents".

#### Means of proof:

1. Statement to be included in this tender by the tenderer to confirm compliance with this minimum requirement, enclosing:

- a declaration in which it is indicated under what certification system the timber is supplied and which demonstrates that this minimum requirement is complied with. If the timber is supplied under a certification system which is approved by TPAC, this minimum requirement is complied with in any event. You will find an overview of the approved systems on [www.tpac.smk.nl](http://www.tpac.smk.nl) or [www.inkoopduurzaamhout.nl](http://www.inkoopduurzaamhout.nl).

As an aid to supplying evidence for certification systems which are not yet assessed by TPAC, the tenderer may make use of the following mutually related documents:

- Dutch Framework for Evaluating Evidence of Compliance;
- Annex 1: Category A Evidence;
- Application form for system managers;
- Assessment matrix for system managers.

These documents can be found on [www.inkoopduurzaamhout.nl](http://www.inkoopduurzaamhout.nl) and on [www.tpac.smk.nl](http://www.tpac.smk.nl)

or

- other evidence, provided with comprehensively documented information which may be verified for authenticity, and which demonstrates that the timber to be used is sustainably produced in the sense intended here. As an aid to supplying the evidence, the tenderer may make use of the following mutually related documents:
  - Dutch Framework for Evaluating Evidence of Compliance;
  - Annex 2: Category B Evidence;
  - Appendix 1: Checklist Supply Chain;
  - Appendix 2: Checklist Legality;
  - Appendix 3: Checklist SFM with Guidance;
  - Guidance appendix 1: Checklist Supply Chain;

	<p>-Guidance appendix 2: Checklist Legality.</p> <p>These documents can be found on <a href="http://www.inkoopduurzaamhout.nl">www.inkoopduurzaamhout.nl</a> and <a href="http://www.tpac.smk.nl">www.tpac.smk.nl</a></p>
Notes for purchaser	<p>There are legal considerations in the application of this requirement. You will find more information in Chapter 2 of the Dutch language document.</p> <p>To support government purchasers and suppliers, the Timber Procurement Assessment Committee (TPAC), an independent committee of experts, has stipulated which certification systems comply with TPAS in any event. The growing list of approved certification systems can be found on <a href="http://www.tpac.smk.nl">www.tpac.smk.nl</a>.</p> <p>Other "equivalent" forms of evidence proffered by the tenderer must also be taken into consideration. The purchaser may present this other evidence to the TPAC if desired.</p> <p><u>Verification of means of proof:</u></p> <ol style="list-style-type: none"> <li>1. - In the case of a certificate: collection of further information from the certifying establishment which issued the document.</li> <li>- All other evidence may be presented to the TPAC.</li> </ol>

## 2.2.3 Award criteria

### Award criteria

Award criterion no.1	<p><b>Environmental performance of building: exceeding the minimum requirements</b></p> <p><i>(for total renovation)</i></p> <p>The building environmental index (MIG), calculated with GreenCalc+, will be valued higher when it is improved by over 60 points or exceeds the new building requirement of 200. The current performance score is [xx].</p> <p>GreenCalc+ is a calculation method for the environmental performance of a building based on environmental lifecycle analyses (LCAs). GreenCalc+ is available from consultancy bureau DGMR (<a href="http://www.dgmr.nl">www.dgmr.nl</a>).</p> <p><b>or</b></p> <p>The more the GPR score calculated with <i>GPR Gebouw</i> version 4.0 is improved by over 2 points for each module or becomes higher than the new building requirement of 7, the higher this will be valued. The current performance score is [xx].</p> <p><i>GPR</i> (Municipal Practice Guideline) <i>Gebouw</i> is a calculation method for the environmental performance of a building based on environmental life cycle analyses (LCAs). <i>GPR</i> is available from W/E adviseurs (<a href="http://www.gprgebouw.nl">www.gprgebouw.nl</a>).</p>
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	<p><u>Means of proof:</u></p> <ol style="list-style-type: none"> <li>1. Description of the improvement in environmental performance which the tenderer guarantees and the way in which this environmental performance improvement will be realised.</li> </ol>
Notes for purchaser	<p>This is an additional desire besides the required minimum requirement for the environmental performance.</p> <p>The contracting authority must make a choice of one of the two instruments (GreenCalc+ or GPR Gebouw 4.0).</p> <p>The contracting authority must, prior to the invitation, determine the performance score of the building to be renovated according to GreenCalc+ or <i>GPR Gebouw 4.0</i>, and make the calculation available to tendering parties.</p> <p>The contracting authority must indicate in advance the way in which the extra improvement will be evaluated.</p> <p><u>Verification of means of proof:</u></p> <ol style="list-style-type: none"> <li>1. No further verification.</li> </ol>

## 2.2.4 Contract

Contract provision no. 1	<p><b>Handover document</b></p> <ul style="list-style-type: none"> <li>• The contractor must supply a handover document on completion of the contract. The handover document should contain:</li> <li>• Technical description of the components used (including material specifications) and the systems used.</li> <li>• The last condition assessment, determined according to NEN 2767 Condition assessment of building and installation components'. This only applies to parts which are not renovated.</li> <li>• Maintenance and operation instructions.</li> </ul>
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<p>Contract provision no. 2</p>	<p><b>Energy monitoring</b></p> <p>The contractor must, using measurements, record the most important energy streams and report these periodically to the principal in a way which provides insight.</p> <p>By most important energy streams should be understood in any case:</p> <ul style="list-style-type: none"> <li>• The energy consumption for heating.</li> <li>• The energy consumption for lighting.</li> <li>• The energy consumption for cooling.</li> <li>• The energy consumption for pumps and fans.</li> <li>• The energy consumption for operations (such as computers, printers etc.).</li> </ul> <p>The measurement results must be presented in relevant units, i.e. in kWh or m<sup>3</sup> gas or GJ of heat, so that the principal can form a direct relationship with the energy costs.</p> <p>The contractor must install the necessary measuring equipment for this.</p> <p>The objective is to provide the principal with sufficient information to be able to carry out effective energy management.</p>
<p>Notes for purchaser</p>	<p>Separate metering is technically feasible. Most buildings have separate groups (circuits) for lighting, power (equipment) and installations. Each circuit can be measured separately. Usually the service hours can also be selected in the Building Management System (in Dutch, GBS). The power can be converted to energy usage. The gas consumption for heating is already metered separately.</p>