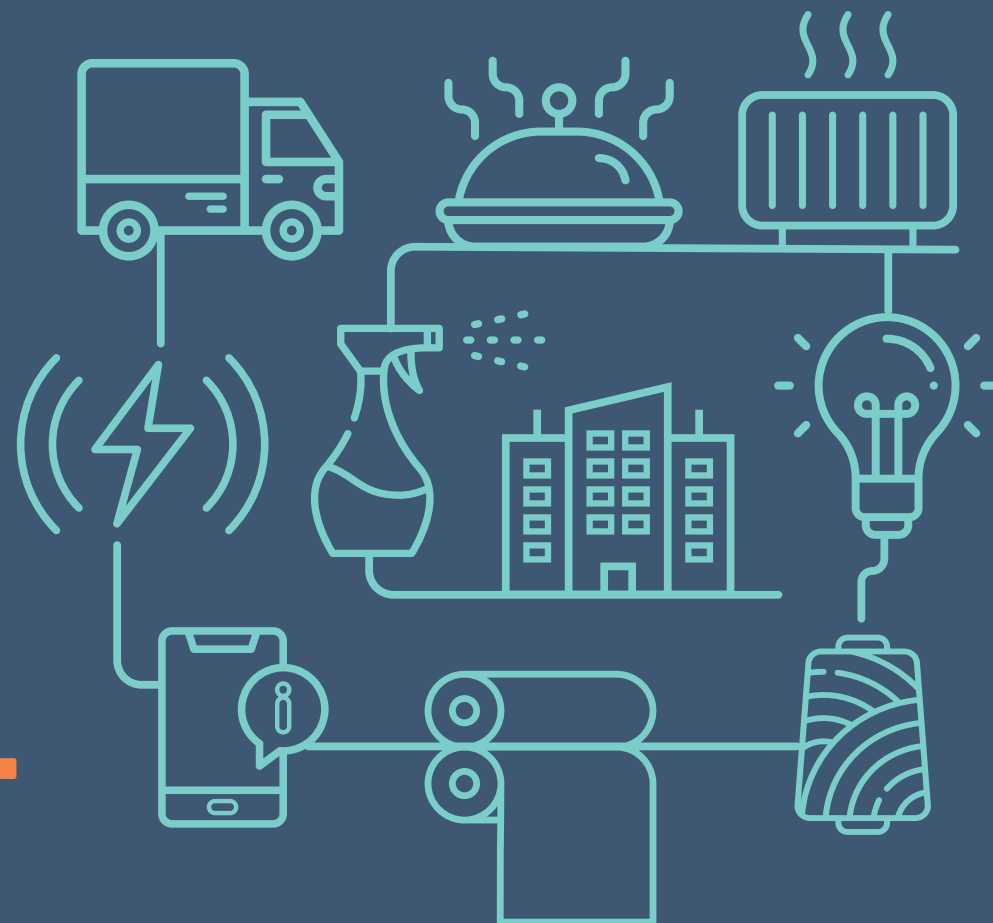


GREEN PUBLIC PROCUREMENT

Annual Report on Adoption,
Monitoring and Reporting
by Government Departments



2023 REFERENCE YEAR

1.

INTRODUCTION

The public sector has a critical role to play in leading Ireland’s transition to a carbon-neutral and circular economy and society. Ireland’s public bodies (excluding utilities), have an annual expenditure of €18.5 billion¹ and have significant potential to procure more resource-efficient, low carbon, less polluting goods, services and works.

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

This is the fourth report in the series, relating to reference year 2023.

The EPA reports annually on the implementation of Green Public Procurement by Government Departments. This is the fourth report in the series and differs from previous reports as it includes contracts with a value of €50,000 or above and previous reports included contracts valued over €25,000.

The findings include a rise in the total value of contracts (approximately €1.02bn) which incorporated GPP criteria compared to previous reporting years.

Spending on “Priority Sectors”, that is those for which there are published green criteria, recorded higher levels of GPP implementation as opposed to the “Other Sectors” for which there are no green criteria published.

There remains scope to increase GPP implementation particularly in relation to expenditure on ICT Products and Services, where only 29% of contracts incorporated green criteria and the total value of contracts in this sector was substantial at €237 million.



¹ Source: Buying Greener: Green Public Procurement Strategy and Action Plan 2024-2027.

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 information on the following:

- Contracts where the value was greater than €50,000 and the contract was signed in 2023 (Government Department contracts only, not including agencies affiliated to those Departments).³
- Value and number of contracts for 'priority' sectors (those for which there are national GPP criteria) and for 'other' sectors.

- GPP monitoring and reporting systems employed.
- GPP training completed by Department personnel.
- GPP implementation as reported in Departmental Annual Reports.

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 The scope of reporting changed in reference year 2023 as the national threshold for contracting authorities to advertise contracts for good and services on eTenders increased from €25,000 to €50,000 under DPER Circular 05/2023. For reference years 2020 to 2022, Government Departments had reported on contracts where the value was greater than €25,000, which was the national threshold during that time.

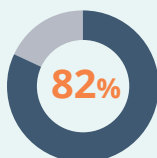
3.

KEY FINDINGS – QUANTITATIVE DATA

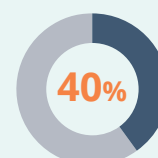
GOVERNMENT DEPARTMENTS REPORTED:



Total value of **€1.24 bn** on in-scope contracts, of which **€1.02 bn** included green criteria.

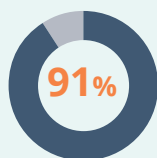


This represents **82%** of the **total value of contracts** reported.

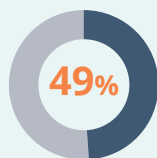


Of the **total number of in-scope contracts**, **40%** were reported to have incorporated GPP.

IN RELATION TO THE 'PRIORITY' SECTORS:

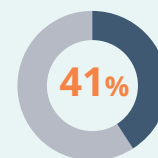


Green criteria were incorporated in **91%** of the contract value reported,

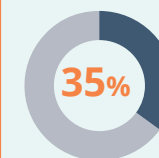


representing **49%** of the number of contracts.

IN RELATION TO THE 'OTHER' SECTORS:



Green criteria were incorporated in **41%** of the contract value reported,



representing **35%** of the number of contracts.

GPP Implementation rates for 'priority' sectors ranged widely with only 29% of contracts for procurement of ICT Products and Services reported to incorporate green criteria while 100% of contracts relating to Heating Equipment and Food and Catering Services incorporated green criteria.











In 8 of the 10 'priority' sectors, more than half the total number of contracts included GPP. Only ICT Products and Services (29%) had less than half of the total number of contracts incorporating green criteria.⁴

Professional Services was the 'other' sector with the highest number of contracts and the highest total value of contracts; with 31% of these contracts incorporating green criteria.

⁴ There were no reported contracts in the 'priority' sector Indoor & Outdoor Lighting in 2023.

4.

QUANTITATIVE DATA FINDINGS – PRIORITY SECTORS











	PRIORITY SECTOR (I.E. SECTORS COVERED BY PUBLISHED NATIONAL GPP CRITERIA)	Total number of contracts issued over €50,000 by sector	Total value of contracts issued over €50,000 by sector (excluding VAT)	Total number of contracts (and % of total) issued over €50,000 by sector which have incorporated GPP*	Total value of contracts issued over €50,000 by sector which have incorporated GPP (excluding VAT and % of total)*
	ENERGY-RELATED PRODUCTS	20	€28,370,602	12 (60%)	€19,109,547 (67%)
	FOOD & CATERING SERVICES	3	€384,839	3 (100%)	€384,839 (100%)
	HEATING EQUIPMENT	2	€198,608	2 (100%)	€198,608 (100%)
	ICT PRODUCTS & SERVICES	140	€237,015,175	41 (29%)	€153,465,581 (65%)
	INDOOR CLEANING SERVICES	9	€13,534,196	6 (67%)	€12,764,195 (94%)
	INDOOR & OUTDOOR LIGHTING	0	€0.00	0 (0%)	€0.00 (0%)
	OFFICE BUILDING DESIGN, CONSTRUCTION & MANAGEMENT	29	€65,328,263	28 (97%)	€65,268,263 (100%)
	PAPER PRODUCTS & PRINTING SERVICES	12	€6,121,339	11 (92%)	€6,067,209 (99%)
	TEXTILES PRODUCTS & SERVICES	4	€294,871	3 (75%)	€203,762 (69%)
	TRANSPORT	21	€674,747,021 ⁵	12 (57%)	€673,477,245 (100%)
	TOTAL	240	€1,025,994,914	118 (49%)	€930,939,251 (91%)

⁵ Of this total value, 99% related to the purchase of Search and Rescue Coast Guard helicopters by the Department of Transport.

* All percentages are rounded up/down to the nearest unit.

5.

QUANTITATIVE DATA FINDINGS – OTHER SECTORS

	OTHER SECTOR (I.E. SECTORS NOT COVERED BY PUBLISHED NATIONAL GPP CRITERIA)	Total number of contracts signed over €50,000 by sector	Total value of contracts signed over €50,000 by sector (excluding VAT).	Total number of contracts signed over €50,000 by sector which have incorporated GPP*	Total value of contracts signed over €50,000 by sector which have incorporated GPP (excluding VAT and % of total).*
	PROFESSIONAL SERVICES	295	€171,906,041	92 (31%)	€67,915,090 (39%)
	TRANSPORT SERVICES RELATING TO ISLANDS	5	€9,422,375	5 (100%)	€9,422,375 (100%)
	EDUCATION SERVICE	2	€8,246,820	0 (0%)	€0.00 (0%)
	LICENSING	25	€5,718,613	0 (0%)	€0.00 (0%)
	LABORATORY EQUIPMENT	40	€5,480,609	36 (90%)	€5,150,609 (94%)
	FACILITIES MANAGEMENT	10	€2,515,219	6 (60%)	€1,874,919 (74%)
	SCIENTIFIC EQUIPMENT AND CONSUMABLES	16	€2,238,000	0 (0%)	€0.00 (0%)
	FILE STORAGE, OFFICE SUPPLIER, ELECTRICAL GOODS, VETERINARY SUPPLIES	6	€2,140,000	2 (33%)	€900,000 (42%)
	SUPPLY OF ENERGY	2	€1,852,029	1 (50%)	€1,433,150 (77%)
	ICT SUPPORT SERVICES	6	€830,000	0 (0%)	€0.00 (0%)
	OTHER (DATA FOR 20 OTHER SECTORS WERE INCLUDED IN THE RETURNS SUCH AS RESEARCH, MARKETING, REMEDIAL WORKS)	34	€4,408,925	12 (35%)	€1,773,145 (40%)
	OTHER SECTOR TOTAL	441	€214,758,631	154 (35%)	€88,469,289 (41%)

* All percentages are rounded up/down to the nearest unit.

6.

KEY DATA FROM REFERENCE YEARS 2020 TO 2023⁶

	2020	2021	2022		2023 ⁹
Total value of contracts, over €25,000	€322.311M	€527.686M	€921.925M	Total value of contracts, over €50,000	€1.24bn
Total value of contracts, over €25,000, which incorporated green criteria	€53.765M	€54.954M	€310.206M	Total value of contracts, over €50,000, which incorporated green criteria	€1.02bn
Total number of contracts signed, over €25,000	511	590	842	Total number of contracts signed, over €50,000	681
Total number of contracts signed, over €25,000, which incorporated green criteria	131	144	244	Total number of contracts signed, over €50,000, which incorporated green criteria	272
Percentage of total contract value which incorporated green criteria	17%	10%	34%	Percentage of total contract value which incorporated green criteria	82%
Percentage of total number of contracts which incorporated green criteria	26%	24%	29%	Percentage of total number of contracts which incorporated green criteria	40%
Number of Departments reporting no spend on GPP for contracts over €25,000	4	3	1	Number of Departments reporting no spend on GPP for contracts over €50,000	1

COMPARISON 2020 TO 2022: CONTRACTS FOR 'PRIORITY' SECTORS

	2020	2021	2022		2023 ⁹
Percentage of total contract value in the "priority sectors" which incorporated green criteria	81% ⁷	38% ⁸	55% ⁸	Percentage of total contract value in the "priority sectors" which incorporated green criteria	91%
Percentage of total number of contracts in the "priority sectors" which incorporated green criteria	48% ⁷	6% ⁸	32% ⁸	Percentage of total number of contracts in the "priority sectors" which incorporated green criteria	49%

⁶ Due to the change in the scope of reporting (with national threshold for reporting increasing from €25,000 to €50,000 in 2023) direct comparisons cannot be made between 2023 data and data from previous years.

⁷ In 2020 there were eight priority sectors for which national GPP criteria sets were published

⁸ In 2021, 2022 and 2023 there were ten priority sectors for which national GPP criteria sets were published

⁹ All data reported for 2023 relate to contracts over €50K

7. KEY QUALITATIVE FINDINGS

GPP in Corporate Annual Reports: DPER Circular 20/2019 requires that 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 (reference Section 8 of this report).

11 Departments included GPP in their 2023 annual report

3 Departments referenced GPP but did not include data

2 Departments neither referenced GPP nor included data

2 Departments had not published their 2023 annual report at time of publication of this report

GPP in Corporate Procurement Plans: 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 (reference Section 9 of this report).

4 Departments have included information on GPP incorporation in their Corporate Procurement Plan

2 Departments included information on GPP, but its use was not specified

6 Departments reported Corporate Plan is being developed or updated with intention of including GPP

6 Departments where GPP not specified in Corporate Procurement Plan and intention to incorporate GPP information unknown

GPP Policy or Strategy:

9 Departments have a GPP policy or strategy in place

3 departments reported that GPP is referenced in their procurement guidelines

GPP Training:

Staff from **12** out of 18 Departments received GPP training (10 provided formal training; 2 provided informal training)



Tracking GPP incorporation in procurement:

10 Departments have GPP tracking systems in place



8 Departments either lack formal tracking systems or rely on informal processes

8 Departments reported that they actively monitor GPP contract performance to ensure the delivery of green criteria.

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 2023
CHILDREN, EQUALITY, DISABILITY, INTEGRATION & YOUTH		✓		Annual Report 2023
DEFENCE			✓	Annual Report 2023
EDUCATION		✓		Annual Report 2023
ENTERPRISE, TRADE & EMPLOYMENT	✓			Annual Report 2023
ENVIRONMENT, CLIMATE & COMMUNICATIONS	✓			Annual Report 2023
FINANCE	✓			Annual Report 2023
FOREIGN AFFAIRS	✓			Annual Report 2023
HEALTH	✓			Not yet published*
HOUSING, LOCAL GOVERNMENT & HERITAGE	✓			Annual Report 2023
JUSTICE	✓			Not yet published*
PUBLIC EXPENDITURE & REFORM	✓			Annual Report 2023
RURAL & COMMUNITY DEVELOPMENT	✓			Annual Report 2023
SOCIAL PROTECTION	✓			Annual Report 2023
THE TAOISEACH	✓			Annual Report 2023
TOURISM, CULTURE, ARTS, GAELTACHT, SPORT & MEDIA	✓			Annual Report 2023
TRANSPORT	✓			Annual Report 2023
FURTHER & HIGHER EDUCATION, RESEARCH, INNOVATION & SCIENCE			✓	Annual Report 2023

*At time of publication of this report

9.

GPP INFORMATION IN GOVERNMENT DEPARTMENT CORPORATE PROCUREMENT

Department	Information on application of Green Criteria specified in Corporate Procurement Plan	Information on Green Criteria or Green Public Procurement included in Corporate Procurement Plan but use not specified	Corporate Procurement Plan under development or being updated with intention of specifying application of Green Criteria	Green Criteria not specified in Corporate Procurement Plan	Intention to include or inclusion of application of Green Criteria in Corporate Procurement Plan unknown
AGRICULTURE, FOOD & THE MARINE				✓	
CHILDREN, EQUALITY, DISABILITY, INTEGRATION & YOUTH	✓				
DEFENCE				✓	
EDUCATION	✓				
ENTERPRISE, TRADE & EMPLOYMENT		✓			
ENVIRONMENT, CLIMATE & COMMUNICATIONS			✓		
FINANCE				✓	
FOREIGN AFFAIRS					✓
HEALTH		✓			
HOUSING, LOCAL GOVERNMENT & HERITAGE		✓			
JUSTICE			✓		
PUBLIC EXPENDITURE & REFORM	✓				
RURAL & COMMUNITY DEVELOPMENT				✓	
SOCIAL PROTECTION			✓		
THE TAOISEACH	✓				
TOURISM, CULTURE, ARTS, GAELTACHT, SPORT & MEDIA				✓	
TRANSPORT		✓			
FURTHER & HIGHER EDUCATION, RESEARCH, INNOVATION & SCIENCE				✓	

10. CONCLUSIONS

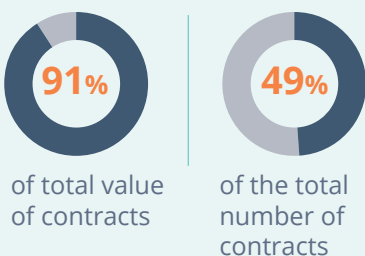
There was a rise in the total value of contracts (approximately **€1.02bn**) which incorporated GPP criteria compared to previous reporting years. Increases in the value of contracts for 'priority' sectors such as Transport and Office Buildings contributed. GPP was incorporated in **82%** of the overall value of contracts and **40%** of the number of in-scope contracts.



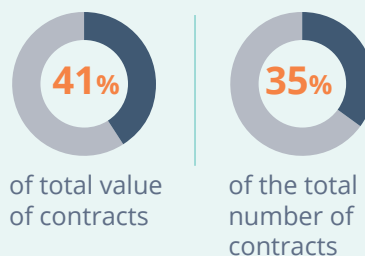
Sectors with published national GPP criteria had a significantly higher uptake of GPP (**91%** of total value of contracts, **49%** of the total number of contracts) than those without (**41%** of the total value of contracts, **35%** of the total number of contracts). This highlights the importance of national GPP criteria in driving GPP implementation.

In **8** of the **10** 'priority' sectors, more than half of the total contracts incorporated GPP. For Food & Catering Services and also for Heating Equipment, 100% of the contracts incorporated green criteria.

WITH PUBLISHED NATIONAL GPP CRITERIA



WITHOUT PUBLISHED NATIONAL GPP CRITERIA



The findings indicate that there is still scope to increase GPP implementation. Many contracts for which national GPP criteria have been published did not incorporate GPP, with relatively low rates of implementation for ICT Products and Services, Transport and Energy-related Products.

Information gaps and estimations were referenced in the Government Departments returns meaning the dataset does not fully reflect the value or number of contracts which have incorporated GPP. Despite an annual reporting requirement since reference year 2020, eight Departments reported that they do not have a formal GPP tracking system in place. Such a system would improve the quality of information reported.

There is scope for increased provision of staff training on GPP, with

12 of 18 Government Departments providing staff training in 2023.

GPP implementation could be promoted by ensuring relevant staff are aware of national supporting resources available: GPP Guidance for the Public Sector, the published national criteria sets and the Office of Government Procurement's GPPCriteriaSearch, as well as the relevant actions and sector/product targets in the Government's GPP policy Buying Greener.

The requirement under Circular 20/2019 in relation to incorporating GPP in Corporate Procurement Plans is not being fully met with only

6 of 18 Departments reporting having met this requirement.

Government Departments should ensure that they update their Corporate Procurement Plans to include a focus on GPP implementation.

There are notable differences between the approaches of Departments to GPP, with some having well-established GPP policies and strategies, while others are in the process of developing or updating their policies as shown by:

12 of 18 Departments had a GPP policy or strategy in place or reference GPP in their procurement guidelines.

8 of 18 Departments actively monitored GPP contract performance to ensure the delivery of green criteria.

11.

RECOMMENDATIONS TO GOVERNMENT DEPARTMENTS

The public sector has a critical role to play in leading Ireland's transition to a carbon-neutral and circular economy and society. With its potential to procure more resource-efficient, low carbon and less polluting goods, services and works, GPP implementation should be a priority focus for Government Departments.

It is recommended that Government Departments:



Implement relevant actions and support the sector/product targets in the Government's GPP policy [Buying Greener: GPP Strategy and Action Plan 2024-2027](#).



Incorporate green criteria in contracts for the priority sectors where there are published national criteria.



Increase focus on incorporation of green criteria in the procurement of ICT Products & Services.



Ensure there are tracking systems employed to monitor GPP implementation to provide complete and accurate data for annual reporting.

The Government's policy 'Buying Greener' is designed to accelerate the implementation of GPP and includes monitoring and reporting actions for all public bodies, which will provide evidence for implementation.

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Environmental Protection Agency
An Ghníomhaireacht um Chaomhnú Comhshaoil
PO Box 3000 Johnstown Castle Estate
County Wexford, Y35 W821
Ireland

Telephone: +353 53 9160600

E-mail: info@epa.ie

Website: www.epa.ie

LoCall: 1890 33 55 99

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