

1. INTRODUCTION

The public sector has a vital role to play in leading Ireland's transition to a carbon-neutral and circular economy and society. Ireland's public bodies (excluding utilities) spend an estimated €18.5 billion a year on goods, services and works¹ and have significant potential to reduce consumption and emissions over the full lifecycle of goods and services through implementation of Green Public Procurement (GPP)².

Climate Action Plan 2019 assigned responsibility to the Environmental Protection Agency (EPA) for measuring and reporting GPP implementation by Government Departments on an annual basis. This is the third report in the series, relating to reference year 2022.

GREEN PUBLIC PROCUREMENT (GPP) IS DEFINED AS:

a process whereby authorities seek to procure goods, services and works with a reduced environmental impact throughout their lifecycle when compared to goods, services and works with the same primary function that would otherwise be procured.²

The findings are that while there was an increase in GPP implementation in 2022 compared to 2021 (in relation to the total spend and total number of contracts that incorporated GPP), there is still significant scope for increasing implementation. Recommendations to Government Departments include setting up systems for tracking GPP implementation, assigning senior level responsibility to incorporating GPP into procurement plans and processes, reporting GPP data in Annual Reports and providing training to relevant staff.



¹ <https://www.gov.ie/en/collection/06f1e-procurement-reform-annual-reports/>

² Source: Commission Communication (COM (2008) 400) "Public procurement for a better environment"

2. SCOPE OF REPORTING

Government Departments completed a [reporting template](#) which requested the following information.

Quantitative data regarding:

- Contracts where the value was greater than €25,000 and the contract was signed in 2022 (Government Department contracts only, not including agencies affiliated to those Departments)
- Value and number of contracts for ten 'priority' sectors (for which there are national GPP criteria) and 'other' sectors

Qualitative information regarding:

- GPP information in Departmental Annual Reports
- GPP training provided
- GPP monitoring and reporting systems

The 18 Government Department returns received can be viewed [here](#)

PRIORITY SECTORS

	ROAD TRANSPORT VEHICLES & SERVICES		INDOOR & OUTDOOR LIGHTING
	ICT PRODUCTS & SERVICES		HEATING EQUIPMENT
	FOOD & CATERING SERVICES		ENERGY-RELATED PRODUCTS
	CLEANING PRODUCTS & SERVICES		PAPER PRODUCTS & PRINTING SERVICES
	DESIGN, CONSTRUCTION & MANAGEMENT OF OFFICE BUILDINGS		TEXTILE PRODUCTS & SERVICES

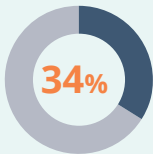
3.

KEY FINDINGS – QUANTITATIVE DATA

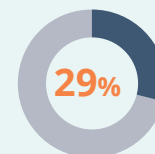
GOVERNMENT DEPARTMENTS REPORTED:



Total spend of **€922M** on in-scope contracts, of which **€310M** included green criteria.

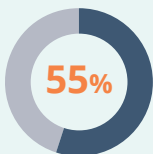


This represents an average of **34%** of the total spend (compared to 10% in 2021)

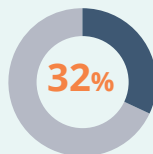


Of the total number of in-scope contracts, **29%** were reported to have incorporated GPP (compared to 24% in 2021)

IN RELATION TO THE TEN 'PRIORITY' SECTORS:



Green criteria were incorporated in **55%** of the spend reported (compared to **38%** in 2021)

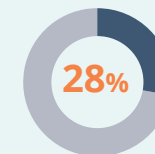


representing **32%** of the number of contracts (compared to **30%** in 2021)

IN RELATION TO THE 'OTHER' SECTORS



Green criteria were incorporated in **30%** of the spend (compared to **6%** in 2021)



representing **28%** of the number of contracts (compared to **22%** in 2021)









Implementation rates for 'priority' sectors ranged from 12% to 80% in relation to number of contracts (from 12% for ICT Services to 80% for Energy-related Products and Food & Catering Services).

Professional Services was the sector with the highest reported spend but ranked lowest in terms of GPP inclusion (8% of the value of contracts).

The dataset is incomplete, with Government Departments reporting gaps in returns.











4.

QUANTITATIVE DATA FINDINGS – PRIORITY SECTORS

	PRIORITY SECTOR (I.E. SECTORS COVERED BY PUBLISHED NATIONAL GPP CRITERIA)	Total number of contracts issued over €25,000 by sector	Total value of contracts issued over €25,000 by sector (€ excluding VAT)	Total number of contracts (and % of total) issued over €25,000 by sector which have incorporated GPP	Total value of contracts issued over €25,000 by sector which have incorporated GPP (€ excluding VAT and % of total)
	ENERGY-RELATED PRODUCTS	10	€12,128,831	8 (80%)	€12,059,920 (99%)
	FOOD & CATERING SERVICES	5	€352,000	4 (80%)	€315,000 (89%)
	HEATING EQUIPMENT	0	€0	0	€0
	ICT PRODUCTS	76	€59,543,913	19 (25%)	€11,473,788 (19%)
	ICT SERVICES	65	€14,014,709	8 (12%)	€8,300,359 (59%)
	INDOOR CLEANING SERVICES	13	€7,497,679	6 (46%)	€3,805,982 (51%)
	INDOOR & OUTDOOR LIGHTING	5	€707,150	3 (60%)	€127,150 (18%)
	OFFICE BUILDING DESIGN, CONSTRUCTION & MANAGEMENT	11	€2,237,280	4 (36%)	€1,631,280 (73%)
	PAPER PRODUCTS & PRINTING SERVICES	16	€36,647,677	9 (56%)	€33,498,112 (91%)
	TEXTILES PRODUCTS & SERVICES	2	€225,000	1 (50%)	€200,000 (89%)
	TRANSPORT	22	€5,008,409	10 (45%)	€4,068,577 (81%)
	TOTAL	225	€138,362,649	72 (32%)	€75,480,169 (55%)

5.

QUANTITATIVE DATA FINDINGS – OTHER SECTORS

	OTHER SECTOR (I.E. SECTORS WHICH ARE NOT COVERED BY PUBLISHED NATIONAL GPP CRITERIA)	Total number of contracts issued over €25,000 by sector	Total value of contracts issued over €25,000 by sector (€ excluding VAT)	Total number of contracts (and % of total) issued over €25,000 by sector which have incorporated GPP	Total value of contracts issued over €25,000 by sector which have incorporated GPP (€ excluding VAT and % of total)
	PROFESSIONAL SERVICES	292	€478,425,380	44 (15%)	€39,028,656 (8%)
	TRAINING	9	€7,684,500	5 (56%)	€1,060,000 (14%)
	LABORATORY EQUIPMENT	71	€8,754,570	41 (58%)	€7,748,209 (89%)
	FACILITIES MANAGEMENT	6	€4,818,120	3 (50%)	€3,650,000 (76%)
	MEDIA	3	€537,000	2 (67%)	€137,000 (26%)
	FURNITURE	6	€1,392,844	4 (67%)	€392,844 (28%)
	RESEARCH	32	€3,482,367	1 (3%)	€321,287 (9%)
	MARKETING	5	€4,471,430	1 (20%)	€3,000,000 (67%)
	LICENSING	15	€3,849,486	0	€0.00
	VETERINARY & FARMING	15	€1,754,834	7 (47%)	€441,084 (25%)
	OTHER (DATA FOR 19 OTHER SECTORS WERE INCLUDED IN THE RETURNS SUCH AS SOIL REMOVAL WORKS, MARINE WORKS, TRANSPORT SERVICES TO ISLANDS)	163	€268,392,007	64 (39%)	€178,947,060 (67%)
	TOTAL	617	€783,562,538	172 (28%)	€234,726,139 (30%)

6.

KEY DATA FROM 2020, 2021 AND 2022 REFERENCE YEARS

	2020*	2021**	2022**
Total spend on contracts, over €25,000	€322.311 million	€527.686 million	€921.925 million
Total spend on contracts, over €25,000, which incorporated green criteria	€53.765 million	€54.954 million	€310.206 million
Total number of contracts signed, over €25,000	511	590	842
Total number of contracts signed, over €25,000, which incorporated green criteria	131	144	244
Percentage of total contract spend which incorporated green criteria	17%	10%	34%
Percentage of total number of contracts which incorporated green criteria	26%	24%	29%
Number of Departments reporting no spend on GPP for contracts over €25,000	4	3	1

COMPARISON 2020 TO 2022: CONTRACTS FOR 'PRIORITY' SECTORS

	2020*	2021**	2022**
Percentage of contract spend in the "priority sectors" which incorporated green criteria	*81%	**38%	**55%
Percentage of total number of contracts in the "priority sectors" which incorporated green criteria	*48%	**6%	**32%

* In 2020 there were eight priority sectors for which national GPP criteria sets were published

** In 2021 and 2022 there were ten priority sectors for which national GPP criteria sets were published

7. KEY QUALITATIVE FINDINGS

DPER Circular 20/2019 requires that starting with the 2020 Annual Report each Department must report annually on its green public procurement. The Annual Report must include information relating to the value of contracts agreed upon that included green criteria.

13 Departments included GPP in their 2022 annual report | **2** referenced GPP but did not include data | **1** neither referenced GPP nor included data | **2** had not published their 2022 annual report at time of publication of this report

DPER Circular 20/2019 requires that each Department should state in their next Corporate Procurement Plan where it intends to use green criteria in upcoming procurement processes.

2 Departments have incorporated this into their Corporate Procurement Plan



7 Departments were in the process of developing a Corporate Procurement Plan which would include GPP

GPP Strategy:

8 Departments have a GPP strategy in place

2 Departments stated that GPP is referenced in their procurement guidelines

GPP Training:

Staff from **12** Departments received GPP training



Tracking GPP incorporation in procurement:

9 Departments reported having no system in place for tracking GPP implementation



3 Departments indicated that plans are being put in place to record this information going forward

Procurement decisions:

8 Departments stated that procurement decisions were guided by the potential for an improved environmental outcome of the goods/services provided

Awareness of the Office of Government Procurement's online GPP Criteria Search tool:

17 Departments reported awareness of the tool (launched November 2022)

8.

GPP REPORTING IN GOVERNMENT DEPARTMENT ANNUAL REPORTS

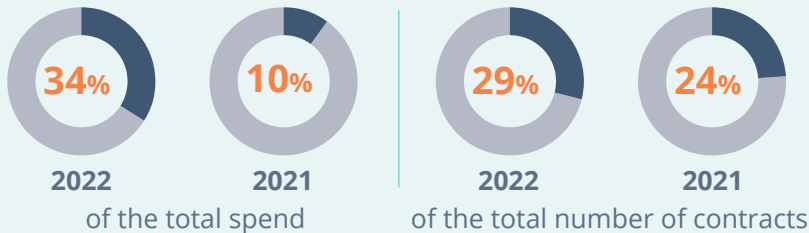
Department	GPP data included in Annual Report	GPP referenced but no data included in Annual Report	GPP not referenced & no data included in Annual Report	Link to Annual Report
AGRICULTURE, FOOD & THE MARINE	✓			Annual Report 2022
CHILDREN, EQUALITY, DISABILITY, INTEGRATION & YOUTH		✓		Annual Report 2022
DEFENCE			✓	Annual Report 2022
EDUCATION				Not yet published*
ENTERPRISE, TRADE & EMPLOYMENT	✓			Annual Report 2022
ENVIRONMENT, CLIMATE & COMMUNICATIONS	✓			Annual Report 2022
FINANCE	✓			Annual Report 2022
FOREIGN AFFAIRS	✓			Annual Report 2022
HEALTH				Not yet published*
HOUSING, LOCAL GOVERNMENT & HERITAGE	✓			Annual Report 2022
JUSTICE	✓			Annual Report 2022
PUBLIC EXPENDITURE & REFORM	✓			Annual Report 2022
RURAL & COMMUNITY DEVELOPMENT	✓			Annual Report 2022
SOCIAL PROTECTION	✓			Annual Report 2022
THE TAOISEACH	✓			Annual Report 2022
TOURISM, CULTURE, ARTS, GAELTACHT, SPORT & MEDIA	✓			Annual Report 2022
TRANSPORT		✓		Annual Report 2022
FURTHER & HIGHER EDUCATION, RESEARCH, INNOVATION & SCIENCE	✓			Annual Report 2022

*At time of publication of this report

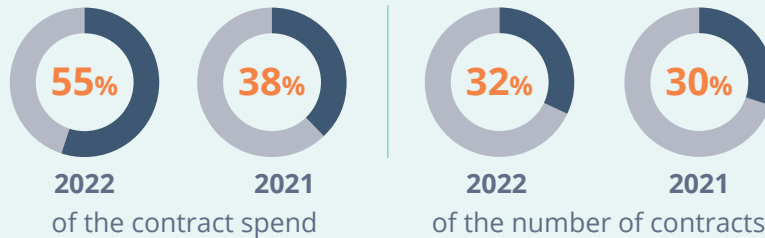
9. CONCLUSIONS

There was an increase in GPP implementation in 2022 compared to 2021.

GPP was implemented in **34%** of the total spend (compared to **10%** in 2021) and **29%** of the total number of contracts (compared to **24%** in 2021).



IN THE TEN 'PRIORITY' SECTORS, GREEN CRITERIA INCORPORATED IN:



There is still significant scope for increasing implementation of GPP, particularly in sectors where there are published national GPP criteria. For example, only a quarter of ICT Product contracts incorporated green criteria and less than half in some other sectors (ICT Products & Services, Transport, Indoor Cleaning Services).

The data trends highlight the importance of the national GPP criteria sets in terms of driving the use of GPP implementation. The sectors with the lowest level of GPP implementation e.g. Professional Services, have no supporting criteria.



The requirements under DPER Circular 20/2019 are not being fully met:

13 of 18 Departments reported GPP data in their annual report for 2022.

2 of 18 Departments included information in their Corporate Procurement Plan on where green criteria will be used in upcoming procurement processes.

10 of 18 Departments have a GPP strategy in place or reference GPP in their procurement guidelines.

8 of 18 Departments stated that procurement decisions were guided by the potential for an improved environmental outcome of the goods/services provided.

Information gaps were referenced in the Government Department returns, which means the national dataset is incomplete, with half of Departments reporting they had no system in place to track GPP. All Government Departments should introduce GPP tracking systems to improve the completeness and quality of the data provided.

Staff in **12 of 18** Departments received GPP training in 2022. All Government Departments should ensure that GPP training is a requirement for staff directly involved in procurement, and those with responsibility for making decisions regarding procurement.

There was high awareness of the Office of Government Procurement's online GPP Criteria Search tool (**17 of 18** Departments).

10.

RECOMMENDATIONS TO GOVERNMENT DEPARTMENTS

AT A MINIMUM, EVERY GOVERNMENT DEPARTMENT SHOULD FOCUS ON THE FOLLOWING:



Assign senior level resources with responsibility to prioritise the incorporation of GPP into procurement processes, including the Corporate Procurement Plan as per the requirement under DPER Circular 20/2019.



Put in place tracking systems to monitor GPP implementation (number and value of contracts) to ensure that annual data are complete and accurate.



Implement relevant actions as set out in [Buying Greener: Green Public Procurement Strategy and Action Plan 2024-2027](#)



Include GPP data in published Annual Reports, as per the requirement under DPER Circular 20/2019.



Provide GPP training to relevant staff and make staff aware of the national resources available: [GPP Guidance for the Public Sector and national GPP criteria sets](#) and the online tool [GPP Criteria Search](#).

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CONTACT US



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