



An Roinn Caiteachais Phoiblí Bonneagair
Athchóiriúcháin Seirbhíse Poiblí agus Digitiúcháin
Department of Public Expenditure Infrastructure
Public Service Reform and Digitalisation



Rialtas na hÉireann
Government of Ireland

Procuring for our future

National Public Procurement
Strategy 2026-2030





Contents

Foreward by Minister Jack Chambers and Minister of State Frank Feighan	1
Executive Summary	2
Introduction	6
Section I – Vision, Values and Enablers	8
Section II – Pillars, Objectives and Actions	10
Pillar 1: Investing in our enterprise base	10
Pillar 2: Procuring for our future	16
Pillar 3: Safeguarding public trust	24
Pillar 4: Building capability: helping the public sector to deliver	31
Pillar 5: Managing complexity	36
Section III – Monitoring and Evaluation	42
Section IV – Background Context	44
Glossary	50
Section V – Appendix	52

How to read this Strategy

This Strategy has been developed to be accessible to readers with different levels of familiarity with public procurement. The pathways below will help you access the sections most relevant to your needs:

New to public procurement?

Start with the Glossary, then read Section IV, which introduces the Irish public procurement system and the national and international context in which it operates.

Focused on implementation?

Go directly to Section II, where the five pillars and their objectives and actions are set out. Section III outlines how progress will be monitored and evaluated.

Start with supporting analysis?

Consult Section V, which summarises the public consultation and shows how stakeholder feedback shaped the Strategy's actions.



Foreward by Minister Jack Chambers and Minister of State Frank Feighan

Government values the strategic importance of public procurement to fulfil its promises to the electorate, and to provide for health, education, community services and public amenities as well as the transport and infrastructure that is needed – from large-scale projects – hospitals, energy and rail links – to everyday items which keep the public sector running and providing the services we need.

The [Programme for Government 2025: Securing Ireland's Future](#) identified developing Ireland's enterprise base as a key focus for this Government over the next five years – from backing small businesses and start-ups, to scaling up indigenous firms. This Strategy sets out the framework and actions to fulfil this commitment and help achieve other government priorities. It supports the [Accelerating Infrastructure Report and Action Plan](#) and the [Action Plan on Competitiveness and Productivity](#), and their desired outcomes to remove obstacles and foster a culture of delivery, through simplifying and streamlining government procurement.

While public procurement can be a key lever to bring about wider government objectives and societal benefits, it is not the primary lever. Therefore, a collaborative and unified approach is required, to promote the use of public procurement to achieve better long-term value for money – not just price but social and environmental benefits, economic wellbeing and resilience. In recognition of this fact, one of the key enablers to the successful implementation of the Strategy is communicating

effectively and engaging collaboratively and constructively.

The Strategy sends a strong signal to Irish enterprise that the Government is committed to supporting their increased participation in public procurement. It also highlights to the broader business community, particularly micros, start-ups and social enterprises, the State's intention to make it easier to sell to government. Finally, the Strategy communicates to the people of Ireland the Government's ongoing ambition for a more strategic, innovative, sustainable and transparent public procurement system that will deliver better public services and achieve the best possible value for money for the taxpayer.

All public bodies are required to integrate the vision, values and objectives of this Strategy into their procurement strategies and practices.



Minister for Public Expenditure, Infrastructure, Public Service Reform and Digitalisation
Jack Chambers



Minister of State with responsibility for Public Procurement, Digitalisation and eGovernment
Frank Feighan



Executive Summary

Procuring for our future: National Public Procurement Strategy 2026–2030 is Ireland's first overarching national strategy for public procurement. The [Programme for Government 2025: Securing Ireland's Future](#) includes a commitment to review the public procurement process to make it more transparent and work to ensure greater participation from SMEs. This Strategy progresses this commitment. Drawing on the feedback received as part of the review – and taking account of wider policy developments at national and European Union (EU) levels – the Strategy expands its focus beyond transparency and SME participation to provide a holistic blueprint for the future direction of public procurement over the next five years. This expanded focus is reflected in the Strategy's vision: to deliver strategic, innovative, sustainable and transparent public procurement that supports SMEs, competition, value for money and better public services. Four core values underpin this vision: transparency, procuring for impact, value for money, and efficiency.

Ireland's approach mirrors a wider shift taking place across the EU. Throughout the EU, over 250,000 public authorities spend approximately 16% of annual GDP (around €2.5 trillion per year) on the purchase of goods, services and works.¹ This level of expenditure explains why

public procurement is now widely regarded as a strategic instrument of government policy.

Reflecting the insights gathered through extensive consultation (see Section V), and considering wider Programme for Government commitments, three critical outcomes for the Strategy are identified:

1. **Embed value for money**, which considers wider societal, economic and environmental outcomes and impacts.
2. **Shift in mindset**, where public procurement is used as a key policy tool and considered from the outset of policy formation.
3. **Simplification - make it easier to do business with government**, particularly for start-ups, microenterprises and social enterprises.

To deliver these outcomes, the Strategy includes 15 objectives and 51 supporting actions with corresponding Key Performance Indicators (KPIs), structured across the following five pillars:

Pillar 1 commits to **investing in our enterprise base** and sets out our ambition to optimise the use of public procurement as an investment tool, by making it easier for SMEs to participate, particularly start-ups, microenterprises and

1. Why public procurement is important, <https://single-market-economy.ec.europa.eu/single-market/public-procurement>.

social enterprises, thereby driving competition and value for money and delivering better public services.

Pillar 2 commits to **procuring for our future** and sets out our ambition for a public procurement system that supports a greener, more socially inclusive and prosperous future by embedding sustainability, innovation and resilience considerations into policy and practice.

Pillar 3 commits to **safeguarding public trust** by ensuring the public procurement system operates in a manner that is transparent, fair and legally certain, and that maintains public trust by ensuring that public money is spent in an efficient and responsible way.

Pillar 4 commits to **building capability to help the public sector deliver** and sets out our ambition for a public procurement system that fosters collaboration, problem solving and shared learning, where all public buyers have the skills, knowledge, professionalism and supports to deliver this Strategy's vision, values and objectives.

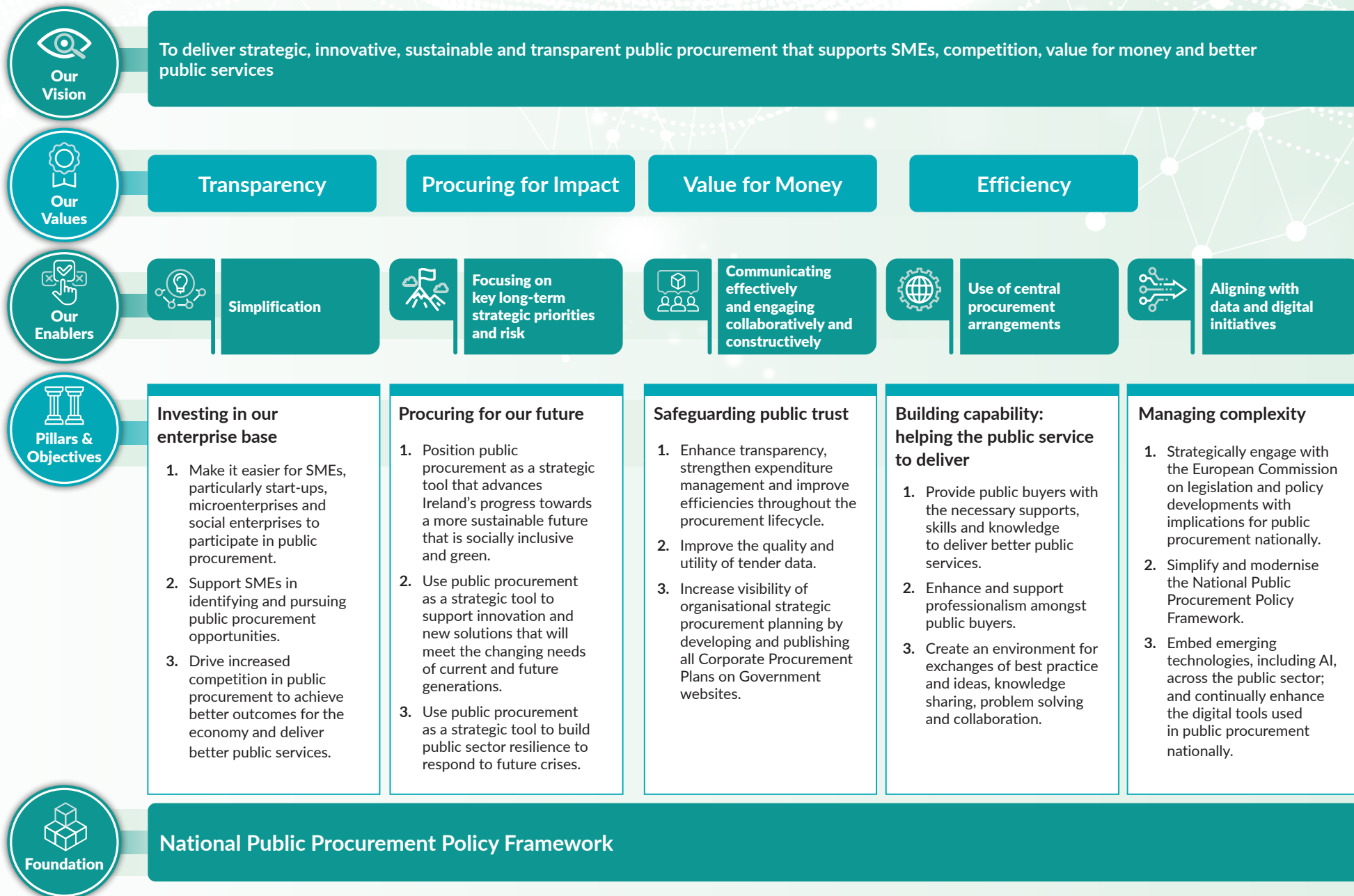
Pillar 5 commits to **managing complexity** and sets out our ambition for a public procurement system that is fully equipped to navigate and manage the increasing legislative and policy complexity. It focuses on the needs and experiences of policymakers, public buyers and suppliers, to provide greater simplification and harness digital and emerging technologies.

The public consultation identified five key enablers necessary to turn our policy ambition into a practical reality.

1. Simplification
2. Focusing on key long-term strategic priorities and risk
3. Communicating effectively and engaging collaboratively and constructively
4. Use of central procurement arrangements
5. Aligning with data and digital initiatives

These enablers are key to ensuring the successful implementation of the Strategy.





Public Procurement at a Glance Fact Sheet



€29.5 billion*

Estimated Value of contracts awarded



8,004

Number of contracts advertised

3

Median number of bids per tender



Largest Tendering Categories



Professional Services



Fleet & Plant



Minor Building works & Civils

275

Live central arrangements established by Central Purchasing Bodies



10,147

Suppliers responded to a tender



60%

% of Contracts below EU Threshold



1,948

Buyers Published a tender

88%

% of Contracts awarded to SMEs



8,826

SMEs responded to a tender

2,262

Individual suppliers who won a contract



24,341

Users of GPP Criteria Search



2,900

Attendance at Government Supplier Expo

1,383

Attendance at Procurement Officer Network



Note: All figures relate to the year 2025

* This figure represents the estimated value of all contracts awarded. It does not indicate the actual spend from those contracts. The figure is based on information entered by public bodies at the contract award stage. An action has been included in the Strategy to support public bodies in more easily entering accurate information into eTenders.



Introduction

Why public procurement matters

Public procurement is how the Government buys goods and services on behalf of those living here in Ireland.

In many key sectors such as energy, transport, waste management, community safety, the provision of health and education services, and public amenities like libraries, playgrounds and parks, public authorities are the main buyers.²

Public procurement is increasingly viewed as a strategic enabler of wider government policy. It can help with controlling public expenditure while at the same time delivering specific public sector outcomes. The public consultation identified the following as important:

- Deliver value for money through high-quality public services that meet the needs and improve the lives of the people of Ireland
- Support SMEs, particularly start-ups, microenterprises and social enterprises
- Support wider societal benefit, including accessibility, human rights, apprenticeships, and the employment of disadvantaged and underemployed people
- Drive the digital and green transitions
- Stimulate growth, drive new solutions and deliver transformational change using innovation procurement
- Support the delivery of critical infrastructure
- Support the Government's resilience to crises
- Above all, safeguard public trust



2. Why public procurement is important, <https://single-market-economy.ec.europa.eu/single-market/public-procurement>

Who is the Strategy aimed at and key outcomes?

The Strategy is aimed at public sector leaders and policymakers, as well as public buyers and suppliers. The public consultation and review identified the barriers, challenges and opportunities for public procurement in Ireland and three critical outcomes for the Strategy.³

Outcome one “A redefined approach to value for money,”

Embed best value for money as the keystone underpinning every procurement but reframe it to include looking beyond lowest price to take into account Ireland’s strategic interests, wider societal, economic and environmental outcomes and impacts. [Circular 18/2025: Value for Money Obligations](#) outlines the key mechanisms in place to assist individuals in meeting their value for money obligations. It positions value for money as a duty and a priority. Improving efficiency across the public procurement system is essential to delivering projects on time and within budget, and to providing better public services. A more agile, coordinated and effective procurement system will help secure the best value for money and deliver stronger outcomes for policy, for public bodies, for suppliers and ultimately for the people of Ireland.

Outcome two “A shift in mindset”

Shift in mindset across the public sector to view procurement as a key policy and expenditure management tool. Procurement should be considered from the very beginning of policy development – from identifying the problem to designing and delivering the solution. This also means that policy decision makers must bear in mind the potential positive and negative impacts on public procurement (including factors such as market readiness) as well as timelines and operational limitations, when setting the agenda for Programme for Government commitments and future national policies.

Outcome three “Simplification”

Simplification – make doing business with government easier for SMEs, start-ups, innovators, microenterprises and social enterprises as well as larger companies. The public sector can be the critical first customer to a small firm seeking to scale up. The Strategy will help advance the Government’s simplification agenda, bearing in mind the critical point that simplification does not mean de-regulation. Instead, it entails better regulation that maintains high ambition in terms of environmental protection, social rights, human health and other standards.

The following pages provide the collective course of action to achieve these outcomes and ensure we procure for our future.

3. Initial pre-consultation scoping exercise [Ireland’s Strategic Procurement Roadmap \(2025\)](#) (a joint project with the European Commission) which informed the public consultation for the Strategy (see Appendix).



Section I – Vision, Values and Enablers



Our Vision

To deliver strategic, innovative, sustainable and transparent public procurement that supports SMEs, competition, value for money and better public services.



Our Values

Transparency

Government recognises that public procurement can play a critical role in maintaining and building public trust. We will work to strengthen confidence in the procurement system through the provision of better data and increased visibility of how and what the State procures.

Procuring for impact

Government recognises the crucial role played by SMEs, particularly microenterprises and social enterprises, in driving economic and social prosperity. We will work to leverage the collective spending power of the public sector to drive positive change and improve the lives of the people of Ireland.

Value for money

Government is committed to value for money but recognises that value includes looking beyond lowest price to consider wider societal, economic and environmental outcomes and impacts when building infrastructure and providing services.

Efficiency

Government is committed to enshrining efficient and effective practices at the heart of public procurement in Ireland. We recognise this is critical for executing projects and programmes on time and within budget.



Delivery is at the heart of the Strategy. Stakeholders identified five enabling conditions necessary for overcoming the barriers and implementing the solutions set out in the five pillars. The Strategy is designed for the actions and enablers to reinforce each other throughout the implementation process. The five enablers are set out below.



1. Simplification

Simplification means better and smarter regulation. It is more than simplifying the regulatory environment, but also favouring speed, quality and flexibility. Making it easier for public bodies to procure goods, services and works, and for suppliers to tender for public contracts is critical to the successful implementation of the Strategy. Reducing complexity through the removal of unnecessary administrative burdens, streamlining processes and increasing the digitalisation of public procurement are central to all the actions in the Strategy.



2. Focusing on key long-term strategic priorities and risk

Crucial to the successful implementation of the Strategy is a shift in mindset across the public sector. Supporting policymakers to see procurement as integral to policy formulation from the start will help them focus on key long-term strategic priorities and risk.



3. Communicating effectively and engaging collaboratively and constructively

Effective communication at a national and local level, along with collective action across the public sector, are key enablers to delivery. These are absolute requirements to translate government policy in this Strategy into tangible results through change management.



4. Use of central procurement arrangements

Government policy is that where possible, public bodies should use central procurement arrangements. These arrangements can achieve greater value for money by generating efficiencies and enabling the public sector to procure for impact, particularly regarding the inclusion of green and social considerations.



5. Aligning with data and digital initiatives

The Government has introduced a range of policy initiatives aimed at improving data use and accessibility and ensuring Ireland is positioned to maximise the benefits and opportunities of AI and other technologies. This Strategy contributes to these initiatives⁴ that simplify the procurement process as well as improving data quality to enable greater levels of transparency and data utilisation.

4. [Public Procurement in Ireland: A Roadmap for Digital Development](#) (2025), [National Digital and AI Strategy](#), [Digital Ireland – Connecting our People, Securing our Future](#) (2026)



Section II – Pillars, Objectives and Actions



Pillar 1: Investing in our enterprise base



Our **ambition** is to optimise the use of public procurement as an investment tool, by making it easier for SMEs to participate, particularly start-ups, microenterprises and social enterprises, thereby driving competition and value for money and delivering better public services.



Our **objectives** are:

1. Make it easier for SMEs, particularly start-ups, microenterprises and social enterprises to participate in public procurement.
2. Support SMEs in identifying and pursuing public procurement opportunities.
3. Drive increased competition in public procurement to achieve better outcomes for the economy and deliver better public services.



Expected **outcomes**:

1. An increase in the number and diversity of SMEs competing for and winning public contracts, enabled by enhanced policy measures, SME-friendly procurement planning, and simplified procurement processes.
2. SMEs, start-ups, microenterprises and social enterprises can easily identify business opportunities, engage actively with government and individual public bodies, contribute to policy development and access the supports, information and engagement forums they need to compete for public contracts.
3. A more open and competitive public procurement market that attracts a broader and more diverse range of suppliers, leading to better value for money, stronger outcomes for the economy and high-quality public services.

Context to the objectives and actions

The [Programme for Government \(2025\)](#) commits to review the public procurement process to work to ensure greater participation from SMEs in Ireland.

As part of this review, the Office of Government Procurement (OGP), which operates within the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation (DPER), engaged extensively with Irish enterprises to understand the challenges they face when tendering for public contracts. The review identified practical ways to address these challenges. This feedback is reflected in Pillar 1, which expands the commitment to ensure greater participation from SMEs into a broader ambition: Investing in our enterprise base.

The actions in this pillar reflect the Government's ambition to use the collective spending power of the State as an investment mechanism to strengthen and grow our enterprise base and generate wider economic benefit. Achieving this ambition will require a whole-of-government effort across all three objectives.

Objective 1

Firstly, public bodies must make it easier for Irish businesses to tender for public contracts. This includes taking clear, planned steps – set out in their Corporate Procurement Plans – and following updated national guidance to ensure SMEs, particularly micro and small businesses and social enterprises, can compete on a level playing field. More accessible procurement increases competition, improves quality, and helps reduce costs. It also delivers broader value for money by supporting jobs, regional development, and a more diverse and resilient supply base. Bringing more local enterprises into the system can also reduce the public sector's

exposure to external supply chain disruptions.

Social enterprises can play an important role in this. They provide high-quality goods and services, strengthen local economies, help deliver social policy goals and contribute to a more diverse and resilient enterprise base. According to the report [Social Enterprises in Ireland: A Baseline Data Collection Exercise](#) (2023), there were 4,335 social enterprises with a total income of €2.34 billion in 2021. Social enterprises' income derives from a variety of sources with 31% resulting from the sale of goods and services, therefore the Department of Rural and Community Development and the Gaeltacht (DRCDG) and the OGP will collaborate on pathways to increase the participation of social enterprises.

To ensure that the specific needs of social enterprises are considered along with SMEs in the development of procurement policy, DRCDG and a social enterprise representative will join the SME Advisory Group. Realising the full benefits of greater social enterprise participation will depend on buyers being aware of these opportunities. To this end, DRCDG and the OGP will develop information sessions for public buyers to promote the benefits of social enterprises.

Objective 2

Secondly, public bodies must support SMEs in identifying and pursuing opportunities. This requires collective action across the system, and a series of targeted initiatives are introduced to help businesses access opportunities more easily and develop the capability they need to compete.

Building on the success of Ireland's first Government Supply Expo in November 2025, which brought together 2,900 participants for networking, tailored presentations and panel discussions, the OGP will host a national

supplier exhibition every two years. Clear guidance and communication materials will be developed to help SMEs identify relevant tenders and understand the procurement process. Engagement will be strengthened at both national and local levels. Periodic supplier sentiment surveys, starting in 2027, will capture feedback on the supplier experience and identify areas for improvement. In parallel, supports will be developed for public bodies to help them improve communication and early engagement with suppliers.

To build wider supplier capability, the OGP will deliver focused information sessions on procurement essentials for SMEs, including social enterprises, interested in selling to government.

Objective 3

Thirdly, a strong and competitive enterprise base is essential to achieving better value for money, delivering higher quality goods, services and works. This helps attain better outcomes for the economy and deliver better public services.

Four actions have been carefully devised to drive increased competition in public procurement.

The OGP will take a data-driven approach to understand where supplier participation is low and where targeted interventions can have the greatest impact. In response to feedback from small firms, the Strategy also includes support for consortium bidding, enabling smaller suppliers to combine their skills and resources to compete for larger contracts. The Competition and Consumer Protection Commission (CCPC) and OGP will work together to raise awareness of this option.

The remaining actions focus on proportionate tender design, which plays a critical role in enabling competition and avoiding market narrowing. DPER will promote appropriate standards for public works and works-related services through the training arm of the Construction Sector Capacity and Procurement Unit (CSCP). The CSCP will also encourage the use of design contests, which can support greater competition by attracting a wider and more diverse pool of service providers than traditional approaches to procurement.



Objective	Action	Lead Department/ Agency	Timeline	KPI
Make it easier for SMEs, particularly start-ups, microenterprises and social enterprises, to participate in public procurement.	A1.1 All Departments & bodies under their aegis to set out in their Corporate Procurement Plans (CPP) the steps they will take to promote the participation of SMEs.	All Departments & bodies under their aegis	Following publication of updated CPP Information Note, expected Q4 2026	All Departments & bodies under their aegis will include a dedicated section when updating their CPPs by the end of Q2 2027.
	A1.2 DPER to revise its guidance for public bodies on the steps they can take to promote SME participation in public procurement.	DPER	Commencing 2027	DPER will revise and issue guidance by the end of Q4 2027.
	A1.3 DRCDG and representatives from the social enterprise sector to join the SME Advisory Group.	DPER/DRCDG	Q2 2026	DRCDG and representatives from the social enterprise sector to join the SME Advisory Group in Q2 2026.
	A1.4 Develop briefing sessions for public buyers to promote awareness of opportunities provided by increasing the participation of social enterprises in public procurement.	DPER	Commenced Q2 2026	DPER/DRCDG to hold a minimum of one information session a year starting in 2026.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Support SMEs in identifying and pursuing public procurement opportunities.	A1.5 Starting from 2027, DPER to host a supplier exhibition every two years.	DPER	Every two years, from 2027	DPER will hold supplier exhibitions in 2027 and 2029.
	A1.6 Guidance and communication material will be developed and shared to support SMEs in identifying public procurement opportunities.	DPER/DETE	Commenced Q2 2026	DPER to publish updated guidance and communication material, co-developed with DETE and the SME Advisory Group, by end of Q1 2027.
	A1.7 Support initiatives that increase the participation of social enterprises in public procurement.	DPER/DRCDG	Commenced Q2 2026	DPER and DRCDG to collaborate on a minimum of one initiative per year starting in 2026.
	A1.8 Deliver targeted information sessions on procurement essentials to build the capability of suppliers interested in selling to government.	DPER	Commencing Q3 2026	DPER to deliver a minimum of three information sessions each year starting in 2026.
	A1.9 To improve supplier engagement at a national level, starting from 2027, DPER to undertake periodic supplier sentiment surveys.	DPER	Commencing 2027	DPER to undertake first supplier survey in 2027.
	A1.10 DPER to develop supports for public buyers aimed at improving communication with suppliers, with an initial focus on preliminary market engagement and feedback.	DPER	Commencing Q1 2027	DPER to develop supports on preliminary market engagement and feedback by end of Q2 2027.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Drive increased competition in public procurement to achieve better outcomes for the economy and deliver better public services.	A1.11 Promote awareness amongst suppliers of the possibilities afforded by consortium bidding.	DPER/CCPC	Commencing 2027	DPER and CCPC to hold minimum of one event each year from 2027.
	A1.12 Use eTenders data to measure SME participation, identify low competition sectors and take steps to promote greater supplier participation as appropriate.	DPER	Commencing Q3 2026	DPER to measure SME participation and identify the number of low competition sectors and present findings to the Public Procurement Advisory Council by end of Q2 2027.
	A1.13 Promote awareness of appropriate and proportionate standards to set in public works procurement.	DPER	Practitioner Training programme to commence Q3 2026. Community of Practice events to commence Q3 2026.	Enrolment will open for Practitioner Training in Q2 of 2026.
	A1.14 Promote the use of design contests to increase the level of participation in public works procurement.	DPER	Publication of guidance on the use of design contests in Q2 2026.	Use of design contest procedure to be tracked via eTenders post Q2 2026.



Pillar 2: Procuring for our future



Our **ambition** is for a public procurement system that supports a greener, more socially inclusive and prosperous future by embedding sustainability, innovation and resilience considerations into policy and practice to deliver greater value within existing budgets.



Our **objectives** are:

1. Position public procurement as a strategic tool that advances Ireland's progress towards a more sustainable future that is socially inclusive and green.
2. Use public procurement as a strategic tool to support innovation and new solutions that will meet the changing needs of current and future generations.
3. Use public procurement as a strategic tool to build public sector resilience to respond to future crises.



Expected **outcomes**:

1. Public procurement is embedded as a strategic lever that actively drives the delivery of national sustainability goals, demonstrated by an increased uptake of green public procurement and socially responsible public procurement practices.
2. Innovation procurement is embedded as an established practice for supporting improvements in public sector delivery, leading to the provision of better designed, agile public services that are resilient to emerging societal needs.
3. Procurement risk management is incorporated into organisational strategic planning, strengthening the public sector's ability to withstand and respond to future crises and ensuring the continuity of essential public services.

Context to the objectives and actions

Procuring for our future means embedding social, environmental, innovation and resilience considerations into current public procurement policy and practice. This ensures that today's purchasing decisions generate positive long-term outcomes for Irish society. Pillar 2 complements Pillar 1 and reflects the Government's ambition to position public procurement as a strategic tool to progress Ireland's path towards a more sustainable, inclusive and competitive future. This ambition

should be pursued within existing budgetary allocations, ensuring that the use of public procurement to deliver wider societal and environmental outcomes remains consistent with expenditure control principles and delivers value for money. Procuring for our future also recognises the role that public procurement can play in building public sector resilience to withstand and respond to future crises. This overall approach is reflected in three objectives focused on maximising procurement's contribution to a greener, fairer and more prosperous future.

Objective 1

Green Public Procurement (GPP) plays a central role in driving Ireland's progress towards a more sustainable and socially inclusive future. This Strategy looks to build on the progress made through recent GPP policy initiatives⁵ and aims to embed broader sustainability requirements into public procurement in Ireland. To ensure coherence across the procurement system, and to provide clarity for public buyers and suppliers, the Department of Climate, Energy and the Environment (DCEE) and the OGP will work closely to align future GPP policy interventions with this Strategy, including through the development of the second iteration of the [GPP Criteria Search](#) tool. Since its launch in November 2022, 72,000 users have accessed the tool, underscoring the demand for practical supports for implementing GPP practices. A user-centric design approach will guide development of the new tool to ensure that the solution enhances user experience and further simplifies the implementation of GPP. Building on this momentum, a new reporting tool - utilising the methodologies being developed by the Sustainable Energy Authority of Ireland - will assess the Global Warming Potential of the Exchequer-funded projects developed as part of the National Development Plan. This tool will support more sustainable and better-informed decision making on public works projects.

Embedding Socially Responsible Public Procurement (SRPP) practices helps ensure that public spending delivers value for money while also supporting wider government social policy goals. By integrating SRPP into procurement processes, public bodies can achieve positive social outcomes and broader socio-economic benefits. At a local level, SRPP can help build stronger more

inclusive communities through approaches such as Community Wealth Building. At a national level, it serves as an important tool for advancing the Government's social policy objectives. In 2025, 4.6% of published tenders included SRPP. This Strategy aims to support wider adoption across the public sector, with an ambition to move towards 10% of public contracts incorporating SRPP over its lifetime. This is an evolving ambition, which will be informed by buyer and supplier implementation experience and value for money considerations. All public bodies are encouraged to incorporate this voluntary target into their individual Corporate Procurement Plans. Progress will be reviewed at the mid-term point in 2028, with a full evaluation by the OGP in 2029. This will assess overall performance and determine whether additional measures are required in the next Strategy period to strengthen the use of SRPP, taking account of value-for-money considerations and the application of the SME Test. Building on the success of the GPP Criteria Search tool, the OGP will undertake a feasibility study on the development of a digital SRPP Criteria Search tool to help buyers implement SRPP.

The Community and Voluntary (C&V) sector plays an important role in every facet of public life in Ireland, and are significant providers of social, community and personal services procured by public bodies. In 2022, the Government adopted a set of values and principles for collaboration and partnership with the C&V sector. DRCDG led a mapping exercise on commissioning practices which flagged insufficient awareness of public procurement rules. In response, DRCDG and the OGP will develop an Information Note for public bodies on the commissioning of services provided by the C&V sector to help maximise societal value.

5. [Buying Greener: Green Public Procurement Strategy and Action Plan \(2024-2027\)](#); and the [Whole of Government Circular Economy Strategy 2026-2028: Accelerating Action](#)

The [National Human Rights Strategy for Disabled People 2025-2030](#) reinforces the Disability Act 2005 by reiterating the need for accessibility to be specified as a key requirement in procurements, except in duly justified cases. The National Disability Authority (NDA) monitors compliance and promotes the application of a Universal Design approach to move beyond minimal accessibility requirements. This approach ensures that goods, services and works can be accessed and understood by the widest range of users, including persons with disabilities. The NDA and the OGP will collaborate to enhance public buyers' awareness and understanding of their legal responsibilities to incorporate accessibility requirements into their procurements.

A key element of a sustainable future for Ireland is the Government's implementation of the Official Languages Acts 2003 and 2021 ([GA/EN](#)) ("the Act"). Incorporating the wider objectives of the Act into future Public Procurement Guidelines will support government efforts to embed the Irish language as an integral part of the public sector and empower Irish speakers to use Irish when accessing services.

Objective 2

Procuring for the future means recognising that the choices we make today will shape the public sector's ability to meet evolving societal needs. Innovation procurement has the potential to revolutionise the way public bodies purchase goods and services. It can help the public sector tackle complex challenges, by incentivising the market to develop innovative solutions. Traditional procurement usually focuses on buying established products or

services with fixed specifications. In contrast innovation procurement focuses on the outcomes we want to achieve. It gives public bodies the opportunity to stimulate the market so suppliers can create new or improved ways of meeting complex needs. Public bodies can act as early adopters of innovative solutions, including those requiring research and development, and thereby create opportunities for start-ups.

A key objective of [Connecting Government 2030: A Digital and ICT Strategy for Ireland's Public Service](#) is to challenge ourselves to look afresh at solving difficult problems and build innovative solutions which put the public and users at the centre. It includes driving wider Government priorities to bring significant public value benefits. The OGP and the Office of the Government Chief Information Officer (OGCIO), will use innovation procurement to source digital solutions to support delivery of this objective.

Innovation Procurement can deliver transformational change in how public services are designed and delivered, but steps are required to support the public sector to realise this potential. The public consultation for the Strategy highlighted a low awareness of innovation procurement, both in terms of what it is and how it can be leveraged as a strategic tool. Therefore, two targeted actions are designed to close this knowledge gap. Firstly, the OGP will set up a working group to promote a culture of innovation and encourage knowledge sharing across the public sector. This group will include policy leads from relevant government departments and innovation and R&D experts from key State agencies. Secondly, a culture of innovation will be supported by showcasing practical, real-world examples at high-profile events such as Public Service Transformation Week.



Objective 3

Challenges brought about by crises such as the Covid-19 pandemic, war and geopolitical uncertainty impacting trade, have highlighted the importance of a resilience component to public procurement strategic planning to ensure future crises preparedness of the system. To promote proactive identification and management of procurement related risk, an action has been included for government

departments and the bodies under their aegis to integrate risk management into their Corporate Procurement Plans. This will enhance the overall robustness of the public sector and strengthen its capacity to respond to future crises. To support implementation of this action, updated guidance on incorporating risk management will be provided in the revised Corporate Procurement Plan Information Note.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Position public procurement as a strategic tool that advances Ireland's progress towards a more sustainable future that is socially inclusive and green.	A2.1 Continue to support the implementation of Green Public Procurement (GPP) practices by developing GPP Criteria Search tool V2.	DPER	Commenced Q2 2026	DPER to develop GPP Criteria Search V2 to replace V1 by end of Q1 2027.
	A2.2 Align future GPP policy with this Strategy.	DCEE/DPER	Ongoing	DPER and DCEE to ensure that future GPP policies initiated during the lifetime of this Strategy are aligned to this Strategy.
	A2.3 Develop a reporting tool that will utilise the methodologies being developed by SEAI to assess the Global Warming Potential of Exchequer-funded NDP projects to aid sustainable decision making on public works projects.	DPER	Pilot Q4 2026	Reporting portal limited to participants of the pilot by Q4 of 2026.

Objective	Action	Lead Department/ Agency	Timeline	KPI
	A2.4 Support progress towards increasing the proportion of public contracts incorporating social considerations, in line with the Strategy's ambition to move towards 10% over its lifetime. This will be enabled by enhanced national guidance and tools, capability building initiatives, and monitored through eForms. DPER to undertake an evaluation of progress in 2029 and consider the need for additional measures to promote the use of SRPP, taking into account value for money considerations and the application of the SME Test.	DPER	Commencing 2027	The percentage of tenders that include social considerations increases annually, reaching 10% by the end of the Strategy period.
	A2.5 Undertake a feasibility study on the development of a digital Socially Responsible Public Procurement Criteria Search tool.	DPER	Commencing Q3 2026	DPER to complete feasibility study by the end of Q4 2026.

Objective	Action	Lead Department/ Agency	Timeline	KPI
	A2.6 Enhance public buyers' awareness and understanding of their legal responsibilities to incorporate accessibility requirements into their procurements. This will include supporting public bodies to meet statutory obligations, including through the application of a Universal Design approach.	National Disability Authority/DPER	Commencing 2027	DPER/NDA to hold a minimum of one information session a year starting from 2027.
	A2.7 DRCDG and DPER (OGP) to collaborate on the preparation of an Information Note for public bodies on the commissioning of social, community and personal services by the community and voluntary sector, to maximise societal value, with OGP input focusing on the application of the public procurement legal and policy framework and alignment with this Strategy.	DRCDG/ DPER	Commencing 2027	DRCDG and DPER to prepare Information Note by end of Q4 2027.

Objective	Action	Lead Department/ Agency	Timeline	KPI
	A2.8 Working with Departments, in line with their areas of policy responsibility, DPER will take steps to promote awareness of the use of public procurement to deliver wider government objectives promoting social inclusion.	DPER	Commenced Q2 2026	DPER will engage all Departments with relevant policy responsibility on the use of public procurement to support social inclusion by the end of Q3 2026.
	A2.9 Update Public Procurement Guidelines for Goods and Services to reflect ongoing work under the National Action Plan for Irish Language Public Services, and under the Official Languages Acts 2003-2021 in general.	DPER/DRCDG	Commencing Q3 2026	DPER to publish updated Guidelines by end of Q4 2026.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Use public procurement as a strategic tool to support innovation and new solutions that will meet the changing needs of current and future generations.	A2.10 Establish an innovation procurement working group to support a culture of innovation and enable knowledge sharing throughout the public sector.	DPER	Commencing Q3 2026	DPER to establish Innovation procurement group by the end of Q3 2026.
	A2.11 Promote a culture of innovation across the public sector to support the delivery of better public services, including by showcasing innovation procurement during Public Service Transformation Week.	DPER	Commencing Q4 2026	DPER to showcase innovation procurement during Public Service Transformation Week each year starting from 2026.
	A2.12 Drive Government ambitions to use innovation procurement to source digital solutions to deliver better public services.	DPER	Ongoing from Q2 2026	DPER to support procurement projects on an on-demand basis.
Use public procurement as a strategic tool to build public sector resilience to respond to future crises.	A2.13 All Departments & bodies under their aegis to incorporate risk management into their Corporate Procurement Plans.	All Departments & bodies under their aegis	Following publication of updated CPP Information Note, expected Q4 2026.	All Departments & bodies under their aegis will include a dedicated section on risk when updating their CPPs by the end of Q2 2027.



Pillar 3: Safeguarding public trust



Our **ambition** is for a public procurement system that is transparent, fair and legally certain, that earns and maintains public trust by ensuring that public money is spent in an efficient and responsible way.



Our **objectives** are:

1. Enhance transparency, strengthen expenditure management and improve efficiencies throughout the procurement lifecycle.
2. Improve the quality and utility of tender data.
3. Increase visibility of organisational strategic procurement planning by developing and publishing all Corporate Procurement Plans on Government websites.



Expected **outcomes**:

1. A public procurement system that enhances transparency throughout the procurement lifecycle, strengthening public trust and supplier confidence.
2. A public procurement system that provides accurate, complete and reliable tender data, enabling greater confidence in how procurement decisions are made and how public money is spent.
3. A public procurement system where strategic procurement planning is embedded across all government departments, aligned to the vision, values and objectives of this Strategy, and transparently published, thereby strengthening public and supplier trust in how procurement decisions are managed.

Context to the objectives and actions

The Programme for Government commits to review the procurement process to make it more transparent. As part of this review, the OGP consulted with suppliers and the wider public, to understand the main challenges and opportunities around transparency in public procurement. It is recognised that, in some instances, there is a need for a balance to be struck between promoting transparency and

protecting the legitimate interests of both public bodies and suppliers. As a guiding principle, public bodies should maximise transparency at all stages of the procurement process and in their corporate procurement planning. Different elements of transparency – relating to the procurement process, procurement data and organisational strategic planning – have been consolidated into a broader pillar targeted at safeguarding public trust. Transparency is one of the core values governing the Strategy.

Objective 1

Safeguarding public trust requires a disciplined and evidence-based approach to public spending and effective expenditure control. This includes considering at the outset whether a procurement is necessary, ensuring that the requirement is clearly justified and that all options are assessed to identify the most efficient, effective and economical solution. Where a procurement is deemed necessary, public bodies should prioritise approaches that deliver best value for money, including, where appropriate, the use of digital and AI-enabled solutions to enhance efficiency, reduce costs and improve service delivery. Public procurement also plays an important role in supporting effective budget oversight through the robust management and monitoring of contracts to ensure that expenditure is controlled, outcomes are delivered as intended, and value for money is maintained throughout the lifecycle of the contract, from award through to delivery and performance monitoring. This overall approach to sound expenditure management should be

embedded in procurement planning, decision-making and contract management practices across the public sector.

Enhancing transparency throughout the procurement lifecycle is a core legal requirement, enshrined in the Treaty on the Functioning of the EU. Four actions have been included with the aim of enhancing transparency and legal certainty: two focusing on accessible data and two aimed at strengthening trust and integrity within the procurement.

In recognition that creating easy access to high-quality procurement data is essential to building and maintaining public trust, the OGP will develop a publicly accessible data-analytics website providing visual metrics of public procurement information. This website will provide a consolidated overview of public procurement activity across the public sector and make national data openly available for scrutiny. Recognising that planned transparency measures - which relate to tendering and contract award data - do not



provide a complete picture of actual public expenditure, the OGP is taking steps to enhance transparency in public procurement expenditure by systematically capturing relevant spend data across Departments and public service bodies. The initial phase will involve establishing data sharing arrangements with key public bodies, with later phases focusing on analysis and dissemination of findings and insights. To further support transparency, the OGP will also lead Ireland's participation in the Public Procurement Data Space (PPDS). The PPDS is a flagship initiative launched by the European Commission in 2024. It centralises public procurement data from Tenders Electronic Daily and national databases across the EU. Benefits of membership include modernised and simpler reporting, improved data capture and analysis, enhanced benchmarking and increased transparency.

Trust in the procurement system depends on providing suppliers with accessible and credible avenues through which their concerns about procurement processes can be addressed in an impartial, confidential and timely manner. The Tender Advisory Service (TAS) provides an informal route for suppliers to raise concerns in relation to perceived barriers, particularly those that are affecting the ability of SMEs to compete for government contracts. The OGP will undertake a review of TAS to assess its contribution to resolving suppliers' concerns and evaluate whether its current design and operation remain sufficient and appropriate to address the barriers for small firms. It is important that the full benefits of the competitive procurement process are realised in order to ensure value for money and the highest quality of public services. Collusive tendering, or bid-rigging, is a form of illegal anticompetitive behaviour. The Competition and Consumer Protection Commission (CCPC) is the statutory body responsible for promoting compliance with, and enforcing, competition and consumer protection law in Ireland. The

CCPC and the OGP will collaborate to promote awareness of collusive tendering amongst public buyers and suppliers.

One of the enablers of the Strategy is the use of central procurement arrangements. By aggregating the State's buying power, these arrangements deliver greater value for money by generating administrative savings, reducing duplication of effort and improving process efficiencies. To ensure these benefits are fully realised, an action has been included for Central Purchasing Bodies to maximise opportunities for aggregation, actively promote the uptake of their central procurement arrangements within their own sectors and more broadly, where appropriate, and report on the use of these arrangements.

Objective 2

Any measures aimed at increasing transparency in the publication of public procurement data must be accompanied by steps to improve the quality of that data. eTenders is the national digital procurement platform used by public bodies to publish tender opportunities and manage procurement processes in a compliant, transparent, and standardised manner. It is also the central repository for national public procurement electronic tendering data. Transparency depends on public bodies inputting complete and accurate data at both the tender publication stage and the contract-award stage. The publication of incomplete or inaccurate data risks eroding rather than safeguarding public trust. Reliable procurement data builds public confidence in how decisions are made and how public funds are used. The improvement of data quality brings two further benefits. Firstly, reliable procurement data can provide a robust evidence base for informed procurement policy development. Secondly, it allows for effective monitoring of this Strategy's implementation.



Three actions have been included to improve the quality and utility of tender data. These actions reflect the OGP's role as administrator of eTenders. In 2026, the OGP will commence development of a Data Management Plan. This plan, which will align with the Open Data Strategy 2023-2027, will support the provision of standardised and interoperable data, making information easier to share, analyse, and report on. New public procurement notices, known as eForms, were implemented on eTenders in October 2023 and have since been updated and expanded. Pre-populating information from data already captured on eTenders minimises the effort in completing notices. However, not all information can be pre-populated or validated by the system. Public bodies therefore play an important role in ensuring that high quality and accurate data is returned. To support public buyers to do this effectively, the OGP will identify ways to make data entry easier, more accurate and complete. The OGP will use eTenders data to evaluate the efficacy of these eForms, assess their contribution to closing gaps in procurement data, and understand their impact

on public procurement nationally. This analysis will help to inform future implementation of notices that may be amended because of the anticipated revision of the public procurement rules.

Objective 3

When public bodies publish their procurement plans, they increase public trust in how the State plans and manages its procurement activities. They are also providing a visible project pipeline for Irish businesses. As set out in Pillars 1 and 2, developing a Corporate Procurement Plan (CPP) will assist each body with their strategic planning and make it easier to identify procurement priorities and risks early. Publishing CPPs will ensure coherence across the public sector and help public bodies implement the Strategy's objectives. Central government departments will lead by example by publishing their CPPs centrally. To support this requirement, the OGP will update its Corporate Procurement Plan Information Note.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Enhance transparency, strengthen expenditure management and improve efficiencies throughout the procurement lifecycle.	A3.1 Join the European Commission's Public Procurement Data Space.	DPER	Commencing 2026	Ireland will have joined the European Commission's Public Procurement Data Space Q2 2028.
	A3.2 Develop a publicly accessible OGP data-analytics website providing visual metrics of public procurement tender and spend data.	DPER	Commenced Q2 2026	Pilot platform established by end of Q3 2026, sufficiently specified for a consultation phase with internal stakeholders. Website developed (publicly accessible) using user-centric design and providing visual metrics of public procurement trends using eTenders data by Q4 2026. Ongoing capture of public procurement spend data in Q1 2027 will provide increased analysis and visual metrics of Public Procurement Spend on the OGP Data Analytics Website by Q2 2027. Ongoing expansion of Data Sharing Agreements between OGP and PSBs aims to capture approx. 80% of Procurement Spend in the State.

Objective	Action	Lead Department/ Agency	Timeline	KPI
	A3.3 Undertake a review of the Tender Advisory Service.	DPER	Commencing 2027	DPER to publish review by end of Q4 2027.
	A3.4 Take steps to promote awareness of collusive tendering, including bid-rigging.	CCPC/DPER	Commencing Q4 2026	CCPC to develop and publish bid-rigging information, run series of webinars over the lifetime of the Strategy.
	A3.5 Central Purchasing Bodies to maximise opportunities for aggregation across their procurement categories, actively promote the uptake of their central procurement arrangements within their own sectors and more broadly, where appropriate, and report on the use of these arrangements - via the Procurement Executive - to the Public Procurement Advisory Council.	All Central Purchasing Bodies	Ongoing	CPBs to report on use of their central arrangements on an annual basis.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Improve the quality and utility of tender data.	A3.6 Develop internal public procurement data management plan for the OGP.	DPER	Commenced Q2 2026	OGP Data Management Plan established and communicated to relevant stakeholders.
	A3.7 Identify and implement mechanisms that will enable buyers to complete procurement notices more easily, accurately and completely, thereby improving the quality and accuracy of data captured.	DPER	Ongoing	DPER to observe an increase in the quality of data over the lifetime of the Strategy.
	A3.8 Use eTenders data to evaluate the efficacy of eForms to assess their impact on closing gaps in procurement data, and their impact on public procurement nationally.	DPER	Commencing 2027	DPER to prepare a report on the efficacy for the PPAC by end of 2027.
Increase visibility of organisational strategic procurement planning by developing and publishing all Corporate Procurement Plans on Government websites.	A3.9 All Departments and bodies under their aegis to prepare and publish annual or multi-annual Corporate Procurement Plans, which will be made available centrally.	All Departments & bodies under their aegis	Following publication of updated CPP Information Note, expected Q4 2026.	All Departments & bodies under their aegis to publish their CPPs by the end of Q2 2028.
	A3.10 Review Information Note on Corporate Procurement Plans to support implementation of the Strategy.	DPER	Commencing Q3 2026	DPER to publish updated Information Note by the end of Q4 2026.



Pillar 4: Building capability: helping the public sector to deliver



Our **ambition** is for a public procurement system that fosters collaboration, problem solving and shared learning, where all public buyers have the skills, knowledge, professionalism and supports to deliver this Strategy's vision, values and objectives.



Our **objectives** are:

1. Provide public buyers with the necessary supports, skills and knowledge to deliver better public services.
2. Enhance and support professionalism amongst public buyers.
3. Create an environment for exchanges of best practice and ideas, knowledge sharing, problem solving and collaboration.



Expected **outcomes**:

1. A well-supported and empowered community of public buyers equipped with the required skills, supports and knowledge to deliver strategic, innovative, sustainable and transparent procurement that puts into practice the Strategy's values and objectives and supports SMEs, competition, value for money and better public services.
2. A recognised and consistent standard of professional competency is embedded across the public procurement service, with buyers demonstrating competence proportionate to the value, risk and nature of the procurement they undertake.
3. A connected and collaborative public procurement community where buyers routinely share knowledge and best practice, supported by regular, structured opportunities for networking and peer learning.

Context to the objectives and actions

Public buyers require the right skills, knowledge and supports to implement this Strategy and deliver its vision. Therefore, Pillar 4 focuses on building capability across the public sector by equipping buyers with the necessary tools to drive transformative change in how the State procures. This includes taking steps to enhance professionalism amongst public buyers and creating an environment for exchanges of best practice and ideas, knowledge sharing, problem solving and collaboration.

The Irish procurement system includes public bodies with heavily centralised procurement functions – where procurement professionals undertake most procurements – as well as bodies that operate decentralised models, with individual business units procuring on an ad hoc basis. Approximately 82% of eTenders users advertised one to two tenders only in 2025. It is critical that anyone procuring

goods, services and works has a level of competence proportionate to the value, risks and complexity associated with the procurement they are undertaking. The levels of competence and supports required will vary accordingly. Public bodies should ensure they have the right skills, capability and governance structures needed to deliver procurement effectively, ensuring that these are aligned and proportionate to the scale and nature of their procurement activity.

Objective 1

The first three actions in Pillar 4 are designed to equip the infrequent public buyer with a basic understanding of the importance and key elements of public procurement. The OGP will develop an eLearning module to deliver procurement basics. This module will provide a foundation level of learning for all procurers, but it is primarily targeted at those buyers that procure straightforward goods and services on an infrequent basis. Any buyer procuring on a



more frequent basis or undertaking complex procurements should complete formal training to aid their professional development.

The OGP delivers Procurement Essentials information sessions on a regular basis throughout the year. These sessions are designed to give those new to public procurement, or infrequent public buyers, clear and practical guidance, including how to use central procurement arrangements and understand the set of standardised templates and documentation. To further support the public sector to implement the Strategy, the OGP will expand Procurement Essentials to include amongst others, thematic masterclasses covering sustainable public procurement, accessibility, corporate procurement planning, risk management, SME and social enterprise friendly approaches. A National Public Procurement Knowledge Hub will be established as a trusted, user-friendly central resource to support the public sector in implementing the Strategy.

Objective 2

Professionalising the public procurement function has been recognised at an EU and international level⁶ as being critical to ensuring value for money, efficiency and maximising the wider economic and societal impact of public procurement. It is crucial that public sector bodies have the necessary organisational capabilities to buy effectively, achieving value for money and underpinning citizen's trust in public procurement. Public procurement professionalisation and capability building can be achieved by:

- Providing a definition of the baseline competence and skills required by public procurement practitioners, to set clear standards.

- Assessing capability within the procurement ecosystem.
- Establishing skills building pathways with industry and institutional bodies.

To enhance and support professionalism among public buyers, the OGP will examine appropriate capability-building pathways for public sector buyers. As part of this process, standards in relation to the knowledge and skills required by public buyers will be explored and pathways to increase procurement skills in line with professional standards will be identified.

Objective 3

Building capacity includes creating opportunities for public buyers to collaborate through the exchange of ideas, experience and knowledge. To foster a more collaborative and cohesive public procurement environment, the OGP will host a public buyer conference every two years. These events will provide public buyers with the chance to network and learn from peers. They will also serve as a platform for the OGP and partner public bodies to showcase examples of best practice and allow for discussion and debate on key issues.

The Procurement Network, hosted by the OGP is a dedicated forum which was established to support public sector buyers, budget holders, and procurement officers across the public sector. Since 2021, hybrid Procurement Network events, have taken place quarterly across the country, attracting on average 400 participants. To further strengthen knowledge sharing, the OGP will review current Procurement Network offerings and work to establish communities of practice and peer learning events.

6. For example, see [Commission Recommendation \(EU\) 2017/1805 of 3 October 2017 on the professionalisation of public procurement](#) and [Professionalising the public procurement workforce \(OECD 2023\)](#)

Objective	Action	Lead Department/ Agency	Timeline	KPI
Provide public buyers with the necessary supports, skills and knowledge to deliver better public services.	A4.1 Develop an eLearning module to deliver procurement basics to public buyers.	DPER	Commencing Q1 2027	DPER to develop eLearning module by end of 2027.
	A4.2 DPER to expand its procurement essentials offering to buyers to support the implementation of the Strategy.	DPER	Commencing 2027	DPER to hold a minimum of four information sessions each year starting from 2027.
	A4.3 DPER to establish a National Public Procurement Knowledge Hub.	DPER	Commencing Q3 2026	DPER to establish a National Public Procurement Knowledge Hub by end of 2027.
Enhance and support professionalism amongst public buyers.	A4.4 Continue the procurement professionalisation and reform agenda across the Public Sector to ensure all staff have the necessary skills to better serve our people. This will be achieved by: - Defining the competence and skills required by public procurement practitioners. - Assessing capability within the procurement ecosystem. - Establishing skills building pathways with industry and institutional bodies.	DPER	Ongoing	Identification of public procurement competence and skills standards Availability of a procurement capability review assessment Availability of skills building interventions to support public procurement competence and skills.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Create an environment for exchanges of best practice and ideas, knowledge sharing, problem solving and collaboration.	A4.5 DPER to host a public buyer conference every two years.	DPER	Commencing 2027	DPER will hold public buyer conferences in 2027 and 2029.
	A4.6 DPER to review current Procurement Officer Network offerings with the intention of establishing Communities of Practice and Peer Learning Events for public buyers to provide a forum for knowledge sharing and capability building.	DPER	Commencing Q3 2026	DPER to undertake review of current Procurement Network offerings to provide a forum for knowledge sharing and capability building by the end of 2026.





Pillar 5: Managing complexity



Our **ambition** is for a public procurement system that is fully equipped to navigate and manage increasing legislative change and policy complexities by focusing on the needs and experiences of policymakers, public buyers and suppliers, enabling greater simplification, and harnessing digital and emerging technologies.



Our **objectives** are:

1. Strategically engage with the European Commission on legislation and policy developments with implications for public procurement nationally.
2. Simplify and modernise the National Public Procurement Policy Framework.
3. Embed emerging technologies, including AI, across the public sector; and continually enhance the digital tools used in public procurement nationally.



Expected **outcomes**:

1. Ireland's priorities are reflected in the development of EU legislation and related policy initiatives, ensuring that emerging rules support simplification, flexibility and effective implementation at national level.
2. A modernised and accessible framework, that reduces complexity and supports effective application of public procurement policy as the framework continues to evolve.
3. Public bodies are supported in using emerging technologies and in contributing, alongside suppliers, to the enhancement of user-centred digital tools, ensuring that digital platforms remain responsive to the needs and experiences of public buyers and suppliers.

Context to the objectives and actions

As the public procurement landscape in Ireland becomes increasingly complex, driven in large part by a growing body of EU legislation and policy developments with public procurement implications, steps are required to help public bodies manage this complexity effectively. Pillar 5, which is closely aligned with the Simplification enabler, focuses on strategic engagement with the European Commission to promote simplification and ensure that public bodies are supported through any legislative

or policy changes. A further key element of this simplification will be the revision of the National Public Procurement Policy Framework, the current set of legislation, circulars and guidance for public procurement. This Framework is used as a shorthand to reference the procurement rules in Ireland. It needs to be modernised and replaced to reflect the changes at EU and national levels, and to maintain a coherent structure that integrates procurement policy, legislation and guidance together in an accessible way. Pillar 5 also recognises the important role of emerging technologies, including AI and other

digital tools, in simplifying the procurement process for both public bodies and suppliers. Harnessing these technologies will help ensure that Ireland's procurement system is responsive to this increasingly complex environment.

Objective 1

Ireland engages strategically with the EU through a range of formal channels. This active participation is crucial to ensuring that Ireland's interests, priorities and perspectives are reflected in emerging EU legislation and policy. The EU procurement regime is being revised. While the final form that the new rules will take has not yet been decided at the time of publication, the European Commission has signalled a change from the current form. This revision takes place against the backdrop of a growing body of EU legislation that increasingly leverages public procurement as a tool to advance wider EU priorities, potentially adding further complexity to the legislative landscape that public buyers must navigate.

Ireland's position in the negotiations on the new procurement rules, as well as its approach to wider legislative initiatives that rely on public procurement as a policy lever, has been informed by extensive consultation with national stakeholders, including public buyers and suppliers. Reflecting the feedback received and Ireland's priorities – and as recognised in Action 25 of the [Accelerating Infrastructure Report and Action Plan](#) – Ireland will support a revision of the EU public procurement legal framework that promotes simplification, enhances flexibility, and strengthens competition.

The OGP will draft any new national legislation arising from the revision of legislation relevant to public procurement in a timely manner, providing early clarity to stakeholders on forthcoming obligations. In addition, the OGP

will take steps to support public buyers and suppliers through any regulatory change. This will include updating the [Public Procurement Guidelines for Goods and Services](#) and undertaking a communications campaign to promote awareness, understanding and effective application of the new rules.

Objective 2

Managing complexity in public procurement requires ensuring that buyers can confidently navigate an environment where policy, legislation and guidance are continually evolving. Central to supporting buyers in this environment is a clear and coherent framework that brings these evolving elements together in an accessible way. The National Public Procurement Policy Framework sets out the procurement procedures to be followed by government departments and state bodies under national and EU rules and government policy. It also encompasses the suite of available resources intended to support the effective application of procurement policy. Currently, the Framework consists of five strands: legislation (EU Directives and national regulations); government policy (for example, government circulars); the Capital Works Management Framework for Public Works; *Procurement Guidelines for Goods and Services*; and more detailed technical guidance, template documentation and information notes as issued periodically by DPER.

In order to become a dynamic framework that balances assurance with agility, the Framework requires a comprehensive redesign that supports users in navigating ongoing change. In recognition of this, the OGP will modernise the Framework, so it remains accessible, comprehensible, and easier to apply as it continues to evolve. As part of this work, the OGP will also undertake a comprehensive review of all public procurement circulars

to identify duplication or obsolescence, and consolidate requirements into more streamlined, accessible, and user-friendly policy instruments.

Objective 3

Public procurement can act as a key enabler of the Government's digital and AI agenda, as set out in [National Digital & AI Strategy 2030 - Digital Ireland: Connecting our People, Securing our Future](#). This objective recognises the strategic role of public bodies in accelerating digital transformation and driving the adoption of innovative technologies at scale across the public sector. *Digital Ireland* sets out Ireland's commitment to harnessing AI for economic and societal benefit and driving the delivery of better public services. Emerging technologies such as AI have the potential to enhance the internal operations of public bodies and improve how public services are delivered.

Digital Ireland also outlines the Government's commitment to supporting the procurement

of AI solutions by public bodies. In support of this aim, the OGP will examine the feasibility of establishing an appropriate central procurement arrangement, capable of supporting the AI requirements of public bodies. This work will ensure that any potential future AI central procurement arrangement for the public sector embeds transparency, ethics, sustainability and data protection from the outset.

This objective is aligned with [Public Procurement in Ireland: A Roadmap for Digital Development \(2025\)](#), which sets out a vision of user-focused digital solutions that enable users to seamlessly navigate the complexities of the end-to-end procurement process. Enhancing the digital tools used in public procurement nationally will support buyers and suppliers in better managing this complexity. Given its role as the State's primary electronic procurement system, the OGP is committed to progressively enhancing eTenders' functionality. It will apply user-centric design principles to ensure that the platform remains responsive to the needs of public buyers and suppliers.



Objective	Action	Lead Department/ Agency	Timeline	KPI
Strategically engage with the European Commission on legislation and policy developments with implications for public procurement nationally.	A5.1 Support the revision of the legal regime governing public procurement to enable simplification, flexibility and increased competition.	DPER	Ongoing	DPER to represent Ireland's position and national interest during negotiations on the revision of European Procurement legislation.
	A5.2 Draft any new national legislative instruments arising from the revision of legislation relevant to public procurement in a timely manner.	DPER	Commencing 2027	DPER to review the required legislative changes as a result of the adoption of new European procurement legislation. To include drafting new national legislation (if required) and providing necessary guidance within 6 months of publication of the legal text.
	A5.3 Develop national policy and update guidance on the revised legal framework and undertake a communications campaign to promote awareness and application to the new procurement regime.	DPER	Commencing 2028	DPER to publish updated Public Procurement Guidelines for Goods and Services and undertake an associated communication campaign to promote awareness and adherence to the new procurement regime within 6 months of publication of the legal text.

Objective	Action	Lead Department/ Agency	Timeline	KPI
Simplify and modernise the National Public Procurement Policy Framework.	A5.4 Undertake a comprehensive redesign of the National Public Procurement Policy Framework, to streamline its content and modernise its structure, ensuring it is future-proof, digitally accessible, and easy to navigate for all users.	DPER	Commencing Q3 2026	DPER to redesign or replace National Public Procurement Policy Framework by end of Q2 2027. This KPI is also linked to Action 4.3 establishing the National Public Procurement Knowledge Hub.
	A5.5 Undertake an audit of all public procurement circulars to identify overlaps. remove obsolete provisions, and consolidate requirements into more streamlined, accessible, and user-friendly policy instruments.	DPER	Commenced Q1 2026	DPER to complete review by end of Q1 2027.
Embed emerging technologies, including AI, across the public sector; and continually enhance the digital tools used in public procurement nationally.	A5.6 Engage with key public service bodies and the AI market to determine the feasibility of establishing an appropriate central procurement arrangement for AI.	DPER	Commenced Q1 2026	DPER to undertake a feasibility study for the establishment of an appropriate central procurement agreement to support the Department of Taoiseach's National Digital and AI Strategy 2030, by the end of Q4 2026.

Objective	Action	Lead Department/ Agency	Timeline	KPI
	A5.7 Undertake user journey mapping to identify opportunities for simplification and co-design solutions.	DPER	Ongoing	DPER to translate simplification opportunities identified through user-journey mapping into a prioritised set of co-designed solutions.
	A5.8 Enhance eTenders system functionality to improve user experience - applying user-centric design principles - to ensure that the platform is responsive to the needs of public buyers and suppliers.	DPER	Ongoing	DPER to apply user-centric design principles in all eTenders functionality enhancements.



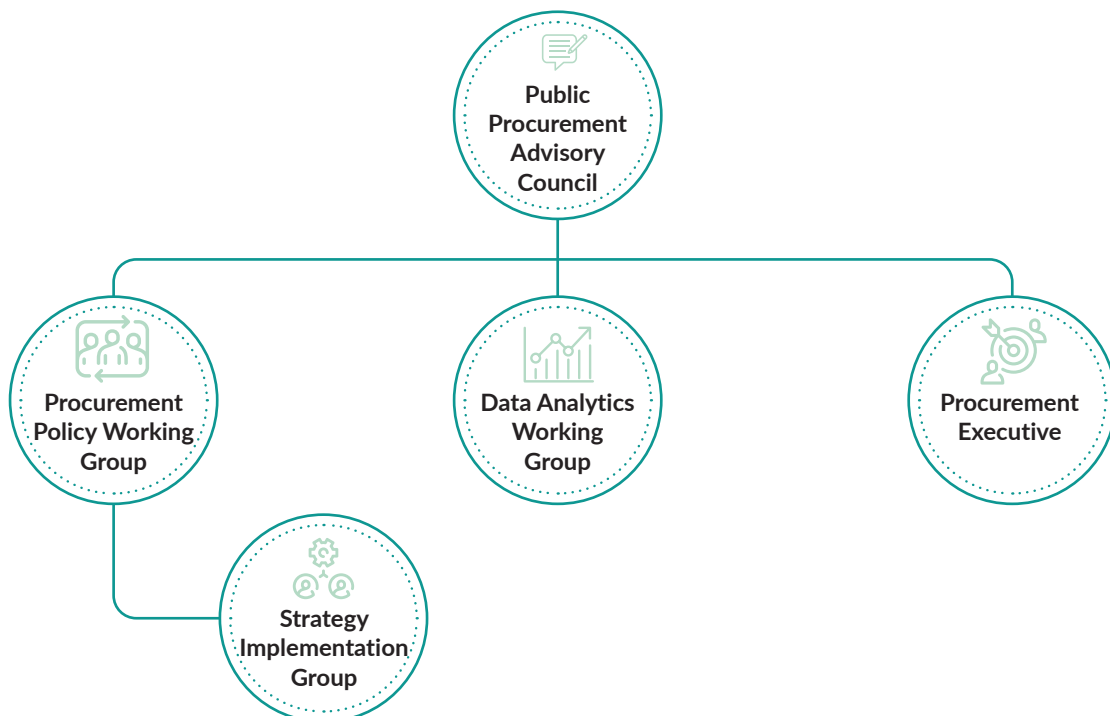
Section III – Monitoring and Evaluation

Monitoring and oversight

A dedicated Implementation Group will be established for the purposes of monitoring the implementation of the actions in this Strategy. The group, which will meet on a quarterly basis, will be made up of members of the Procurement Policy Working Group (a working group of the Public Procurement Advisory Council), Central Purchasing Bodies, representatives from the semi-state sector and government departments and agencies that have been identified as leads with responsibility for some actions.

Through the Procurement Policy Working Group, the Implementation Group will report into the Public Procurement Advisory Council (PPAC), which is chaired by the Minister of State with special responsibility for public procurement and vice-chaired by the Secretary General of DPER. The Implementation Group will also work with existing working groups of the PPAC and will be chaired by the Assistant Secretary General in DPER. To ensure that the SME perspective informs the monitoring of the Strategy, the implementation of the Strategy will be incorporated into the Programme of Work of the SME Advisory Group.

Implementation Structure



Evaluation

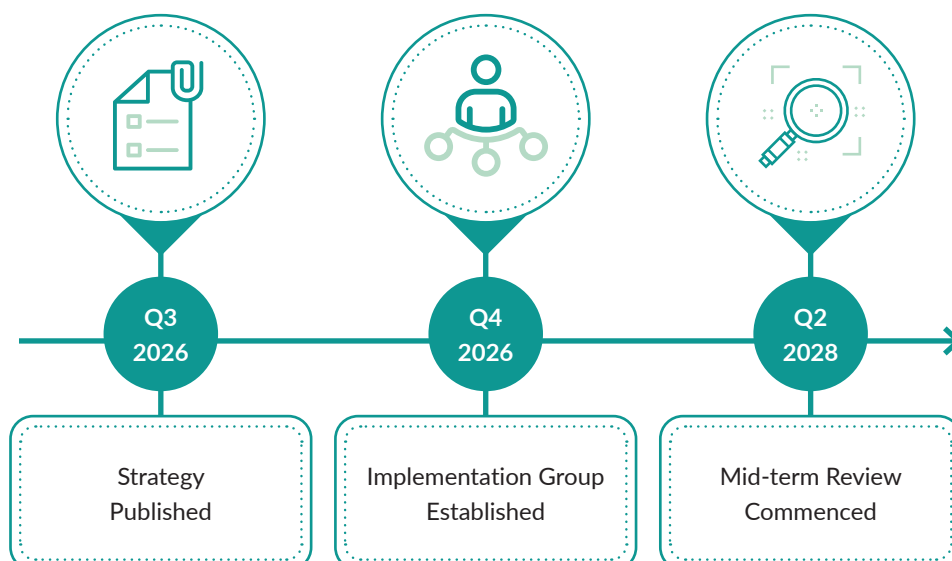
As this is Ireland's first national public procurement strategy, the need for baseline data to test progress and Key Performance Indicators against was integral to the development of this Strategy. It is important to distinguish between public procurement data and data to monitor the success or failure of the Strategy. This is because the Strategy's purpose is not only simplifying the procurement process itself, but its intent is also policy reform and changing behaviour and perceptions about public procurement to realise what procurement can and cannot do. Therefore, the Strategy has a broad range of KPIs to track its implementation in terms of inputs, outputs, and outcomes.

As set out in the Appendix below, data gathering and metrics were a key output of the public consultation, and the objectives, actions and performance measurement are based on this initial information. Some other information for monitoring the Strategy and measuring its outputs and outcomes, will come from eTenders through eForms. These electronic forms are designed to capture the strategic use of public procurement, for

example green and social considerations or size and type of supplier, as well as collecting standard procurement information (technical specifications and value). eForms have been implemented in Ireland since 2023, and ongoing updates will allow for better capture of what procurement is being used to do, as well as how and where Government is spending taxpayers' money. Other information will come from the surveys and targeted actions in the Strategy, and these will provide another source to help understand what is happening in procurement in Ireland as well as monitoring what interventions are working or not working through the Strategy.

A mid-term review will be undertaken by DPER in 2028, as well as an independent review, with a corresponding progress report published thereafter. Objectives and actions may be amended or supplemented at the mid-term review stage to reflect any emerging regulatory or policy developments at EU and national level. KPIs will also be reviewed to ensure relevance and continued alignment with these developments, and to maintain a meaningful framework for measuring progress for the remainder of the Strategy period.

Key Milestones





Section IV – Background Context



What is public procurement?

Public procurement refers to the process by which public sector bodies purchase goods, services or works from suppliers which they have selected for this purpose. It ranges from the purchase of routine goods or services to large scale contracts for infrastructural projects and involves a wide and diverse range of contracting authorities.

Public procurement is one of the main ways Government delivers the goods, services and infrastructure that people rely on. Governments make decisions impacting on people's lives every day: they tax, regulate, and spend to deliver better public services. Quality public services have a direct and lasting impact on us all, be this making us healthier, safer, or better educated. Delivering world-class public services today means more than simply translating public expenditure into better outcomes for people living in Ireland. It also requires attention to digital accessibility and a broader understanding of value for money - one that recognises environmental, social, and economic value as integral components of an effective, modern public procurement system.

How the State procures

Public bodies in Ireland procure in one of two ways: through a central procurement arrangement established by one of the five Central Purchasing Bodies (CPBs); or by conducting their own procurement process. There are five CPBs in Ireland: the Office of Government Procurement, the Health Service Executive, the Department of Defence, the Education Procurement Service and the Local Government Operational Procurement Centre. At the time of publishing, there are 275 central procurement arrangements across sixteen categories. Government policy is that public bodies should make use of central arrangements, where possible. Central arrangements do not cover all requirements.

When no suitable arrangement exists, a public body must run its own process. Depending on the value of the contract, this may involve seeking quotations or advertising on eTenders, the national tendering website. DPER hosts guidance and resources on the [OGP.gov.ie](https://ogp.gov.ie) website.

There is no uniformity across the procurement system. Some bodies have a centralised procurement function where dedicated professionals manage most purchasing. Others are more decentralised, with individual business units buying on an ad hoc basis. While supports such as template documents and eTenders training are available, consultation feedback showed a need for additional guidance and training, particularly for those who procure infrequently.

For those buyers whose primary role involves procurement, the need to move towards professionalisation of public procurement was highlighted. Informed by the feedback received, and taking into account priorities at an EU level, a pillar has been incorporated in the Strategy dedicated to Building Capability. Delivering on these objectives will support Ireland's shift towards a more strategic approach to public procurement.

Work to date on the move to thinking about public procurement strategically

Significant progress has been made across the public sector in adopting a more strategic approach to public procurement and using it more effectively to deliver better public services and outcomes for people in Ireland. In some cases, this shift was driven by necessity - most notably the need for greater resilience in response to crises such as the Covid-19 pandemic. In other cases, this strategic

approach was by design. Public bodies are increasingly using their procurement activities to generate wider societal, environmental, and economic benefits. Examples of this move towards a strategic approach include:

- Department of Climate, Energy and the Environment published the [Whole of Government Circular Economy Strategy 2026-2028: Accelerating Action](#) (2026); and [Buying Greener: Green Public Procurement Strategy and Action Plan \(2024-2027\)](#) (2024)
- The [HSE's Green Procurement Strategic Framework](#) (2025) sets clear minimum requirements to address the main environmental and social impacts of HSE contracts with suppliers and service providers.
- The OGP's Public Procurement Skills Framework (2025) commits the OGP to considering how to balance and achieve wider horizontal policy objectives, including green and socially responsible public procurement and ethical standards which support Programme for Government commitments to address social, economic and environmental challenges.
- The Department of Foreign Affairs and Trade has developed a sustainability policy for Ireland's presidency of the Council of the European Union⁷, which sets out the sustainability considerations to be taken into account by government departments when procuring goods and services for presidency-related events.
- Under the (DCEE sponsored) [Local Authority Climate Action Training Programme 2024-2027](#), Local Government has developed bespoke GPP training to be rolled out to staff and elected members across the 31 local authorities. This training is expected to provide approximately 10,000 places across three distinct GPP courses.

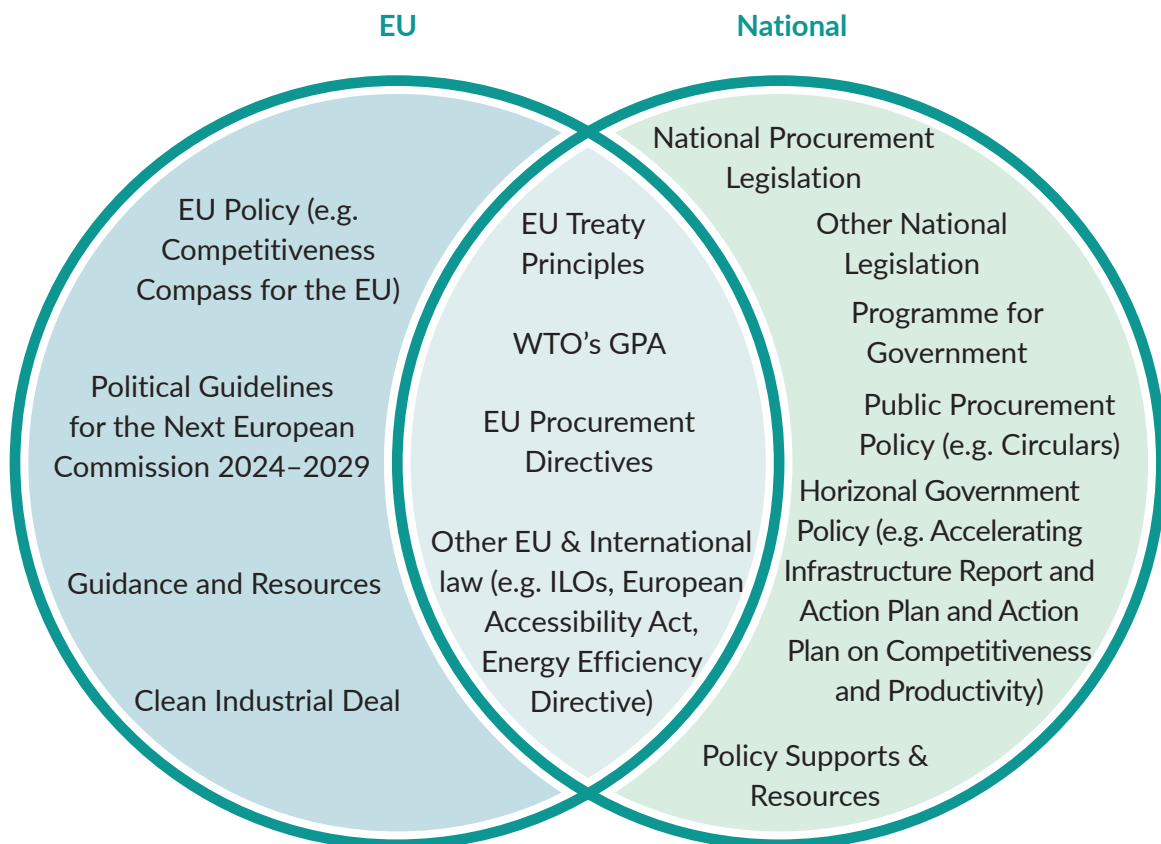
7. Ireland will hold the rotating presidency of the Council of the EU from 1 July 2026 until 31 December 2026.

National and EU Context

Public procurement in Ireland does not operate in a vacuum. It is part of a wider international and national regulatory and policy ecosystem and is an important trade instrument.

Public procurement is subject to the EU Procurement Directives (see below), which set out the common rules when purchasing goods, services and works. It is also subject to other pieces of EU legislation where public procurement is increasingly being used as a tool to drive wider EU strategic objectives, for example the [Clean Industrial Deal](#) and the [Competitiveness Compass](#). At a national level, public procurement is impacted by national legislation and wider government policy promoting sustainability, digitalisation, infrastructure delivery, competition and value for money. The below Venn diagram sets out this diverse, and often complex, ecosystem in which public procurement exists.

Public procurement is increasingly becoming viewed at an EU level as a key political and finance instrument as well as a powerful lever to progress EU strategic priorities, including in the areas of sustainability, innovation, security and crises preparedness.⁸ Public procurement has been identified as a powerful investment tool. The total value of public procurement in the EU is estimated at €2.5 trillion (16% of GDP). If only 10% of this amount were invested in the EU's strategic objectives, €250 billion would be mobilised each year - more than the EU budget for 2025. It is based on this potential impact that the EU is promoting better and more strategic use of public procurement. A growing recognition at an EU level of the strategic role that public procurement can play in advancing EU priorities is manifesting in an increase in the number of pieces of EU legislation that include public procurement as an enabling tool to achieve wider sectoral aims.



8. See [Competitiveness Compass for the EU \(2025\)](#) and [Political Guidelines for the Next European Commission 2024-2029](#)

Regulatory Context

To create a level playing field for all businesses across Europe, [EU law sets out minimum harmonised public procurement rules](#). These rules govern the way public authorities and certain utility operators purchase goods, services and works. The rules are set out in [three principal EU Directives](#) which are transposed into [national legislation](#) and apply to tenders for public contracts whose monetary value exceeds the EU threshold. EU law also sets out [remedy procedures](#) to ensure compliance with public procurement procedures and for review and remediation of infringements of those procedures. This environment is very different to the private sector, and procurement above the EU threshold or with a cross-border interest, must also adhere to EU Treaty Principles of equal treatment, non-discrimination, transparency, proportionality, and mutual recognition.

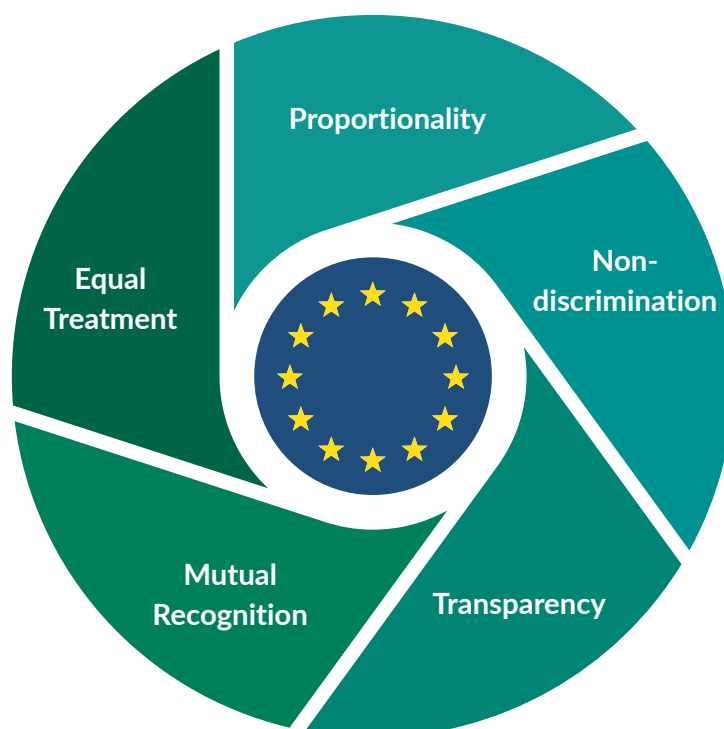
This Strategy sets out the strategic direction of public procurement in Ireland up until 2030 and has been developed in such a way as to future proof against the upcoming changes to the EU regulatory regime. The

Strategy's focus on the strategic use of public procurement aligns with both the current Directives and the anticipated approach by the European Commission to their revision. Objectives and actions may be amended at the midterm review stage to reflect any relevant developments at an EU and national level.

National Public Procurement Policy Framework

Government policy on public procurement is set out in multiple policy instruments including:

- [EU Procurement Directives and national regulations](#)
- [Procurement related sectoral legislation](#)
- [Circular 40/2002: Public Procurement Guidelines- revision of existing procedures for approval of certain contracts in the Central Government sector \(2002\)](#) sets out the requirement for government departments to report to the Office of the Comptroller & Auditor General any contracts above €25,000 that were awarded without a competitive process.



- [Circular 01/2011: Model Tender and Contract Documents for Public Service and Supplies Contracts](#) identifies the model template tender and contract documents, which should be used for all routine procurements.
- The [Capital Works Management Framework \(CWMF\)](#) (2009) was initially developed in 2006 and then expanded in 2009, to deliver the Government's objectives in relation to public sector construction procurement reform. The CWMF is the policy instrument for delivering compliant tender processes and construction projects.
- [Circular 05/2013: Procurement of Legal Services and Managing Legal Costs](#) reminds public bodies of their obligations to ensure that their procurement of legal services complies with the rules and guidelines on public procurement.
- [Circular 16/2013: Revision of arrangements concerning the use of Central Contracts put in place by the National Procurement Service](#) (2013) sets out a requirement for public bodies, to make use of all centralised procurement arrangements, where possible.
- The [Public Procurement Guidelines for Goods and Services](#) (2023) promotes best practice and consistency of application of the public procurement rules in relation to the purchase of goods and services.
- [Circular 05/2023: Initiatives to assist SMEs in Public Procurement](#) (2023) sets out measures for public bodies to take to promote the participation of SMEs and requires public bodies to advertise all contracts above the national advertising threshold on eTenders.
- [Circular 09/2024: Reporting on the Use of Centralised Procurement Arrangements](#) (2024) informs public bodies of an annual

reporting requirement relating to the use of centralised procurement arrangements.

- [Circular 17/2025: Updated Green Public Procurement Instructions for Public Sector Bodies](#) (2025) provides updated instructions to government departments and the public sector regarding 11 of the 54 actions included in *Buying Greener*.

This Strategy will simplify the National Public Procurement Framework which needs to be modernised, updated and even replaced. Under Pillar 5, an action has been included for the OGP to revise the Framework. This revision will include a focus on simplifying procurement circulars to identify overlaps, remove obsolete provisions, and consolidate requirements into more streamlined, accessible, and user-friendly policy instruments. A result of this is that existing circulars may be supplemented, replaced or consolidated.

Public Sector Equality and Human Rights Duty

Public bodies in Ireland⁹ have a statutory obligation under Section 42 of the [Irish Human Rights and Equality Commission Act 2014](#) to have regard to the need to:

- eliminate discrimination,
- promote equality of opportunity and treatment of its staff and the persons to whom it provides services, and
- protect the human rights of its members, staff and the persons to whom it provides services.

This "Duty" applies across all functions of a public body, including public procurement.

9. As defined by the IHREC Act 2014 solely for the purposes of that Act.

UN Sustainable Development Goals

The Programme for Government (2025) includes a commitment to accelerating Ireland's progress toward the 17 Sustainable Development Goals (SDGs) and fully integrating them into national policies and initiatives, ensuring that each goal is actively pursued across all levels of government. Ireland's vision under its Second National Implementation Plan for the Sustainable Development Goals 2022-2024 is for Ireland to fully implement the SDGs at home, and to contribute to their achievement internationally through our role as a responsible global citizen, so that no one is left behind, a commitment to continue throughout subsequent National Implementation Plans. Goal 12 of the UN SDGs focuses on responsible consumption and production through 11 different targets, one of which, Target 12.7 aims to promote public procurement practices that are sustainable, in accordance with national policies and priorities.

Sustainable Public Procurement (SPP) involves the consideration of environmental, social

and economic factors when purchasing goods, services and works. SPP includes due consideration of value for money, but it looks to take into account wider benefits generated by the procurement to the environment, to society and to the economy. SPP is very much aligned to our values: Value for Money and Procuring for Impact. The UN has identified four strategic levers for unlocking the full potential of public procurement as a driver of sustainability transformation: Professionalism and Capacity Building; Beyond Price, Holistic Value Assessment; Strengthening Multi-Stakeholder Collaboration and Building Evidence and Accountability.¹⁰ On the latter, through the OGP, Ireland reports to the UN on progress against SDG 12.7.1: Number of countries implementing SPP policies and action plans. The OGP has used these reports to identify areas of improvement and take remedial actions, including the creation of an SPP News Page and publication of SPP case studies. Consideration has been given to the other three drivers when developing this Strategy and a particular focus on SPP has been incorporated into Pillar 2: Securing Our Future.



10. <https://www.unep.org/topics/finance-and-economic-transformations/scp-and-circularity/sustainable-public-procurement>



Glossary

Buyer - The term “Buyer” refers to the public body, or the individual within the public body, that is buying the good, service or work.

Central Purchasing Body (CPB) - A contracting authority that provides centralised purchasing activities and, possibly, ancillary purchasing activities for other Buyers. The Office of Government Procurement and its sector sourcing partners (known as Central Purchasing Bodies) in Education, Health, Defence and Local Government have established a range of centralised procurement arrangements for use by public bodies.

eTenders - The national tendering website. The site is designed to be a central facility for all public sector contracting authorities to advertise procurement opportunities and award notices.

Green Public Procurement (GPP) - GPP is a process where public authorities seek to source goods, services or works with a reduced environmental impact throughout their life cycle when compared to goods, services and works with the same primary function that would ordinarily be procured.

Innovation Procurement - Innovation procurement is the process of purchasing new or significantly improved products, services, or works compared to those already available on the market. It refers to any procurement that

involves buying the process of innovation or buying the outcomes of innovation, or both.

National Public Procurement Policy Framework (the Framework) - currently consists of five strands:

- Legislation (EU Directives and national Regulations)
- Government Policy (for example, Government Circulars)
- Capital Works Management Framework for Public Works
- Public Procurement Guidelines for Goods and Services
- More detailed technical guidelines, template documentation and information notes as issued periodically by the OGP

Public Procurement - Public procurement refers to the process by which public sector bodies purchase goods, services or works from suppliers through a competitive tendering process. It ranges from the purchase of routine goods or services to large scale contracts for infrastructural projects and involves a wide and diverse range of contracting authorities.

Public Procurement Advisory Council (PPAC)

- The PPAC was established in 2024 to advise on the development of public procurement across the civil and public Service. Chaired by the Minister of State with responsibility

for Public Procurement, Digitalisation and eGovernment, the PPAC meets quarterly and provides guidance and advice on procurement policy, digital transformation, data and analytics and strategic centralised procurement issues.

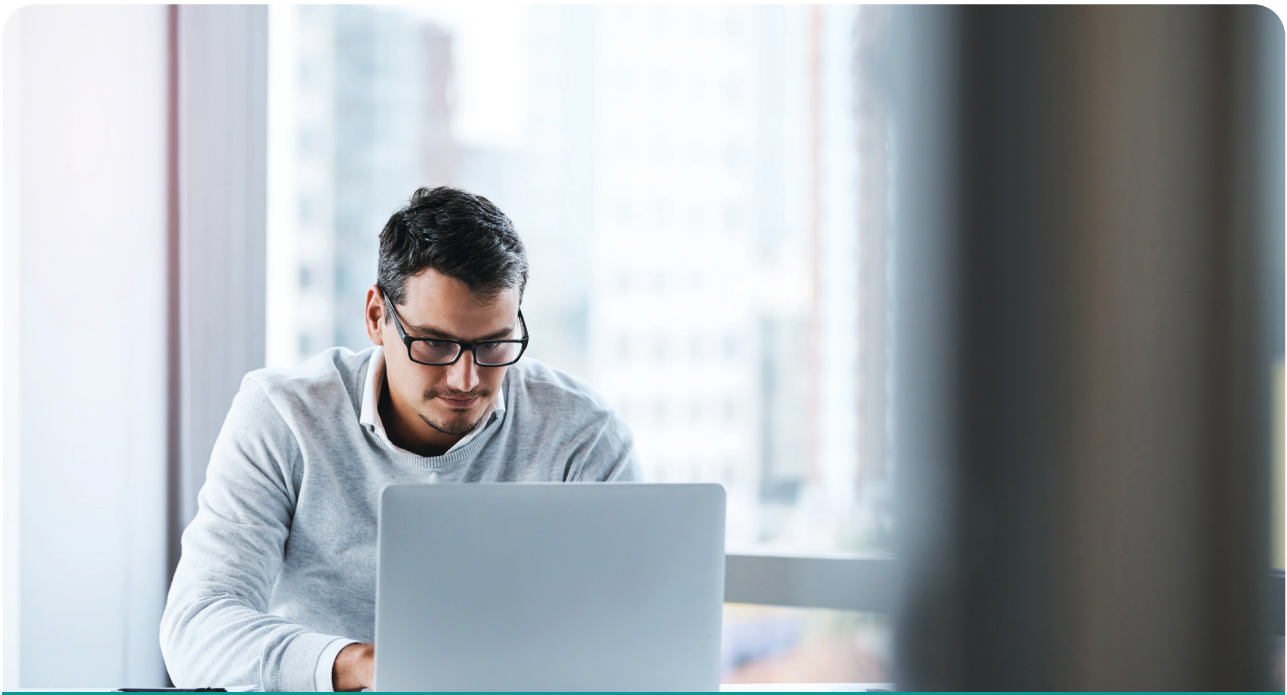
Small and Medium Enterprise (SME) - SMEs are enterprises which employ fewer than 250 persons and have an annual turnover not exceeding €50 million and/or an annual balance sheet total not exceeding €43 million. Within the SME category:

- a small enterprise is defined as an enterprise which employs fewer than 50 persons and whose annual turnover and/or annual balance sheet total does not exceed €10 million.
- a microenterprise is defined as an enterprise which employs fewer than 10 persons and whose annual turnover and/or annual balance sheet total does not exceed €2 million.¹¹

Social Enterprise - A social enterprise is an enterprise whose objective is to achieve a social or environmental impact, rather than maximising profit for its owners or shareholders. It pursues its objectives by trading on an ongoing basis through the provision of goods and / or services, and by reinvesting surpluses fully or primarily into achieving social objectives.¹²

Socially Responsible Public Procurement (SRPP) - SRPP involves the integration of social considerations into the public sector's purchasing decisions. Rather than focusing solely on cost, SRPP aims to generate positive societal outcomes - such as promoting employment for disadvantaged groups, supporting social enterprises, ensuring fair working conditions, and improving accessibility and social inclusion.

Supplier - The term "Supplier" refers to the business who is engaging with the public procurement process to supply their goods, services or works to the public body.



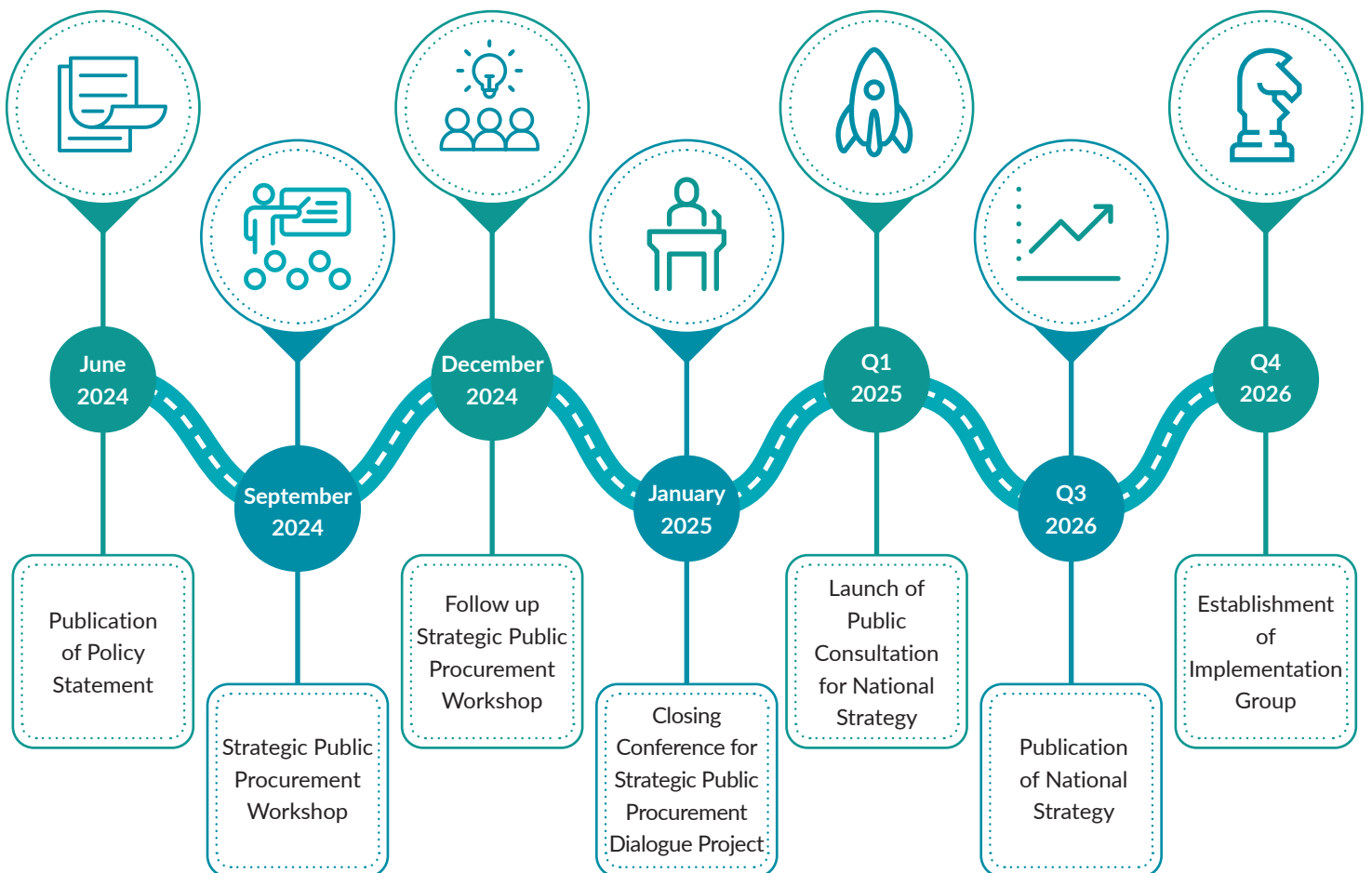
11. [EU Recommendation 2003/361](#)

12. [Trading for Impact: National Social Enterprise Policy 2024-2027](#)



Section V – Appendix

How the Strategy was developed



This Strategy has been in the pipeline since 2024, with the publication of the [Policy statement: developing a new public procurement strategy for Ireland](#) in June 2024. It represents the culmination of considered thinking, research and policy development, supported by engagement both nationally and with European partners, to adapt Ireland's procurement policy and guidance to fit the changing international trade and public procurement landscape. The policy statement identified four themes - transparency, digitalisation, informed delivery and strategic public procurement (an umbrella term covering social, green and innovation procurement) - which provided the foundation for the extensive consultation process that informed the Strategy.

This strategic thinking was complemented by Ireland's active participation in EU-wide discussions as part of a pan EU-project to start the conversation among Member States on the use of strategic public procurement and the revision of the procurement rules. As part of this project, Ireland and the European Commission held workshops in September and December 2024 with a broad range of stakeholders from policymakers, procurement specialists, construction policy, utilities and commercial semi-state bodies, academics and businesses. The consensus in the room was to keep talking and not only discuss challenges but identify and build on the benefits and opportunities of public procurement. In March 2025, Ireland published the [Strategic Public Procurement Roadmap for Ireland](#), which reported on the barriers and challenges that public buyers and suppliers face and demonstrated the value of consultation and collaboration to the formulation of public procurement policy.

Building on this momentum, and the ethos of co-designing national policy, the OGP

used the Roadmap to launch an extensive national consultation process in March 2025 to develop the Strategy. This phase was crucial for ensuring that all those with an interest in the future direction of public procurement had the opportunity to set out the key challenges facing public procurement as well as identifying the possible solutions. This consultation included written submissions, an online survey, regional roadshows, Oireachtas discussion, webinars and dozens of meetings with stakeholders, including suppliers, public procurement practitioners and policymakers from across Ireland and policymakers and procurement experts in the UK, Singapore and European neighbours.

The SME Advisory Group was involved from the start and established a working group of business experts to feed into the development of the Strategy and road test proposed actions. As one of the main outcomes for the Strategy is the shift in mindset among policymakers and senior officials, the OGP established a Public Procurement Working Group with members from across a number of government departments and Agencies, bringing valuable cross-sectoral expertise and policy coherence to the Strategy. Their contributions have been instrumental in shaping the actions and aligning them with their own Departments' priorities and the realities of trying to deliver Programme for Government commitments and the dependency on public procurement to do this. All members of the Working Group were united in voicing the strategic importance of public procurement to deliver policy, and the need to raise awareness that good procurement needs to be planned and this planning needs to commence with the first stage of policy development. The Working Group reported progress to the Public Procurement Advisory Council – a Senior Officials Group with members from key spending Departments, and the Local

Authorities and the HSE, and fed into the work of the Procurement Executive¹³ and the Data Analytics Working Group¹⁴. This provided high-level oversight and agreement across the system, and provided alignment with operational realities, beginning conversations on how the Strategy's performance can be measured, and with important work undertaken by other Departments.

Aligning with broader Government strategies

In recognition that a collaborative and unified approach is required, the OGP consulted extensively with government departments, agencies and state bodies to align this Strategy with wider government policy for the first time. This engagement has afforded the OGP with an opportunity to showcase to policy leads

across government the possibilities afforded by public procurement to support the delivery of their objectives.

Public procurement should inform the development of future national strategies and policy decisions. In turn, the development of this Strategy has been informed by wider government strategies, including, inter alia, [Connecting Government 2030](#) (2022), [Better Public Services: Public Service Transformation 2030 Strategy](#) (2023), [Trading for Impact: National Social Enterprise Policy 2024-2027](#) (2024), [Buying Greener: Green Public Procurement Strategy and Action Plan 2024-2027](#) (2024), [Public Procurement in Ireland: A roadmap for digital development \(2025-2031\)](#) (2025), [Accelerating Infrastructure Report and Action Plan](#) (2025), [Action Plan on Competitiveness and Productivity](#) (2025) and [National Digital and AI Strategy 2030](#) (2026).

Public Consultation

HOW THE STRATEGY WAS INFORMED



13. The Procurement Executive acts as an advisory body to the PPAC in relation to the establishment, use and performance of central procurement arrangements with a focus on delivering value for money.

14. The Data Analytics Working Group acts as an advisory body to the PPAC in relation to the design and development of data analytics.

Key findings from the public consultation

The survey received 143 responses. It included targeted questions for public buyers and economic operators (suppliers), with participants asked to self-identify as a “Public Sector Body”, “Economic Operator” or “Other”. The “Other” category comprised members of the public, public representatives, business representative bodies, NGOs and other entities that may in practice constitute public bodies or economic operators but did not classify themselves as

such. Of the respondents, 40 (28%) identified as Economic Operators, 48 (34%) as Other and 55 (38%) as Public Sector Bodies (see Figure A1).

When asked to identify the priorities for this Strategy, respondents frequently highlighted the importance of promoting and enabling access for SMEs and social enterprises, as well as advancing strategic public procurement (encompassing green, social and innovation procurement). Other commonly cited priorities included simplification, transparency, value for money and digitalisation (see Figure A2).

Figure A1: Self-Identification of Survey Respondents

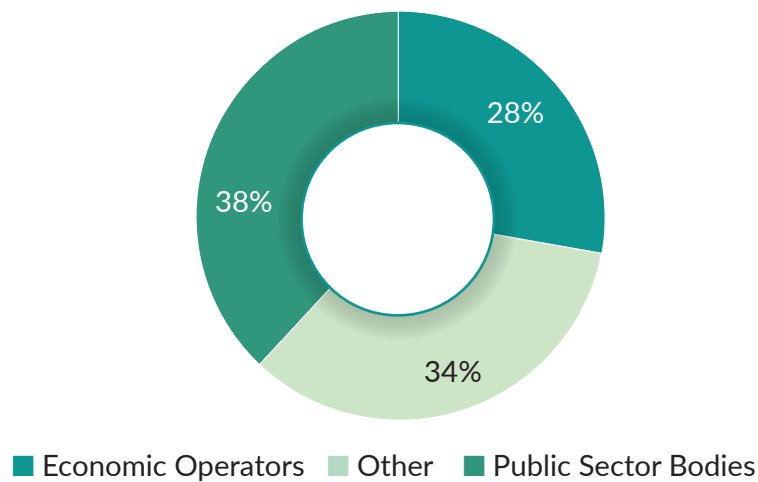
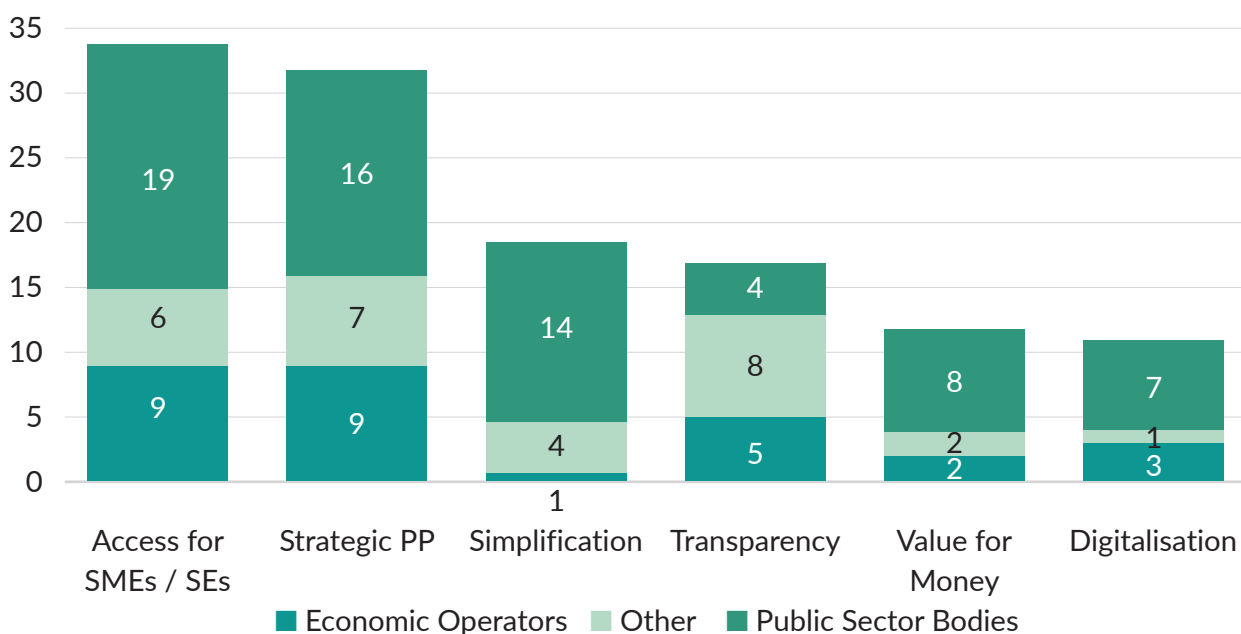


Figure A2: What is the most important thing that the Strategy needs to deliver?



In terms of challenges associated with the delivery of this Strategy, complexity was cited most frequently by respondents. Other significant challenges included the capability of public buyers and ensuring access for SMEs and social enterprises. To a lesser extent, respondents also highlighted issues relating to strategic public procurement, digitalisation, stakeholder buy in and value for money (see Figure A3).

Respondents to the survey were also asked to provide feedback as to how these challenges can be overcome. Training was cited as the biggest enabler to meeting the challenges in delivering the Strategy. Simplification, SME Participation, collaboration, professionalisation and digitalisation were all suggested as possible solutions to overcome the challenges associated with the implementation of this Strategy. Capacity building of public buyers and strategic public procurement were flagged less frequently (see Figure A4).

Figure A3: What are the biggest challenges that you see in delivering the Strategy over the next five years?

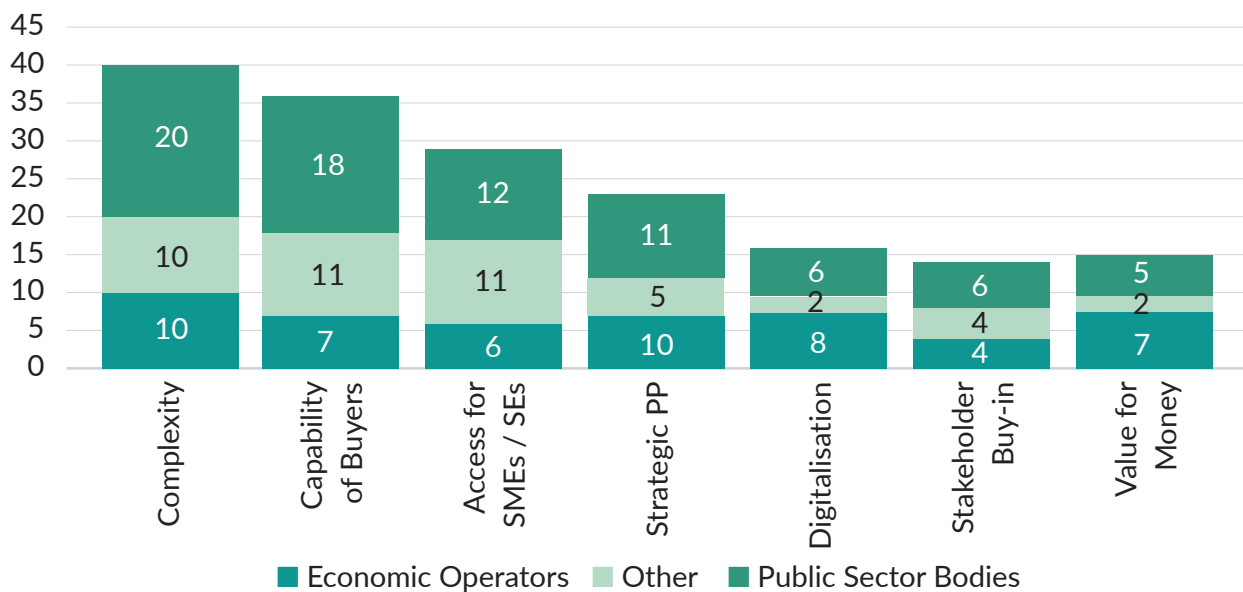
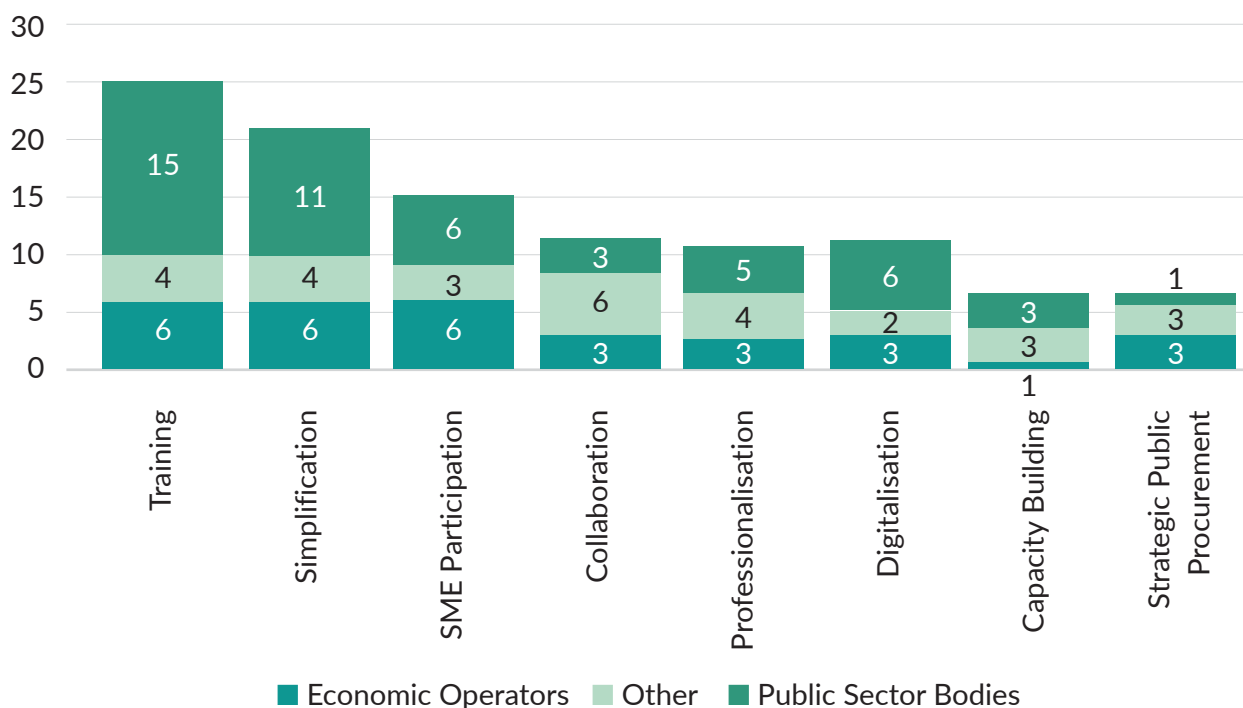


Figure A4: Do you have any views on how these challenges can be met?



Consultation: Focus on Themes

During the consultation, views were sought across eleven proposed themes, which are outlined in the table below. Common areas of focus across the themes include training, supports (guidance, templates, helpdesk etc), simplification (particularly, a review of the national advertising thresholds), transparency (including data accessibility), SME and social enterprise access, strategic public procurement, digitalisation and value for money.



1. Strategic Public Procurement

Participants emphasised a greater need for training, guidance and communication to support buyers implement green, social and innovation procurement practices and support suppliers to respond to these approaches.



2. Transparency

The desire to make public procurement more transparent featured prominently in the feedback. Some buyers highlighted a possible conflict between transparency and commercial sensitivities and administrative burden. Participants advocated for enhanced transparency measures, improved communication and feedback mechanisms, as well as accessible data and the publication of Corporate Procurement Plans.



3. Digitalisation

Participants advocated for system enhancements across the public procurement landscape to improve user experience. This included a redesign with user input, adopting AI tools and improving training and awareness.



4. Informed Delivery

Participants stressed the importance of evidence based, data-driven decision making. Improved data access, practical guidance, training and stronger communication between the OGP, public bodies and the market were identified as essential.



5. Public Trust

The importance of transparency, fairness and accountability were highlighted as key pillars to build and maintain public trust in public procurement. Actions proposed included clearer communication, accessible data, equitable opportunities for SMEs, greater use of strategic public procurement and enhanced training.



6. Capability Building for Buyers

Participants suggested that buyers must have the required skills and competence proportionate to the value and complexity of the tender. A critical need for comprehensive training, more guidance and supports and the professionalisation of public procurement was highlighted.



7. Supports for SMEs

Participants called for a procurement strategy that actively removes systemic barriers and prioritises equitable access for all SMEs. Recommended steps included simplifying documentation, reducing financial and insurance thresholds, eliminating exclusionary criteria that disadvantage micro and small enterprises, revising the national advertising thresholds and improving communication at all stages of the process. There was strong support for practical measures including the provision of training, advisory services, case studies and clearer, jargon-free tender documents as well as the adoption of measures aimed at reducing the administrative burden.



8. Central Purchasing

Participants generally support central purchasing for its potential to deliver value for money, efficiency, and strategic procurement outcomes. They also highlighted opportunities to ensure it works effectively for all suppliers, including SMEs and social enterprises. Participants advocated for frameworks that allow greater use of strategic public procurement, increased flexibility to allow for local and niche requirements and improved communication and stakeholder engagement.



9. Efficient and Effective Public Procurement

There was consensus from participants that effective and efficient public procurement must go beyond cost savings to include quality outcomes, and strategic goals such as sustainability and SME participation. Participants emphasised that efficient and effective public procurement is critical for delivering value for money and ensuring timely project execution. Clearer guidance, professional development, cross-agency collaboration, cultural change, better performance metrics, increasing transparency and adopting AI for efficiency were flagged as key enablers.



10. Infrastructure

Participants identified a number of challenges, including slow procurement processes, under-resourced buyers, budgeting issues, regional infrastructure challenges, the exclusion of SMEs and a limited integration of social and environmental value.



11. Resilience

There was an understanding that public procurement needs to be more robust, flexible and forward-looking to ensure future crises preparedness. Responses noted the need to learn from past crises, such as Covid-19, and incorporate risk into strategic procurement planning. In order to become more resilient there were suggestions to scenario test, have better contract flexibility, incorporate cybersecurity safeguards, create a national resilience audit and diversify and localise supply chains.



How the actions align with stakeholders' priorities for the Strategy

Associated Actions - Pillar 1

Priority	1.1	1.2	1.3	1.4	1.5	1.6	1.7	1.8	1.9	1.10	1.11	1.12	1.13	1.14
Access for SMEs/SEs														
Strategic PP														
Simplification														
Transparency														
Value for Money														
Digitalisation														

Associated Actions - Pillar 2

Priority	2.1	2.2	2.3	2.4	2.5	2.6	2.7	2.8	2.9	2.10	2.11	2.12	2.13
Access for SMEs/SEs													
Strategic PP													
Simplification													
Transparency													
Value for Money													
Digitalisation													

Associated Actions - Pillar 3

Priority	3.1	3.2	3.3	3.4	3.5	3.6	3.7	3.8	3.9	3.10
Access for SMEs/SEs										
Strategic PP										
Simplification										
Transparency										
Value for Money										
Digitalisation										

Associated Actions - Pillar 4

Priority	4.1	4.2	4.3	4.4	4.5	4.6
Access for SMEs/SEs						
Strategic PP						
Simplification						
Transparency						
Value for Money						
Digitalisation						

Associated Actions - Pillar 5

Priority	5.1	5.2	5.3	5.4	5.5	5.6	5.7	5.8
Access for SMEs/SEs								
Strategic PP								
Simplification								
Transparency								
Value for Money								
Digitalisation								





An Roinn Caiteachais Phoiblí Bonneagair
Athchóiriúcháin Seirbhíse Poiblí agus Digitiúcháin
Department of Public Expenditure Infrastructure
Public Service Reform and Digitalisation