

# Green Flags: How open data can throw light on sustainable procurement

Step-by-step guidance

NOVEMBER 2021



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## Open Contracting Partnership 2021.

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# Introduction

This guidance explores how open data about public procurement can help public buyers drive green/sustainable public procurement (GPP) forward.

We estimate that governments spend over US\$13 trillion every year on public procurement, meaning it could be a very powerful lever to transition to more sustainable economies, inspired by the [Sustainable Development Goals](#) and the climate change regulations to implement the [Paris Agreement](#).

Some governments and regional and supranational bodies like the European Commission are [considering making green public procurement mandatory](#). Still, it fair to say that governments are not yet routinely buying green or sustainably, not least because public procurement rules are inherently risk-averse, compliance-based, and predominantly focussed on achieving the lowest price and loading risk onto vendors, none of which encourages the innovation needed to shift our economies to be more sustainable. And even when the rules encourage risk-taking and experimentation, there is a lot of [career-risk](#) attached to the individuals who do so.

We use Green Public Procurement as opposed to Sustainable Public Procurement for the purposes of this guide. Although they are very similar concepts, sustainable public procurement can be framed a little more widely to include additional equity and social issues. Confusingly, the acronym for Sustainable Public Procurement — SPP — is also used to denote Strategic Public Procurement, especially in the EU. This is a confusion that we seek to avoid by using GPP. We take our definition of green/sustainable procurement from a [recent paper \(September, 2021\) from George Washington University](#) as prioritizing “the purchase of products and services ‘that have the most positive environmental, social, and economic impacts possible over the entire life cycle’. In other words, sustainable procurement considers the long-term effects of government acquisitions, including impacts beyond the procuring agency and end user; incorporates that perspective into purchasing decisions, entails ‘adopting social, economic and environmental factors alongside the typical price and quality considerations [in] procurement processes and procedures’, and builds healthy communities, economies, and environments all along local and global supply chains.”

There is already great guidance on how to shift the procurement process and culture to foster new markets and bring innovative companies into the government supply chain. They provide user-friendly guidance on how governments can embrace and engage external stakeholders to learn, plan, and carry out specific purchases (green or otherwise). We recommend:

- [Serving the Citizens, not the Bureaucracy](#) from the Chicago Council on Global Affairs
- The Digital Buying Guide from the UK Government's Global Digital Marketplace Program

There is also good guidance on some of the specific green or sustainability criteria that can be used to shape a procurement process.

- The EU GPP criteria guides the EU and neighboring countries in including green criteria in tender documents
- The Environmental Protection Authority in Ireland provides solid advice on operationalizing these green criteria

There is an important gap still to be filled to track and measure progress in implementing GPP across the whole of the marketplace. This guide aims to begin closing that gap. Put simply, we focus on the 'green flags' in government procurement data that can be monitored to track the adoption of GPP. It is based on research focused on the Netherlands, Lithuania and Paraguay and on interviews with global practitioners working to define, qualify, operationalize, and measure Sustainable Public Procurement (SPP) both in terms of size and scale of purchasing and in terms of performance of specific SPPs.

Throughout our research, we heard that practitioners recognize the immense opportunity for procurement to drive towards a more sustainable, green economy; are very keen to learn from what others are doing; but that there is very little guidance on how and what to measure and when.

Long story short, procurement practitioners feel that they are left to their own devices on how to buy green, unlock innovations, and transition to a greener economy. And, done poorly, measurement efforts can even distract from real progress or be dismissed as 'greenwashing'. For example, Latvia [calls procurement "green"](#) when at least one green criterion is applied and it represents at least 5% of the total contract amount. In theory, therefore, the country could label 100% of procurement as green whilst only really buying 5% sustainably. This could look like greenwashing.

High-quality open procurement data could help alleviate the issues identified by practitioners. This guide offers advice in two parts:

1. Using open data to set up a robust GPP implementation and monitoring system (in four key steps); and
2. The most useful types of procurement data for this purpose: our 'green flags'.

We hope you will find these practical steps and reforms useful. As ever, we welcome feedback and suggestions to give even better guidance in future. Please contact us directly at [engage@open-contracting.org](mailto:engage@open-contracting.org).

## Part 1:

# Four steps for using open data in green and sustainable purchasing

Green procurement is complex, involving numerous stakeholders, sourcing innovative technologies, and with multiple levels of uptake across government. There are many different targets that you could set and measure and various techniques to encourage green procurement. Every practitioner that we spoke with said that they were still learning how to bring all these different strands together, and that it takes time, learning, resilience, feedback, and lots of pivoting to get things working well. So, it is important to plan for this from the start.

Our desk research and interviews revealed numerous actions and tactics to encourage the uptake of green procurement. When it comes to how open data can power green procurement, we can distill four potentially transformational key steps from our research:

1. Set GPP targets (and an overall strategy);
2. Identify key data to track progress;
3. Standardize criteria, specifications, and approaches (as much as possible);  
and
4. Track outcomes and performance.

We explore each of these four steps below to explain why they matter and to share an example of someone doing them well.

## Step 1: Set GPP targets (and an overall strategy)

Countries in the early stages of building institutional knowledge of GPP generally set broad green procurement goals. For example, [Lithuania has committed](#) to making its procurement 100% green from 2023, *i.e. an output target*. Countries with more mature GPP practices, for example [the Netherlands](#), generally move towards more comprehensive impact measurement, looking at how procurement affects the environment, *i.e. an outcome target*.

Two comprehensive resources to help with target settings are:

1. [UN Global Marketplace guidance on sustainable procurement indicators](#); and
2. The [OECD's Methodology for Assessing Procurement Systems \(MAPS\) Sustainable Public Procurement Supplementary Module](#) has a set of quantitative indicators for GPP in Annex II of its guidance. These cover publication of information, use of e-procurement, measuring training and assistance on GPP, and measuring sustainability considerations across the planning, tender, award, and contract implementation stages.

Other headline initiatives such as the EU's landmark GPP guidance, [Buying Green](#), merely mentions the importance of setting targets without giving any specific advice on how to frame and measure them.

Targets should not be a mere 'numbers game', but rather improve the efficiency, quality, and impact of GPP. This should include:

- **Procurement targets**, such as 100% of tenders to include GPP criteria;
- **Category targets**, such as 90% organic food in municipal canteens or tenders to include zero-emission deliveries; and
- **Outcomes targets**, such as energy or CO2 saving figures from procurement.

From what we have seen, these are some of the most common targets used:

- **Share (%) of planned and implemented GPP against all public procurement**, by value/procedures/CPV category/institution, etc; and whether that share is on target;
- **Total investment into green transition** (GPP planned and implemented total value), by institution, market segment, etc; and whether that investment is on target;
- **Estimated and actual environmental impact of GPP** (i.e. CO2 emission, energy savings, etc.); and whether those impact objectives on target.

It is important to **create ways for external stakeholders to help GPP policy leaders develop realistic and meaningful targets and a concrete methodology to track them.**

Procurement professionals are not sustainability experts, and GPP targets and tracking methodologies need input from environmental experts and academics. We heard cautionary tales during our research of politicians committing to extremely ambitious GPP targets without seeking input regarding the realism of those targets, having a scientifically sound way to qualify and measure green procurement, or without investing in the resources and skilled practitioners, training, and systems needed.

Open data can help target-setting in three ways:

First, the more open datasets there are to **inform** the target-setting (i.e. data about emissions, pollution, air quality, traffic intensity, waste, consumption, etc.), the more grounded goals authorities are able to set.

Second, the more stable, structured, high-quality data there is, the more efficient and accurate key performance indicators, or targets, are. This data is needed to **track implementation** and fuel the measurement methodologies, which, in turn, allows for a way to benchmark performance of buyers and their suppliers. For example, Spend Network, a UK for-profit procurement data organization, [has been experimenting with open data to evaluate the carbon footprint of contracts in the UK](#). They use this data to help authorities identify contracts that have larger CO2 impact potential, plan and execute ways to reduce CO2 emissions.

Finally, open data can fuel **public reporting** of progress towards a green economy, powering real-time public dashboards, boosting engagement with entrepreneurs and others, and boosting government reporting and accountability (see example below).

## Example

### Tracking GPP targets in Lithuania

The Ministry of Environment in Lithuania is in charge of the implementation of a green procurement policy. GPP targets launched in July, 2021 mandate that all public procurement should be green by 2023.

To reach this new target, the Ministry has taken several steps to make GPP implementation achievable and measurable in Lithuania.

#### **1) Defining GPP (through legislation)**

In Lithuania, procurement is green if: (i) it uses criteria established by the Ministry; (ii) includes supplier certificates such as eco-labels or environmental management systems; (iii) the purchasing authority can define its own green criteria based on principles established by the Ministry; or (iv) it comes from pre-selected product groups that have been defined as green.

#### **2) Setting goals**

Lithuania set milestone goals of 10% GPP in 2021, 50% GPP in 2022, and 100% Green procurement by 2023. These targets make all procurers, suppliers, and other relevant parties aware of the policy commitment to GPP and sets clear expectations for procurers to buy green.

#### **3) Assistance to buyers**

Understanding the challenges authorities face in pivoting to GPP is an important step. In July, 2021, the government supported a Sustainable Procurement Competence Centre with training, information, guidelines, and a [web page](#) for GPP. There is also a phased roll-out of GPP criteria and guidance across different product groups. The first phase focused on GPP in two product groups: transportation and food. The second phase will focus on construction and renovation, and will introduce new criteria for electricity and fuel.

#### **4) Public reporting: GPP scoreboard**

In May, 2021, the Public Procurement Office (PPO) launched a procurement [scoreboard](#) for public authorities, capturing all 30 product groups and including procurement information. The PPO collects data on technical specifications, award criteria, and clauses. Using digital forms to capture structured machine-readable data before and after the procurement process, they ask buyers (on a central e-procurement system) if GPP criteria were applied. If yes, procurers submit declaration reports on green criteria used, and this data is added to the scoreboard.



Mano vyriausybė      Ministrė Pirmininkė      Vyriausybės kancelarija      Ministerijos      Įstaigos      E. piliėtis      Neįgaliesiems      EN

**Viešųjų pirkimų tarnyba**

Švieslentė Spausdinti

Titulinis » Švieslentė

### ŠVIESLENTĖ PAGAL PIRKIMŲ RODIKLIUS

Pirkimo vykdytojo kodas: AI

Pirkimo vykdytojo pavadinimas: AI

Pirkimo vykdytojo tipas: AI

Pirkimo objekto grupė: AI

| Rodiklis   | Žalia | Geltona       | Raudona |
|--|-------|---------------|---------|
| [1] Žaliųjų pirkimų vertės dalis   | ≥ 30% | 20% < - < 30% | < 20%   |
| [2] Žaliųjų pirkimų skaičiaus dalis  | ≥ 30% | 20% < - < 30% | < 20%   |
| [3] Pirkimų, kai taikytas kainos (senaudų) ir kokybės ar sąnaudų kriterijus, vertės dalis    | ≥ 30% | 20% < - < 30% | < 20%   |
| [4] Pirkimų, kai taikytas kainos (senaudų) ir kokybės ar sąnaudų kriterijus, skaičiaus dalis | ≥ 30% | 20% < - < 30% | < 20%   |

Rodiklio vertinimas: žalia - gerai, geltona - vidutiniškai, raudona - blogai arba patenkinamai.

| Metai | Všų sudarytų sutarčių vertė, Eur | Žaliųjų pirkimų vertė, Eur | Pirkimų, kai taikytas kainos (senaudų) ir kokybės santykio ar sąnaudų kriterijus, vertė, Eur | [1] Žaliųjų pirkimų vertė, proc. | [3] Pirkimų, kai taikytas kainos (senaudų) ir kokybės santykio ar sąnaudų kriterijus, vertė, proc. |
|-------|----------------------------------|----------------------------|--|----------------------------------|--|
| 2018  | 4,254,405,556.75                 | 191,363,846.49             | 1,447,616,797.68   | 4.5                              | 34.0   |
| 2019  | 5,355,621,254.49                 | 178,694,276.24             | 2,037,455,976.72   | 3.3                              | 38.0   |
| 2020  | 4,550,943,792.65                 | 229,749,205.24             | 1,390,322,546.11   | 5.0                              | 30.6   |

| Metai | Všų pirkimų skaičius | Žaliųjų pirkimų skaičius | Pirkimų, kai taikytas kainos (senaudų) ir kokybės santykio ar sąnaudų kriterijus, skaičius | [2] Žaliųjų pirkimų skaičius, proc. | [4] Pirkimų, kai taikytas kainos (senaudų) ir kokybės santykio ar sąnaudų kriterijus, skaičius, proc. |
|-------|----------------------|--------------------------|--|-------------------------------------|---|
| 2018  | 7,999                | 225                      | 1,305  | 2.8                                 | 16.3  |
| 2019  | 8,594                | 198                      | 1,167  | 2.3                                 | 13.6  |
| 2020  | 9,441                | 224                      | 1,228  | 2.4                                 | 13.0  |

1 Visose lentelėse pateikiama informacija apie įvykius tarptautinės ir supaprastintos vertės pirkimus (be mažos vertės pirkimų).

Microsoft Power BI 1 of 6 >

*Dashboard showing share of GPP by value and amount of procedures throughout last three years with filtering options*

The scoreboard presents general and more detailed GPP results from different contracting authorities and product categories. Additionally, it allows users to filter and sort across a number of criteria, including buyer, supplier, item category, size of contracts, etc. For example, users can see the percentage of GPP by a specific institution, from a specific buyer within a particular goods category.

The scoreboard is publicly available, so the performance of GPP can be monitored by interested stakeholders. The PPO is broadening its functionality gradually, and from 2022 it plans to show GPP results in real-time, using a schema like the Open Contracting Data Standard (see Annex I) to improve the use and functionality of GPP tracking and reporting (among other goals).

## Step 2: Establish data for planning and tracking progress

Everyone we spoke to during the research process mentioned that obtaining quality data was a major challenge to the GPP process and evaluation, be it data on the use of GPP criteria, green certificates, planning pipelines for future spending, or the performance of suppliers, etc.

We have seen how high-quality, standardized data in open, machine-readable formats can make a transformational difference in authorities' capacity to coordinate policy and drive change in procurement performance more generally. Our stakeholder interviews identified a major opportunity to shape GPP policies and their implementation, given sufficient data is collected and used to power these actions.

One good starting point is to collect data from e-procurement platforms on the use of green criteria and green procurement uptake. One simple step is to **tag all green contracting processes and budget lines with "GPP"** (or similar) to ensure that all information linked to GPP can be filtered from other procurement information, stored, and used for further analysis. This is probably the simplest and easiest green flag for future analysis. Part 2 of this report on *Most Useful Data* offers guidance on specific fields that can be used to tag green procurement procedures and to analyze GPP.

The existence of granular data across all stages of green contracting, including planning and implementing contracts, can offer opportunities for deeper analysis, including value for money, efficiency, green market dynamics, and wider aspects of the green transition.

Our interviewees identified a need for close collaboration between those responsible for procurement and their IT colleagues who plan and run systems to capture and collate the required data. While data about *whether* green criteria have been used is, in theory, accessible through e-procurement platforms, supplementary data about environmental impact, supplier performance, or certification is often not. So it is important to ensure that governments create convenient channels of communications between GPP professionals who dictate information demands and their IT colleagues who can deliver on the data supply side.

Practitioners also told us that summaries of projects, data catalogs, methodologies, etc. would be of immense value for public authorities with less experience in GPP. Almost every procurer interviewed would like to see *how* others are doing GPP. Such libraries/databases could exist on national or international platforms and help GPP practitioners and their IT colleagues learn from already existing practices. In the EU, the European Commission-led [Green Procurement guidance](#) website could provide a good platform to exchange such information (or serve as a good example for non-EU countries), as it is already a go-to place for guidance for EU GPP practitioners. Unfortunately, it currently contains no information on the topic of open data and its use in promoting GPP.

### Step 3: Standardize criteria, specifications, and approaches

As per OECD [recommendations](#), developing a fixed menu of standardized criteria through a 'catalog' approach offers a simplified way to articulate what the government is seeking to buy and can also help procurers move towards more standardized and streamlined data collection processes. This would apply very neatly to green and/or other sustainable criteria too.

Many governments are already using this approach. For example, Lithuania has recently adopted a [comprehensive list](#) of green criteria for 30 types of goods. It was inspired by the advice of the European Commission, which offers [comprehensive guidance for GPP criteria](#) in 20 goods and services categories, including computers, catering, textiles, infrastructure, and more. The Basque Regional Government in Spain has a comprehensive list of criteria presented in [a user-friendly website](#). Likewise, procurers in the City of Barcelona have to provide justifications when they do not use the [standardized sustainability criteria](#), which provides an additional nudge.

Again, this is where an open data approach can add value. Once there is a list of standard criteria (which can be expanded over time), governments can ensure that e-procurement systems capture data about (i) the use of these criteria; and (ii) outcomes/impacts of using them. This data would allow for analysis of the uptake of GPP across institutions, goods/services types, suppliers, etc. as in the example of the Lithuanian GPP dashboard above. Open data about outcomes/impacts would enable a better understanding of how the use of certain criteria translate into concrete environmental outcomes. Authorities would be able to analyze what works and what doesn't, and set and adjust green procurement priorities accordingly.

Making data open and accessible to wider stakeholder groups can help governments (who often suffer from capacity issues) by broadening measurement and insight into green procurement practices and impacts. For example, a group of academics from the Sant'Anna School of Advanced Studies [analyzed tenders and the use of green criteria](#) to produce a series of recommendations to improve the implementation of green procurement in Italy.

More widely accessible open data can also engage larger audiences in monitoring the integrity of the procurement process and the application of procurement legislation and GPP. For instance, in Ukraine, there is a non-governmental procurement monitoring platform called [Dozorro](#). It offers a 'red-flagging functionality', which indicates potential favoritism; a red flag is triggered when any given supplier wins more than 60% of contracts of a given contracting agency or if a supplier also has more than 75% of its contracts with the same contracting agency.

## Step 4: Track outcomes and performance

Measuring the actual green or sustainable outcomes and performance of a government contract is still a very new practice. This is true of most procurement, but our interviewees emphasized that it is a key goal that all green purchasing should strive toward. They want to move from measuring uptake to measuring impact. A key challenge is both the buyers' and suppliers' capacity to do this.

Procurement staff are rarely sustainability experts. They normally rely on supplier declarations, which need to be verified, or external experts or service providers for verification. Likewise, buyers often have little choice but to rely on supplier reporting in terms of milestone delivery, as there is scant independent information that could verify the environmental outcomes of specific contracts unless this information is included in the contract itself.

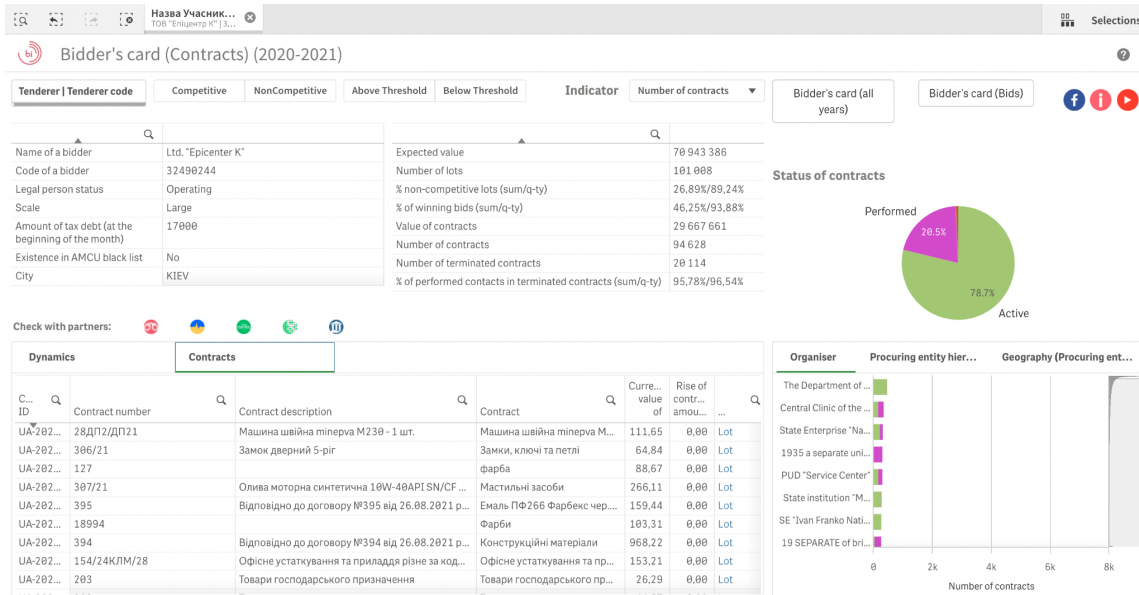
Although there is little existing guidance on evaluating supplier capacity/reputation through an environmental lens, there have been interesting experiments. For example, a large utility company in Italy linked past supplier contract performance to the award of future contracts, which dramatically [boosted contract performance and procurement outcomes for prolonged periods](#) (+10 years).

[The Super Efficient Equipment and Appliance Deployment \(SEAD\) Guide for Monitoring and Evaluating GPP programs](#) offers guidance on monitoring procurement performance directly related to specific policy objectives, including environmental protection.

General supplier evaluation strategies include setting and tracking key performance indicators for similar procurements, implementing vendor evaluation forms, and setting up automated systems to facilitate monitoring. Typical categories for performance evaluation include: (i) delivery/timeliness; (ii) pricing (on-budget); (iii) customer service; (iv) product quality and effectiveness; and (v) documentation. In terms of GPP, governments might want to add the aspect of green criteria used in previous contracts and previous delivery on the specific GPP targets.

Inspiration can be taken from the [Prozorro](#) system in Ukraine that helps authorities evaluate suppliers' performance generally. It offers a [business intelligence solution](#) with a very wide range of options for looking into supplier past-performance or wider market trends. For example, the system offers a supplier profile with indicators related to previous procurements, including the value and amount of previous contracts (including those terminated by both suppliers and buyers, providing reasons and justifications). The profile offers information about legal status, tax debts, blacklisting information, linked court decisions, etc. It also presents previous success rates or details about a specific contract of a particular supplier. When a buyer is looking to buy a specific good/service, it can search

for previous contracts with a specific item and analyze them, as well as simply reach out to previous buyers for feedback on a specific supplier.



The Dashboard shows the bidder profile, including previous contracts, the share of closed/open contracts, most frequent partner institution etc.

The OCP has, together with the Sunlight Foundation, developed [a short guide](#) on vendor performance management for contracting agencies to evaluate suppliers' capacity focused both on supplier selection and the contract implementation stages of contracting.

## So what to measure? A list of the most useful data fields in procurement systems for GPP

In this section we will propose the key GPP data categories and show how they are relevant to the analysis of GPP, including GPP target tracking.

This guidance mostly focuses on procurement-related data, but there are other sources of data that can be collected, published, and added for additional insights, such as environmental impact or performance, certifications, etc.

We recommend collecting and publishing information across all stages of the procurement process, from planning to tender, award, and implementation. Linking information throughout the various stages of the procurement process provides multiple opportunities for analysis, tracking, and monitoring. For example, having access to open data from planning to implementation can allow a procuring entity or the private sector to improve their strategic planning, do market analysis, better evaluate suppliers or understand competitors, and evaluate the implementation of contracts. The [Open Contracting Data Standard](#) (OCDS) is a useful data standard to model and publish procurement data in an open format. It can also be used to identify key fields that can be disclosed and analyzed for many different use cases and to develop [local extensions](#) to include specific data fields related to GPP or a specific publication need. More information about OCDS is included in the Annex.

Below is a short summary table of the information that can be published to measure GPP and the relevance for GPP analysis. OCP will be exploring specific profiles and extensions for GPP in the future which could add even more details needed for specific GPP user needs.

## Joined up contracting data: what to publish & why?



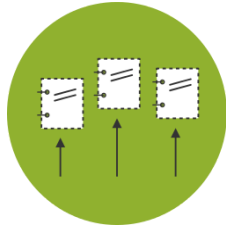
### Planning

#### *Including:*

Budgets (incl. green priorities)  
Rationale & budget source  
Project plans with green targets  
Procurement plans with green targets  
Market studies  
Public hearing information

#### *Enabling:*

Analysis of planned green investments & priorities  
Informing suppliers about upcoming GPP opportunities  
Identifying if a specific procedure has a green criteria  
Strategic planning around green transition  
Market research  
Setting & articulating green priorities



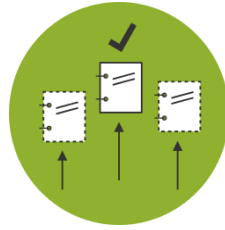
### Tender

#### *Including:*

Tender notices (title, description, value)  
Standardized award criteria (inc. GPP criteria)  
PP method rationale  
Information about suppliers inc. past performance  
Specifications  
Line items, specifying green categories  
Enquiries  
Additional documents

#### *Enabling:*

Filtering & tracking GPP procedures for policy monitoring  
Category-specific analysis/price comparisons  
Suppliers to find green business opportunities  
Analysis of intended GPP outcomes  
Informed supplier engagement/consultation/feedback  
Supplier performance/market analysis  
Competitive tendering  
Red flag analysis



### Award

#### *Including:*

Details of award (title, description, value, documents)  
GPP criteria used  
Bidder information  
Bid evaluation  
Values

#### *Enabling:*

Identifying awards related to GPP — key for monitoring analysis  
Green market-specific analysis  
Analysis of intended green outcomes  
Suppliers identifying future business opportunities and price comparisons  
Efficient complaints mechanism  
Links to beneficial ownership data  
Red flag analysis



### Contract

#### *Including:*

Final details (title, description, period, value)  
Milestones & targets (incl. green)  
Methodology of green measurement/evaluation  
Amendments  
Values

#### *Enabling:*

Identifying which contracts relate to GPP  
Contract efficiency analysis  
Analysis of potential green outcomes/impacts  
Cost & item analysis



### Implementation

#### *Including:*

Payments  
Progress updates/implementation status  
Milestones/targets  
Location  
Extensions  
Amendments  
Completion or termination details

#### *Enabling:*

Results-based contracting  
Implementation monitoring, esp. whether GPP objectives were achieved  
Efficiency of contract implementation for green objectives  
Future GPP planning analysis  
Final cost analysis  
Red flag analysis

## Top performance metrics

- Share (%) of planned and implemented GPP against all PP, by value/procedures/CPV category/institution, etc; and whether that share is on target
- Total investment into green transition (GPP planned and implemented total value), by institution, market segment, etc; and whether that investment is on target
- Estimated and actual environmental impact of GPP (i.e. CO2 emission, energy savings, etc.); whether on target

Here is a list of other procurement indicators that can be calculated and adapted for GPP, related to market description, competition, value for money, public integrity, and efficiency. For example, to track competition and identify gaps in specific markets it can be useful to calculate the average number of bids in GPP procedures or the proportion of GPP procedures that received a single bid.

In addition the Methodology for Assessing Procurement System (MAPS) has a module on Sustainable procurement, with a list of indicators that can be assessed. For example:

- Bids submitted online in procedures with sustainability criteria (in %)
- Bids submitted online by micro, small, and medium-sized enterprises in procedures with sustainability criteria (in %)
- Number of contracts with sustainability criteria and in % of total number of contracts
- Value of contracts with sustainability criteria and in % of total value of contracts
- Total value of contracts with sustainability criteria awarded through competitive methods in most recent fiscal years.
- Number of procedures that use non-price attributes (in % of total number of procedures)
- Value of procedures that use non-price attributes (in % of total value of procedures)
- Number of procedures with contract clauses that define sustainability standards (in % of total number of procedures)
- Value of procedures with contract clauses that define sustainability standards (in % of total value of procedures)
- Share of registered suppliers that are participants in the public procurement market and awarded contracts for sustainable products (in % of total number of registered suppliers)

Below, we offer more detail about the key data categories across the various stages of contracting, the rationale for publishing them, and their relevance to GPP. We've included the key data fields, a description and an explanation of why those fields can be important for tracking GPP, or to calculate specific green metrics. We also recommend publishing additional standard information related to the different stages of the procurement process such as information about the procuring entities, values, key dates, and more. You can see a full list of OCDS fields [here](#).



# Planning

| Procurement process information                       |   |  |
|---|---|--|
| Key data fields                                       | Description   | Why  |
| <b>Procurement rationale</b>                          | The rationale for the procurement. More detail can be provided in an attached document. This field can be used to identify if the procedure has green criteria.   | These fields can be useful at the planning stage to identify if a procedure has green criteria, what the estimated value is, and see specific funding sources for these types of procedures. From a strategic perspective, it can be useful to inform the market about upcoming green procurement opportunities.   |
| <b>Budget source reserved for contracting process</b> | A short free text description of the budget source. May be used to provide the title of the budget line, or the programme used to fund this project. This can be relevant if GPP is funded from a particular budget line.   |  |
| <b>Budget amount</b>                                  | The value reserved in the budget for this contracting process.  |  |
| <b>Documents related to the planning process</b>      | It can be published with a short description of the document and a direct link to the document or attachment. See the <a href="#">document type codelist</a> for details. For GPP, key documents can relate to <b>procurement plans, market studies, documentation of assessments of the environmental impacts</b> (e.g. impacts on flora, fauna & woodlands, areas of natural beauty, carbon emissions etc.), <b>and mitigation measures</b> (e.g. pollution control, low carbon solutions, sustainable timber, etc.) for the contracting process. | Documents related to environmental impacts, market studies, and mitigation measures are valuable both for suppliers, who may be interested in submitting bids at a later stage, and for procuring entities to better understand how sustainability considerations can impact the planning process. Having documents available can also be useful to improve future planning. |

# Tendering

| Procurement process information     |  |   |
|-------------------------------------|--|---|
| Key data fields                     | Description  | Why   |
| <b>Procurement method rationale</b> | The rationale for the chosen procurement method. This field can be used to <b>tag procedures with GPP criteria</b> . For instance, <a href="#">Paraguay</a> used this field to identify all COVID-19 tenders.  | Being able to <b>tag and easily identify which procedures relate to GPP</b> is key for policy tracking, monitoring, and evaluation. These fields can be used to add a reference to GPP, specially in cases where there is not an existing field in the systems to track GPP.  |
| <b>Tender title</b>                 | The title of the tender. This will often be used in applications to attract interest, and to help analysts understand the nature of this procurement. Reference to GPP criteria can be made in the title to identify these procedures.   |   |
| <b>Tender description</b>           | A summary description of the tender. Reference to GPP criteria can be made in the description to identify these procedures.  |   |
| <b>Procuring entity</b>             | The entity managing the procurement.   | To identify which entity is conducting GPP.   |
| <b>Items to be procured</b>         | The goods, works, and services to be purchased, broken into line items wherever possible. Items should not be duplicated, but the quantity specified instead. The number of units to be provided and the monetary value of a single unit should be published also. They should also include the classification scheme used (like CPV, UNSPSC) and their ID. If there is a list of specific product categories with GPP criteria and specifications, users should be able to identify those items with the description or classification schemes. Similarly, if there is a way to flag projects with direct, positive environmental outcomes, that should be included here too. | Detailed information about items and values is important to understanding which item categories are being procured in green procedures. These fields are also useful for market-specific analysis and price comparisons. For suppliers, it can be helpful to understand what green items they could procure and identify potential opportunities. |
| <b>Tender value</b>                 | Useful to identify the total value of the tenders and potential changes in the total value during the different stages of the process as well as the general use of GPP in a city, region, or countries in all contract awards over a particular period.   |   |
| <b>Documents and attachments</b>    | All documents and attachments related to the tender, including any notices. Common   | Tender documentation is useful for detailed   |

|                              |  |   |
|------------------------------|--|---|
| <b>related to the tender</b> | documents include official tender notices with intended GPP outcomes, technical specifications, and evaluation criteria. As tenders progress, clarifications and replies to queries become relevant as well. See the <a href="#">document type codelist</a> for details. | information on the intended GPP outcomes and technical specifications of green items procured.  |
| <b>Award criteria</b>        | The award criteria for the procurement. Further details about the criteria used can be published in a separate field. A <a href="#">breakdown of the different criteria used</a> can be published as separate fields.  | It is recommended to have transparent feedback mechanisms so suppliers know how they will be evaluated, what the eligibility criteria are, and the process for submitting enquiries and receiving answers. For GPP, this can be particularly relevant since <a href="#">MEAT criteria</a> that include <b>GPP requirements</b> can be used. |
| <b>Eligibility criteria</b>  | A description of any eligibility criteria for potential suppliers. This can be relevant if <b>GPP criteria</b> is used to assess eligibility of suppliers.   |   |
| <b>Enquiries</b>             | Questions raised during a contracting process, and the answers provided.   |   |

**Supplier/bidder information**

| Key data fields  | Description   | Why  |
|--|---|--|
| <b>Supplier/bidder identifiers and name</b>                    | Unique identifier and name of the suppliers or bidders of a procedure.  | Publishing information about suppliers can help authorities better understand the market and their supplier base. If specific green criteria is tracked for suppliers, authorities can use this information to identify suppliers that commit to green practices, and understand gaps to reach a higher supplier base. |
| <b>Specific green certifications / standards for suppliers</b> | If there is a <b>green certification</b> in place to certify suppliers that commit to specific green or sustainable criteria, this can be included as a separate data field. This can be similar to disclosing data about the <a href="#">scale of a firm</a> or <a href="#">women-owned businesses</a> . |  |

# Award

| Procurement process information |  |  |
|---------------------------------|--|--|
| Key data fields                 | Description  | Why  |
| <b>Award title</b>              | The title of the award. Reference to GPP criteria can be made in the title to identify these procedures.   | These fields can be used to <b>tag and easily identify which awards relate to GPP</b> . Correctly identifying these awards is key to subsequent monitoring and/or analysis strategies related to GPP.  |
| <b>Award description</b>        | A summary description of the award. <b>Reference to GPP criteria</b> and green outcomes can be included in the description.  |  |
| <b>Award value</b>              | The total value of this award. In the case of a framework contract this may be the total estimated lifetime value, or maximum value, of the agreement. There may be more than one award per procurement.   | Detailed information about the items and values is important to understanding what item categories are being awarded using green procedures. These fields are also useful for market-specific analysis and price comparisons. For suppliers, it can be helpful to understand what green items they could procure and identify potential opportunities. |
| <b>Items awarded</b>            | The goods, works, or services awarded, broken into line items wherever possible. Items should not be duplicated, but the quantity specified instead. The number of units to be provided and the monetary value of a single unit should be published also. The classification scheme (e.g. CPV, UNSPSC) and their ID should also be included. Additional classification schemes may be used. If there is a list of <b>specific product categories with GPP criteria and specifications</b> , users should be able to identify those items with the description or classification schemes. |  |
| <b>Bid evaluation details</b>   | Details about the individual bids including values, tenderers, status, and documents ( <a href="#">see example</a> ). It is particularly relevant to publish evaluation reports to indicate how green criteria were evaluated.   | Suppliers and procurement officials should be able to understand how the bids were evaluated using green criteria and the results. For monitoring purposes, bid information can be used for Red flag analysis and tracking competition, for example to understand which companies are submitting and winning bids.                                     |

|                        |  |   |
|------------------------|--|---|
| <b>Award suppliers</b> | The suppliers awarded. If different suppliers have been awarded different items or values, these should be split into separate award blocks. The address and country of the supplier can also be included. | It is important to identify which suppliers win GPP procedures to understand market trends, identify potential gaps, and track implementation.                |
| <b>Award documents</b> | All documents and attachments related to the award, for example documents with intended GPP outcomes and documentation of the winning bid.   | The award documentation is useful for detailed information about intended GPP outcomes, the winning bid, and to plan what needs to be monitored and measured. |

## Contract and Implementation

| Procurement process information |  |  |
|---------------------------------|--|--|
| Key data fields                 | Description  | Why  |
| <b>Contract title</b>           | The title of the contract. Reference to GPP criteria can be made in the title to identify these procedures.  | These fields can also be used to <b>tag and easily identify which contracts relate to GPP</b> . Correctly identifying these contracts is key to monitoring/analysis strategies related to GPP. With linked data this can also be carried forward from the tender data.   |
| <b>Contract description</b>     | A summary description of the contract. <b>Reference to GPP criteria</b> and green outcomes can be included in the description.                             |  |
| <b>Contract period</b>          | The start and end date of the contract. It can be denoted as the duration of this period in days, or by publishing the start and end date of the contract. | Publishing key dates including the date of contract signature, start and end dates, and other relevant dates during implementation is helpful to track contract implementation and schedule. Contract dates are also vital for GPP implementation planning. Although buyers may not have much leverage to change the delivery of contracts during the contract period, a new contracting cycle offers a chance to respecify how a contract will work, and how its performance will be measured. This information is also important for wider planning around government CO2-eq emissions pipelines |

|                                    |  |  |
|------------------------------------|--|--|
|                                    |  | and plans to reduce emissions at each renewal.   |
| <b>Contract value</b>              | The total value of the contract.   | The final value of GPP contracts is necessary for analyses of potential price changes, e.g. at the implementation stage due to amendments.   |
| <b>Contract documents</b>          | All documents and attachments related to the contract. Common documents include the signed contract and contract notices. See the <a href="#">document type codelist</a> for details.                  | The signed contract can include relevant information regarding GPP outcomes and implementation details and green targets.  |
| <b>Contract amendments</b>         | To include any formal change to, or extension of, a contract, the rationale, and a description of the changes made. Can be published as individual data fields ( <a href="#">see example</a> ).        | Amendments can be relevant for contract implementation monitoring to identify changes related to the values, specifications, or the duration of contracts.   |
| <b>Implementation milestones</b>   | Milestones can be used to track specific events that take place for a particular kind of contracting process, for example delivery, progress, or financial milestones.                                 | Milestone data can be used to track contract implementation, to track where the GPP items and services are being delivered, if the contracts are being implemented according to schedule, and track the transaction of spending against the contract.  |
| <b>Implementation documents</b>    | This can include documents or reports related to the implementation phase, such as evaluation reports, environmental impact assessments, or other relevant documents to assess green criteria targets. | Documents related to environmental impact assessments and evaluation reports on how GPP targets and criteria were implemented are relevant to tracking the implementation of these procedures and evaluating if green targets were met. These documents can be used for future planning to improve the targets and outcomes of future contracts. |
| <b>Contract completion details</b> | These fields can be used at the end of a contracting process to provide details about the final date and value of the contract, and, where there is variation, to provide a justification of this.     | Completion details of GPP contracts can be used to identify if there were changes in the final values, and whether they were delivered on time and according to specifications. As mentioned above under contract period, this information is also vital for planning new contracts and predicting and reducing emissions pipelines etc.         |

## Other information about evaluating outcomes

| Key data fields                                  | Description  | Why   |
|--|--|---|
| <b>Information about GPP performance metrics</b> | It is important to disclose the methodologies, data, and/or reports that detail how the specific GPP targets are measured, monitored, and tracked. | Targets can vary depending on the strategy and criteria used, but having a record of these methodologies can be useful for tracking progress on the GPP strategy and to make adjustments. For instance, data on carbon intensity or other green metrics of past contracts can inform the planning stage of a new procedure. |

## Conclusion

There is an incredible opportunity to use better procurement data to improve the uptake and performance of Green Public Procurement, especially if that data is open and shared and can convene a community of buyers, suppliers, analysts, and advisors to drive down emissions and boost sustainable purchasing.

From our conversations with numerous governments, it is clear that there is a need to help many buyers and suppliers take the first steps to track uptake, outputs, and, in due course, outcomes from GPP. We think a little data can go a long way and some very simple changes such as actually tagging GPP — a very simple green flag — can make a significant difference in understanding and assessing what buyers are trying to achieve.

We also hope that this guide will encourage engagement and collaboration between GPP practitioners and procurement data experts to advance the practice of green procurement.

We are committed, as ever, to helping governments take the first steps toward data-driven procurement reform. To give us feedback on how we might update or improve this report, or if you are looking for help to advance GPP in your context, please message us at [engage@open-contracting.org](mailto:engage@open-contracting.org).

Annex:

## What is the Open Contracting Data Standard?

Public procurement can be divided into five different stages, that include planning, tender, award, contract and implementation. Along these steps, different types of information, data and documents can be disclosed, to allow potential users to analyze the data for different purposes.

The [Open Contracting Data Standard \(OCDS\)](#), is a free, non-proprietary open data standard for public contracting, being implemented [around the world](#).

The OCDS enables disclosure of data and documents at all stages of the contracting process by defining a common data model. OCDS provides:

- A set of recommended data fields and documents to disclose;
- A common structured JSON data model;
- An approach to regular publication of information on all contracting processes;
- Guidance and tools to support implementation; and
- A free global [helpdesk](#).

At the heart of OCDS is the idea that it should be possible to follow a contracting process from planning and tender, through to award and implementation. The data made available at each stage described in the diagram below should be usable by, and useful to, key stakeholders, including businesses, citizens and government itself.

Even if you are not yet an OCDS publisher, this structure can help you identify what data you have available in your system and what fields could be disclosed.



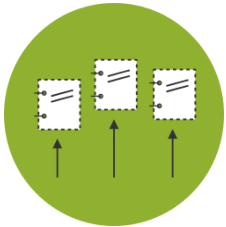
# Joined up contracting data



## Planning

*Including:*

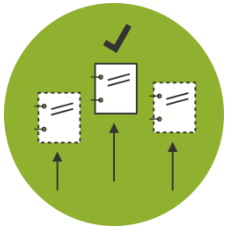
- Budgets
- Project plans
- Procurement plans
- Market studies
- Public hearing info



## Tender

*Including:*

- Tender notices
- Specifications
- Line items
- Values
- Enquiries



## Award

*Including:*

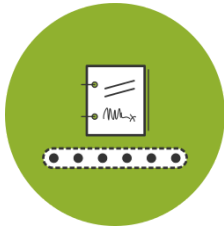
- Details of award
- Bidder information
- Bid evaluation
- Values



## Contract

*Including:*

- Final details
- Signed contract
- Amendments
- Values



## Implementation

*Including:*

- Payments
- Progress updates
- Location
- Extensions
- Amendments
- Completion or termination info

## About the Open Contracting Partnership

The Open Contracting Partnership is a silo-busting collaboration across governments, businesses, civil society, and technologists to open up and transform government contracting worldwide. We bring open data and open government together to make sure public money is spent openly, fairly and effectively.

**Contact us:**

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