Establishment of buyers groups in Copenhagen

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Establishment of buyers groups in Copenhagen

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1. Introduction

The objectives of work package 4 is to establish buyers groups with other buyers within the BuyZET partners’ regions, countries or across national borders. The development of buyers groups within each of the priority sectors helps create demand for innovative transport solutions. This can also help solve the lack of availability or use of solutions, an issue that has been identified in several cities (e.g. availability of heavy duty electric vehicles, sufficient volumes for the use of urban consolidation centres, etc.).

The buyers groups promote the BuyZET concept within organisations that otherwise would not engage in such a procurement process. BuyZET partners play a key role in attracting other public authorities potentially interested in enhancing their public procurement skills for demanding sustainable transport solutions, as well as private buyers and other large attractors (universities, hospitals, etc.).

Partners are currently identifying relevant organisations and organisation types for cooperation in each identified priority procurement area\(^1\). In their respective deliverables (D4.1-4.3) they identify the type of organisations most suitable to join the local buyers groups for the selected priority areas, and the potential partners they have already established a dialogue with. Multiple forms of co-operation are considered, since each priority area requires a different setting and level of integration, and different levels of governance involved – regional, national etc.

As part of the WP3 and WP4 activities, all three cities are exploring opportunities for cooperation with other potential buyers in their local regions, and more broadly at the national level. For each priority sector previously identified, each city is identifying all key public and private sector buyers with whom there may be potential for procurement collaboration.

The focus of this action is at the city level, however, as considered appropriate, other public purchasing bodies at the national (such as central purchasing bodies) and European level might also be approached. Further European-wide opportunities will be explored in the final phase of the project. In this regard, Polis is currently setting up a BuyZET dedicated session in the framework of the Polis Conference (22-23 November 2018, Manchester), with the aim to invite other interested buyers, in particular European cities, to discuss joint actions, including joint procurement and different approaches in establishing buyers groups and next steps.

Deliverables 4.1-4.3, published six months before the end of the project, illustrate the approach adopted by each city and the results achieved so far. However, the work of WP4 will continue until the end of the project (April 2018), when the final results of this exercise will be available and presented in an updated version of the deliverables.

\(^1\) See BuyZET Initial Analysis Reports: [http://www.buyzet.eu/prioritizing](http://www.buyzet.eu/prioritizing)
2. Common procurement & buyers groups: EU projects review and good practices

The introduction of innovative solutions onto the market requires investment from suppliers. The greater the potential demand for these solutions, the more likely companies are to take on these investment risks, including the development of new commercial partnerships within the supply chain. Using innovation procurement methods to communicate demand for a progressive move towards zero-emission (ZE) urban deliveries and services sends a clear message to the supply chain and has the potential for strong multiplier effect in the urban freight and logistics community. Working together with other buyers to develop aggregated demand makes this even more effective. In the area of urban goods and service delivery, there is a complex pattern of suppliers and buyers in any city. BuyZET identifies the relevant buyers for the priority procurement areas identified, and aims to establish buyers groups and cooperation partnerships. The primary focus is on establishing partnerships at the local and regional level, but national and also cross-border partnerships will be considered where this makes sense.

Buyers Groups and common procurement practices can take several different forms: from coordinated procurement through the preparation of common technical specifications for works, supply or services that will be procured by a number of contracting entities, each conducting a separate procurement procedure, to situations where the contracting entities jointly conduct one procurement procedure. These procurement actions might be performed:

- among contracting authorities within the same country:
  - Other public/semi-public buyers in the city/region – e.g. health authorities, transport operators, universities;
  - Large private sector buyers in the city/region;
  - Other cities/local authorities in the region/country;
  - Central purchasing bodies at the regional and national level (e.g. State Development Regional Agency, Latvia²; SKI, Denmark³; Consip, Italy⁴; Statlig inköpsamordning, Ekonomistyrningsverket, Sweden⁵; State Office for the Central Public Procurement, Croatia⁶).

- as international/cross-border joint procurement among contracting authorities from different countries (central purchasing bodies at the European level; cities in other European countries): for exam-

³ http://www.udbudsportalen.dk/Om-portalen/
⁴ http://www.consip.it/en/
⁵ http://www.esv.se/
⁶ http://www.sredisnjanabava.hr/home
The Scandinavian Green Public Procurement Alliance on Non-Road Mobile Machinery (SGPPA on NRMM) is a cross-border cooperation between Copenhagen, Stockholm and Oslo. The project is financed by the Carbon Neutral City Alliance (CNCA) and is leaded by GATE21. The purpose is to carry out joint procurements (see below) on ZE and low emission NRMM. The first upcoming tender is a framework agreement on wheel loaders and is planned to be published in December 2018.

One of the most popular practices is ‘joint procurement’, which combines the procurement actions of two or more contracting authorities. In the transportation sector, joint procurement can be an effective way to increase the level of services and vehicles to procure and to reduce their price, by ordering large quantities and even sharing them among different buyers. However, in the case of vehicles and infrastructures, different buyers have different needs: when the specifications are not the same, and therefore an order envisages different types of products, it is more difficult to obtain advantages from the supplier.

Different projects, such as COMPRO, FREVUE, PROCURA, SPICE, TRANSFORM Europe, ZeEUS, funded by the European Commission under the FP7 and Horizon 2020 research programmes, have investigated innovative approaches to set up joint procurement practices and common buyers groups, as well as produced joint statements of demand and declarations of intent to communicate demand for sustainable goods and services to the market.

COMPRO contributed to the development of a common European market of clean public transport vehicles, by creating a buyer consortium of local authorities for the joint procurement of clean, collective, public service transport vehicles. Starting from a group of four local authorities (Nantes, Bremen, Goteborg and Region Emilia-Romagna), the project gained enough critical mass to enlarge its group of investors, thereby creating competitive prices.

The PROCURA project aimed at contributing to the EU objectives of substitution of oil-based motor fuels, by overcoming market barriers for large-scale procurement of Alternative Fuel Vehicles (AFVs). In order to do that, PROCURA identified joint procurement of various private or / and public buyers as a way to trigger the overall demand and decrease the sales price of AFVs. The project defines joint procurement as “the collection of different procurement demands from different entities”. The PROCURA project has also analysed and developed schemes for joint and coordinated procurement teaming-up several fleet operators, who in this way see their negotiating power increase towards vehicle manufacturers.

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8 Gate 21 is a partnership between municipalities, companies and knowledge institutions, that work with the common goal of accelerating the green transition.
The same approach was promoted by the FREVUE project\(^\text{13}\), that identified the limited availability and high prices for electric freight vehicles. Many vehicle suppliers are not yet convinced of sufficient demand, therefore the project invites local authorities (owning their own fleet) and urban logistics operators interested in the electrification of their fleet to sign a Declaration of Intent\(^\text{14}\), to unveil the hidden demand for electric freight vehicles. So far, 40 Declarations of Intent have been signed in Europe, representing a potential market of 5,141 electric vans and 4,185 electric trucks.

This barrier has also been addressed in the framework of the TRANSFORM project\(^\text{15}\), which has identified the ‘Buyer/supplier paradox’, that “hampers the commercialisation of more environmentally-friendly technologies. This requires new products or services that are not yet commercially available or only available at excessive cost. Because they are not available, customers don’t ask for them; and because there is no demand, innovative companies do not invest in bringing new solutions to the market”. Therefore, TRANSFORM city partners, including Rotterdam, drafted Joint Statements of Demand\(^\text{16}\), to offer an aggregated means of communicating common unmet needs to the market in a way that demonstrates scale and replicability. In the same way as the FREVUE Declaration of Intent, it is a less stringent initiative than joint procurement, since it does not envisage any contracts or commitments: however, it aims to create adhesions and pressure from a political point of view.

A successful example for a joint procurement of alternative fuel vehicles is the acquisition within the ZeEUS project\(^\text{17}\) of more than 1,000 zero and low emission vehicles, jointly purchased by eight European cities and enabling the realisation of substantial economies of scale\(^\text{18}\). ZeEUS also supports the European Clean Bus Deployment Initiative\(^\text{19}\), to make the transition to clean, alternatively fuelled vehicles happen.

The SPICE project\(^\text{20}\) has identified four different types of cooperation\(^\text{21}\) in Public Procurement:

1. Joint Procurement
2. Procuring in Parallel
3. Procurement Based on a Common Specification
4. Joint Procurement via a Central Body

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\(^{13}\) [https://frevue.eu](https://frevue.eu)

\(^{14}\) [https://frevue.eu/declaration-of-intent/](https://frevue.eu/declaration-of-intent/)

\(^{15}\) [http://www.transform-europe.eu/](http://www.transform-europe.eu/)


\(^{17}\) [http://zeeus.eu/](http://zeeus.eu/)


\(^{19}\) [https://ec.europa.eu/transport/themes/urban/cleanbus_en](https://ec.europa.eu/transport/themes/urban/cleanbus_en)

\(^{20}\) [http://spice-project.eu/](http://spice-project.eu/)

In SPICE, a ‘Common Buyers Group’ is defined as “a group of two or more procuring authorities working together on common issues concerning procurement of innovative mobility solutions”\textsuperscript{22}. The focus is not to form groups that already commit themselves to a Joint Procurement, but to address common challenges and find the best ways to support public procurers, such as discuss different procurement approaches, possible criteria within a tender, etc. This general and flexible approach seems to be the same as the one identified in BuyZET, that considers multiple forms of cooperation, open to different levels of governance – local, regional, national and European. However, BuyZET partners, considering the specific focus on deliveries, refer to ‘procurement of innovative transport and/or logistic solutions’, rather than ‘mobility’.

In BuyZET, the buyers groups can take different forms and will not necessarily be binding. They can also take the form of a cooperation agreement or declaration of intent, or a memorandum of understanding (at the local, regional or more European level).

\textsuperscript{22} Ibid.
### Some examples of good practices of common procurement

<table>
<thead>
<tr>
<th><strong>The national procurement of electric vehicles: the Swedish example</strong>&lt;sup&gt;23&lt;/sup&gt;</th>
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<tbody>
<tr>
<td>- Joint procurement for EVs: city of Stockholm and energy company Vattenfall</td>
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<tr>
<td>- Two-year framework agreement involving six vehicle suppliers</td>
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<td>- Over 800 EVs purchased</td>
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<tr>
<th><strong>London &amp; Ghent: clean emergency vehicles</strong>&lt;sup&gt;24&lt;/sup&gt;</th>
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<tr>
<td>- Innovation procurement risks:</td>
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<td>- Breach of legislation</td>
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<td>- Technical failure</td>
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<td>- Delays in the process</td>
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<tr>
<td>- Joint procurement not feasible: differences in management, laws, country-specific requirements, equipment needs</td>
</tr>
<tr>
<td>- Support &amp; advise on each other’s procurement processes: access to London Fire Brigade’s experience success factor for Ghent.</td>
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<tr>
<td>- The framework contract is adaptable for fire brigades and logistic operators from across Europe.</td>
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<tr>
<th><strong>West End Buyers Club in London</strong>&lt;sup&gt;25&lt;/sup&gt;</th>
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<tbody>
<tr>
<td>- Joint procurement platform that allows businesses to select suppliers that have been checked to ensure they share the ambitions to reduce vehicle movements and improve air quality in the West End</td>
</tr>
<tr>
<td>- Cross River Partnership is working with the BIDs and the preferred suppliers to ensure that the WEBC is able to achieve its aims</td>
</tr>
<tr>
<td>- Reduce cost: by procuring together, West End businesses can save money on their goods and services</td>
</tr>
<tr>
<td>- Increase attractiveness of West End: consolidated delivered removes freight vehicles from the roads, cutting congestion.</td>
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</tbody>
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### The SPICE project has collected more best practices on common procurement. They can be consulted here:

- [http://spice-project.eu/best-practices/](http://spice-project.eu/best-practices/)

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3. Buyers Groups in Copenhagen

During the BuyZET project, Copenhagen has gathered an increasing interest from other stakeholders to learn more about how to use own procurement as a tool to effect and accelerate the process towards ZE transportation and achieving climate targets. Transportation is an interesting theme/area because it is cross cutting and to some extent relevant for all the procurement areas. However, there is a lack of resources when it comes to work more strategically with procurement as a tool to achieve other sustainability goals, and therefore there is a great interest to learn from others. In the transportation sector it can be quite difficult to replicate what others are doing, because there is a need to adapt it to the local context, considerably different from a city to another. This can be both difficult and time consuming and due to lack of resources it is often not prioritized, requiring for a strong strategical commitment to work with procurement and ZE transportation in order to make it happen.

For all the selected areas within the BuyZET project, the overall strategy for the Copenhagen is to look at the possibility to work together with the Partners in the Danish Partnership for Green Public Procurement, a collaborative effort of Danish public organisations committed to making extra efforts in partnership to reduce their environmental impact from their procurement actions and drive the market towards a greener direction. The partnership is considering supporting the results and the recommendations that the Copenhagen team comes up within the framework of the BuyZET project: this will create a leverage to influence the market. The Danish Partnership has also made an agreement with the Danish central purchasing body SKI about implementing the criteria that the partnership makes in their framework agreement: this gives Copenhagen the possibility to have an even greater impact. However, the Partnership for Green Public Procurement consist of both small and larger cities and public organizations with different climate agendas: therefore, the environmental issues regarding air quality and congestion are not necessarily relevant for all the partners, which results in investigating different levels of commitment for the selected areas. For some big-city partners, characterised by high density, it will be relevant to implement strategies regarding consolidation and use of ZE vehicles in services contracts, where for smaller cities and rural areas this may not be possible due to logistics sprawl and long travel distances. Due to the setup of the Danish Partnership for Green Public Procurement, the types of cooperation most likely to work will be separate tenders using the same criteria, i.e. Procurement Based on a Common Specification (as identified in the SPICE project).

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Copenhagen is also looking at the opportunity to cooperate with private sector partners showing a common ground of goals, and start a dialogue with the freight companies and the national politicians to support an agenda that promotes ZE vehicles. Another idea is to reward the service suppliers using ZE vehicles for their goods and services deliveries. The promotion should be driven on incentives like fulfilling own goals, saving money, providing better service etc.

Copenhagen is looking at a possible cooperation with the City of Aarhus to make further research in relation to the actual transportation and emissions linked to the cities’ own procurement: more information is needed on the potential impact and the related cost and/or savings linked to a consolidation approach, identified as procurement priority area within BuyZET30.

The following sections describe what Copenhagen’s stakeholder dialogue have revealed in relation to buyers groups.

3.1. Procurement area 1 – Consolidation

Other Cities

Other cities are very interested in looking into the consolidation approach and there are some experiences to learn from around the world. But there are very few cities that have worked with consolidation as a part of their own procurement and deliveries for own (public) institutions, and often within a limited area, such as food procurement. Most research is related to private sector consolidation, like for example the delivery for shops in the city centre of Gothenburg31, delivery for hotel chains in Paris, etc.

Consolidation of deliveries from several suppliers is a complex exercise, and further research is required regarding the potential environmental impacts (CO2 and air quality) and influence on congestion. The consolidation approach does not have the same relevance for smaller cities that do not have particular issues regarding air quality and congestion, but some of the larger cities in Denmark like Aarhus, Odense and Aalborg are interested in the findings from the BuyZET project and have declared their interest in following the result and the further investigation, and eventually look at the possibility to implement the BuyZET recommendations if relevant from their local perspective. But further investigations are needed before the cities can decide whether it is relevant and possible for them to implement similar solutions. This work will continue throughout the project.

The quality of data on deliveries in the City of Copenhagen found in this project so far is not sufficient to gain useful insights on the potential of consolidation from different suppliers, in terms of both environment and congestion. Therefore, the City of Aarhus and the City of Copenhagen are looking at the possibility to join forces and make a more profound investigation of the actual deliveries to the cities’ institutions based on real

time data – inspired of the study that the Brussels Region made in the report “Mapping of procurement transportation footprint and prioritization of procurement categories” – how much consolidation is already happening, which are the most used freight companies, how full is the truck, where is the next destination etc. This data hopefully will form the basis for the further research needed to find out more about the actual impact and possible effect by implementing consolidation approach in relation to cities own procurement.

Some of the stakeholders involved in a dialogue during BuyZET are interested in closely following the results to see if there is any of the results that fits to their local context, and if there will be possibilities to adapt/replicate some measures that Copenhagen will recommend based on the further research. Other public authorities, like municipalities and regions, are interested in making their own research and then work together to assess if there is common ground due to solutions and statements needed to push the market.

Private sector

The market engagement process gave some indications from different buyers (hotels, retailers, government buildings, housing companies) using freight companies that there is an interest in joining forces and support an initiative from Copenhagen, such as a joint statement of demand, in relation to put pressure on the freight companies and shippers in adopting ZE strategies and invest in green and sustainable logistics solutions. In particular, big companies having their own Corporate social responsibility (CSR) strategies, are keen on supporting the city of Copenhagen for the introduction of more stringent CO2-free emission policies. This kind of strategic cooperation can push other private companies to adopt more sustainable behaviour.

Some of the reasons that the companies mention as drivers for such a kind of cooperation is that, although they have their own sustainability strategies and targets, they find it difficult to reach the general CO2 emissions targets in Denmark due to national regulations and political climate that do not give any incentives for the transformation process towards more ZE transportation (i.e. no tax reduction/exemption for EVs, rewarding access regulation, etc.). A joint action could be thus helpful to align strategies and measures in this regard.

Several transport and logistics companies\(^{32}\) have indicated during the market dialogue in WP3 that they need their customers, including public procurers, to request ZE-deliveries, thus sending the freight industry a clear signal to start investing in sustainable mobility solutions. This supports the idea of finding common ground between buyers and see to what extent they can work in the same direction to promote ZE mobility solutions. This also indicates that there is a potential for further corporation between the public and private sector partners to push the market in the right direction.

During the next steps of the BuyZET project, Copenhagen will look further into the possibility to work with the private sector to promote ZE solutions. For example, a joint statement of demand between the City of Copenhagen and the private sectors located in the Capital Area of Denmark could provide the freight companies’ accelerate their transition towards ZE-vehicles policies. In this regard, the types of common

\(^{32}\) For the moment, they prefer not to be cited in this report.
procurement practices listed in section 2 will be explored, as well as the Copenhagen Freight Partnership model established in the framework of the NOVELOG project33.

3.2. Procurement area 2 – Repair and maintenance services

The market for repair and maintenance services mostly consist of Small and medium-sized enterprises (SMEs) that are locally based. This also mean that it is not necessarily the same companies that operates in Copenhagen as in other Danish cities and therefore it can be difficult to create the incentives for the suppliers to invest in EVs if they have to travel long distances.

ZE logistics is still quite expensive and Public Procurement is mainly focusing on saving money - the two things not necessarily going hand to hand. Moreover, most Danish cities do not have any particular issues related to congestions and air quality, so the incentive to implement ZE strategies depends on the political focus on global CO2 environmental issues only.

Some of the larger Danish cities are interested in looking at how to reward the service companies that use ZE vehicles. The Danish Partnership for Green Public Procurement has indicated that, depending on the procurement plans made and the criteria suggested based on the BuyZET findings, their partners will consider the opportunity to recommend or adopt this approach in their local public administrations.

For the City of Copenhagen, it could also be relevant to look further into cooperation with private sector companies that are placed in the city and work strategically with ZE and carbon footprint as a part of their sustainability goals. Some of the buyer companies involved in WP3 market dialogue are interested in supporting the cities in which they are located to reach their sustainability targets. In the Copenhagen case, this would entail, among others, the promotion of cargobikes to reduce CO2 emissions, when distance and necessary load/weight to perform the service allow using bikes.

4. Implications and conclusions

The investigation of the possibility of setting up common buyers groups is part of the various activities of BuyZET regarding stakeholder engagement to maximise the impact of innovative procurement measures.

Each city in the project, Copenhagen, Oslo and Rotterdam, has involved other municipalities and local and regional authorities to discuss the possibility of buying together a range of products and services to increase the efficiency of deliveries and at the same time reduce costs. However, the analysis has also been extended to semi-public and private subjects that present the volume and therefore the potential to purchase a significant amount of services, and which have Corporate Social Responsibility strategies in place, with clear targets for the reduction of emissions.

Although each city has different characteristics, and therefore different ranges of solutions for the formation of buyers groups, some common elements can be identified.

All the cities have identified the SPICE category Procurement Based on a Common Specification, as the approach most likely to work for common procurement practices in their respective procurement areas: in line with the BuyZET approach, the focus is not to form groups that already commit themselves to a Joint Procurement process, but rather to address common challenges and find the best ways to support public procurers, like discuss different procurement approaches, possible criteria within a tender, or common challenges.

National partnerships are essential to foster and promote the BuyZET approach in the partners’ respective countries. Although with different procedures, all three cities have actively involved the agencies that deal with the national management of good practices and common actions for green public procurement and ZE logistics:

- Copenhagen: the Danish Partnership for Green Public Procurement, a collaborative effort of Danish public organisations for GPP, will consider supporting the results and the recommendations of BuyZET, also in collaboration with the Danish central purchasing body SKI.
- Oslo: the National Programme for Supplier Development, which includes regional procurement partnerships for a total of 132 municipalities, explores common interests and challenges in achieving ZE from waste transportation, as well as sharing of best practice from completed tenders.
- Rotterdam: Connekt, a joint agency of the Ministry of Economic Affairs and the Ministry of Infrastructure and Water Management, has agreed to share the outcome of the BuyZET footprint mapping and the experience for the development of a procurement strategy to systematically stimulate the ZE delivery policy ambition.

However, not all cities in a country have common needs and problems. This sometimes hinders the possibility to define common and effective criteria throughout different cities, unless clearer pathways to zero-emission delivery practices are defined. For this reason, there is a need for further (joint) research, inspired by the
mapping report of the Brussels Region\textsuperscript{34}, to identify potential areas for joint intervention among different cities.

So far, it has been observed that high density and large population in a city positively influence the possibility to form buyers groups, since suppliers and logistics operators can more easily consolidate orders and deliveries. In this regard, the city of Rotterdam, together with other private and public local players, plans to identify common suppliers among local buyers, to align ordering patterns: to facilitate this process, Rotterdam is considering developing a tool which helps big buyers to identify their peers. This tool could then be easily transferred to other cities, that could apply a universal solution to their local-specific environment.

Regarding the procurement areas investigated in BuyZET, whereas Consolidation of deliveries, Industrial waste collection and Construction material transportation have potential as regards the establishment of common buyers groups or actions of joint procurement, Repair and maintenance services seems to be a problematic area to set up buyers groups.

SMEs dominate the sector, and the problem is twofold. On the one hand, the vast majority of suppliers are active in a single city, or even a smaller geographic area, making it very difficult for different buyers to procure the service from the same supplier, considering the fact that it is not about sporadically supplying goods, but it entails the provision of high-frequency on-site services. On the other hand, in order to support the local economy, the strategy of some public buyers (see Rotterdam) implies the diversification of the supplier portfolio, to favour small and medium enterprises: this represents an example of a trade-off between social and economic inclusion versus organisational efficiency and environmental performance.

The market is ready to offer ZE delivery. Our market dialogue activities within BuyZET clearly indicate that market actors are ready to deliver their services and products emission-free if this is clearly demanded by public procurers. In this regard, BuyZET cities are considering the possibility to draft and sign a Call to Action for zero-emission deliveries for the public sector by 2025. This is meant to inform the market about the need for the shift towards sustainable procurement practices, and to raise awareness among other private and public buyers interested in using public procurement to help drive the transition to ZE transportation for commercial activities within towns and cities.

Although the project is still ongoing, and these conclusions are preliminary, they are instrumental in supporting and improving the effectiveness of the further market engagement activities that cities will have to carry out from now to the end of the project. Moreover, the work to define more concretely the establishment of buyers groups will continue for the rest of the project, and this deliverable will be updated taking into account the final results.