



# Public Sector Bodies Climate Action Roadmaps Guidance 2023

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V1.2

## **Sustainable Energy Authority of Ireland**

SEAI is Ireland's national energy authority investing in, and delivering, appropriate, effective and sustainable solutions to help Ireland's transition to a clean energy future. We work with the public, businesses, communities and the Government to achieve this, through expertise, funding, educational programmes, policy advice, research and the development of new technologies.

SEAI is funded by the Government of Ireland through the Department of Environment, Climate and Communications.

## **EPA**

The EPA is responsible for protecting and improving the environment as a valuable asset for the people of Ireland. We are committed to protecting people and the environment from the harmful effects of radiation and pollution.

The work of the EPA can be divided into three main areas:

**Regulation:** Implementing regulation and environmental compliance systems to deliver good environmental outcomes and target those who don't comply.

**Knowledge:** Providing high quality, targeted and timely environmental data, information and assessment to inform decision making.

**Advocacy:** Working with others to advocate for a clean, productive and well protected environment and for sustainable environmental practices

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## 1. Overview

This document provides guidance for public sector bodies to update their climate action roadmaps in line with the updated public sector climate action mandate, which was included in Climate Action Plan 2023, and approved by Government in May 2023.

The purpose of the climate action roadmap is to encourage strategic vision, coordination, organisation, mobilisation, and planning by each organisation.

Organisations that already undertake climate action wider than the requirements outlined in this guidance, or have plans to do so, such as reducing emissions of other greenhouse gases, reducing water use and waste production, reductions in other indirect emissions, or for adaptation activities, are encouraged to include these in their Roadmap as an additional section.

### 1.1 Changes since 2022 guidance

- Updated to include the new elements of the Climate Action Mandate, such as building stock plans, climate leadership training.
- Clarified the annual cycle of Climate Action Mandate review, guidance update and roadmap update.
- Added guidance on submitting and updating roadmaps, and on reporting against the requirements of the Climate Action Mandate.
- Added more guidance on Green Public Procurement, particularly in relation to low carbon construction and clean vehicles.
- Added requirement to include plans on tracking water use and waste production.

### 1.2 Climate Action Mandate

The [Public Sector Climate Action Mandate 2023](#) was published in CAP 23 and approved by Government in May 2023. The Mandate requires public sector bodies to show leadership in climate action by taking, and reporting on, the actions of the Mandate. This document provides guidance on how to comply with the current Mandate. Public bodies may include climate action areas not currently required by the Mandate.

The adoption of the Mandate will support public sector bodies leading by example in demonstrating the necessary climate action to reduce Ireland's GHG emissions by 51% by 2030.

For the Mandate, and to ensure consistency of reporting requirements with energy use and energy efficiency, it has been decided to base the definition of Public Body on that used in S.I. No. 426/2014 - European Union (Energy Efficiency) Regulations 2014. Therefore, all Public Bodies who report under the existing SEAI Monitoring & Reporting (M&R) system already in place are to follow the Mandate (except for Local Authorities, Commercial Semi-State Bodies, and the School Sector where separate mandates apply). The Public Sector Climate Action Mandate will be reviewed annually, and the changes reflected in the CAP revision. Revised guidance will then be issued, enabling public bodies to update their Climate Action roadmap to reflect the latest Mandate. It is expected this will be an annual cycle.

### 1.3 Public Sector Climate Action Strategy

The [Public Sector Climate Action Strategy](#) was published in March 2023 and focusses on the governance required to support public sector decarbonisation. It also addresses green public procurement, sustainable travel, a strategic approach for buildings, and financing. The strategy provides additional guidance and should be read in conjunction with the Climate Action Roadmap guidance.

## 1.4 Compliance with legal requirements

The Climate Action Roadmap focuses on meeting or going beyond the requirements of the Climate Action Mandate 2023. However, public bodies need to be aware of the legal requirements relating to energy and climate action and plan for compliance of these in their roadmaps.

These requirements include:

- Climate Action and Low Carbon Development (Amendment) Act 2021, which requires all public bodies to perform their functions in a manner consistent with Ireland's climate ambition.
- SI393/2021 Energy Performance of buildings, which requires installation of Building Automation and Control by 2025, for buildings with HVAC rated output over 290kW; requires installation of electric vehicle charging points in car parks for new or refurbished buildings with more than 10 car parking spaces.
- SI381/2021 Clean Vehicles Directive, which sets targets for the procurement of clean light and heavy-duty vehicles, with the first target falling in 2025 and the second in 2030. The definition of clean vehicle changes to zero emission vehicles in 2025.
- SI4/2017 Energy Performance of Buildings, which requires all new public sector buildings built since 2018 to be "nearly zero emissions".
- SI646/2016, which requires that public bodies procure only energy using products and vehicles that are on the Triple E register.
- SI426/2014, which requires the public sector to demonstrate exemplary energy management and requires public bodies to undertake energy audits every four years.

## 1.5 Format of the Roadmap

The roadmap should cover each public body's plan for implementing the Mandate. It may be compiled in whatever format is most useful, so long as the minimum content listed in this document is included for all public bodies. Larger public bodies must also include the additional content listed.

For smaller public bodies, the headings and subheadings set out in Annex 1 shall serve as a template. The minimum content covers the required content for smaller public bodies.

From CAP23/ large public bodies for the purposes of the Roadmap are '*Organisations that consume over 50 GWh of energy per annum*'.

## 1.6 Approval and sign off

The Roadmap must be signed off by the most senior management level within the organisation (e.g., CEO, Chair of the Board and Sec Gen, etc.).

Once approved, the roadmap must be sent to the Climate and Sustainability Champion in the organisation's parent department and to SEAI's Public Sector Team at [publicsector@seai.ie](mailto:publicsector@seai.ie).

SEAI does not approve or publish Roadmaps; its role is to track Roadmaps completed and report compliance to government.

Public bodies are encouraged to publish their full Roadmap on their website, although this is not currently a requirement.

## 1.7 Reporting progress against the Climate Action Mandate Requirements

### 1.7.1 Annual reporting requirements

Public bodies must publicly report on their climate action activities in their annual reports.

Annual reports **must** include:

- GHG emissions;
- Implementation of the Mandate;
- Sustainability activities report;
- Compliance with Circular 1/2020: Procedures for offsetting the emissions associated with official air travel.

Reports **should** include a declaration regarding their performance, achievements in the last year and plans and project pipeline to 2030.

1.7.2 SEAI Monitoring and Reporting System

SEAI’s Public Sector M&R system tracks progress towards the energy efficiency and energy related carbon targets. The SEAI annual report now includes energy related carbon emissions.

From 2023, public bodies subject to the Mandate will be required to indicate whether Mandate actions are complete or incomplete and to provide additional information on what was done or why the action is incomplete.

In 2023, this reporting will be carried out via a survey issued by SEAI. In 2024, reporting on the mandate will be incorporated into the M&R system.

1.7.3 Code of Practice for the Governance of State Bodies

The reporting requirements relating to the mandate will be reflected in the Code of Practice for the Governance of State Bodies. This will enable parent Departments to include climate considerations as part of the existing reporting structure for monitoring compliance statutory and governance requirements.

1.8 Updating the Climate Action Roadmap

The Roadmap must be in line with the Climate Action Mandate and must therefore be updated in line with any changes in the Mandate.

The Mandate will be reviewed and potentially updated annually in the context of the preparation of the annual update to the Climate Action Plan. Additional guidance will be issued by SEAI and EPA within 2 months of publication of the Climate Action Plan. Public bodies have 6 months from publication of the Climate Action Plan to update their Roadmaps to reflect the revised Mandate requirements.

Irrespective of whether the Climate Action Mandate is updated in the CAP, it is recommended that public bodies review their Roadmaps annually, and update if necessary.

2023	
By end of Quarter 2 2023	Second iteration of Guidance published by SEAI and EPA
By end of quarter 3 2023	Second iteration of Roadmap completed by public sector body

	Subsequently, implement Mandate as included in Climate Action Plan 2023
2024 and ongoing years	
Within 2 months of publication of Climate Action Plan	Updated guidance to be published by SEAI and EPA
Within 6 months of publication of Climate Action Plan	Updated roadmap to be completed by public sector bodies

## 2. Content of Climate Action Roadmaps

This section covers the content required in Climate Action Roadmaps. The minimum content must be included by all organisations. Larger public bodies, as defined in section 1.4 of this document, must also include the additional content listed.

### 2.1 Our Targets

The Climate Action Mandate sets emission reduction and energy efficiency targets for public bodies:

#### Climate Action Mandate Section 1 - Our targets

##### 1 Our Targets

- 1.1. Reduce GHG emissions by 51% in 2030
- 1.2. Increase the improvement in energy efficiency in the public sector from the 33% target in 2020 to 50% by 2030
- 1.3. Update Climate Action Roadmaps annually in line with updated Public Sector Climate Action Mandate.

For the purposes of the Public Sector Mandate, greenhouse gas emissions are taken to be energy-related carbon dioxide equivalent emissions. The baseline will be the average of 2016-2018 emissions.

The total target for each individual public body is derived as follows:

- 51% reduction of direct energy-related emissions (thermal and transport consumption); plus
- projected supply side reductions in indirect energy-related emissions from electricity.

Public bodies must ensure that they meet BOTH the 51% reduction in direct energy-related emissions (thermal and transport) target and the overall total emissions reduction target.

#### 2.1.1 Achieving the energy related carbon emissions reduction targets (51% reduction by 2030)

##### Minimum Content

This section should explain how the organisation plans to meet its 2030 energy related emissions targets. The analysis should identify the level of emissions reduction required to meet the target, taking into account the latest emissions data from M&R and should use the SEAI Gap to Target tool or equivalent modelling tool.

The following elements should be included:

- Energy related carbon emissions baseline (average of 2016-18 emissions).
- Total emissions and thermal (heating and transport) emissions if no new projects implemented.
- Any growth in emissions between the baseline and target years based on planned increase/growth in services (if applicable).
- Any planned energy related greenhouse gas emission reduction activities.



- Analysis of significant emitters.
- Identify the 'Gap to Target' that needs to be addressed.

If there is a gap, identify potential decarbonisation pathway(s), covering:

- Proposed actions to achieve energy related carbon target, detailing specific projects and timelines.
- Resources in place or to be mobilised.
- Resources, both people and financial.
- Project readiness status.

### **Additional Content**

- Incorporate opportunities from any Register of Opportunities from your energy management programme, or an SI426 compliant audit<sup>1</sup>.
- Detail the project pipeline to 2030, including specific projects and actions, timelines, financing requirements and responsibilities. For multi-site organisations, there may be a capacity building phase where one or two projects are completed to develop learnings and models and a delivery phase where the programme is ramped up and the remainder of projects are completed.
- Plans for financing projects.

### **Guidance/Best Practice**

The energy related carbon emissions baseline for each organisation is calculated by SEAI's Public Sector M&R system. Public bodies can access it by downloading their Gap to Target tool from the M&R system. The tool estimates energy related carbon emissions up to 2030 based on the energy data available for the baseline period of 2016/18, and the projected emission factors up to 2030. The tool also allows organisations to model approaches to achieving the targets. The Gap to Target will be updated whenever new emission factor data becomes available from SEAI's modelling team.

For buildings, this section should provide an overview of core emissions reductions measures. Detailed plans for building retrofit should be set out in Building Stock plans, as required by section 4.5 of the Mandate.

*Note: Linking Roadmaps to Building Stock Plans*

Building Stock Plans are a requirement of the Mandate. SEAI will issue guidance on BSP in summer 2023. It will focus on how public bodies are to address in detail building specific policy and legal requirements. Decarbonisation of buildings and fleets is a long-term activity and will involve fundamental review of long-term building asset management and deep retrofit of buildings. BSP will focus on planning in detail for building stock energy decarbonisation. In relation to Roadmaps, only high-level detail on building actions need be included. This section should provide an overview of buildings emissions as a percentage of overall emissions and core emissions reductions measures.

### **Additional information, training or SEAI supports**

- [M&R-2030 methodology guidance](#) Chapter 6 – to understand the target methodology.
- [Gap to Target Model User Guide](#)

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<sup>1</sup> An energy audit to SI426 is required for every public body with individual buildings with a total useful floor area of more than 500m<sup>2</sup> or an annual energy spend of more than €35,000 - <https://www.seai.ie/business-and-public-sector/energy-auditing>

- [SEAI Partnership Programme](#) can provide support to SEAI partners on populating the Gap to Target tool and using it to analyse emission pathway submissions, developing pathways and project pipelines, as well as support with developing energy management and energy efficient design.
- Various agencies may be able to assist business case analysis and financing for larger projects i.e.
  - Ireland - <https://www.ndfa.ie/our-services>, <https://isif.ie/>,
  - EU - <https://advisory.eib.org/index.htm>, [https://cinea.ec.europa.eu/programmes/life\\_en](https://cinea.ec.europa.eu/programmes/life_en). Many of these schemes also can provide capital support also. There are numerous Irish public sector projects availing of these schemes i.e. <https://publiclighting.ie/>, <https://www.eib.org/attachments/documents/elena-project-factsheet-irish-water-energy-en.pdf>, <https://www.codema.ie/projects/european-projects/deliverree>
- [SEAI Pathfinder Programme](#) provides capital support for public sector building energy decarbonisation retrofit projects
- SEAI [Energy Contracting Support Scheme](#) - technical assistance for developing and supporting project implementation through an energy contracting approach.

### 2.1.2 Achieving the energy efficiency target (50% improvement by 2030)

#### Minimum Content

This section should explain how the organisation will achieve the energy efficiency target. It should set out analysis of target to 2030 based on the SEAI Gap to Target tool or equivalent. The analysis should cover:

- Energy efficiency baseline.
- Energy efficiency in target year if no new projects implemented.
- Any growth in energy use or change in the activity metric between the baseline and target years based on planned increase/growth in services (if applicable).
- Any planned energy efficiency activities.
- Analysis of significant energy users.
- Identify any 'Gap to Target' that needs to be addressed.

If there is a gap, identify additional energy efficiency pathways, covering:

- Proposed actions to achieve energy efficiency target, detailing specific projects and timelines.
- Resources in place or to be mobilised.
- Resources, both people and financial.
- Project readiness status.

#### Guidance/Best Practice

- The Gap to Target tool available from the Public Sector M&R system also allows modelling of energy efficiency performance against the 50% efficiency improvement target, including expected growth in energy use.
- This section should include information on the contribution of good energy management systems on reducing energy wastage/improving energy productivity.

#### Additional information, training or SEAI supports

In addition to supports listed in previous section:

- M&R-2030 methodology guidance Chapter 6 – to understand the target methodology.
- Gap to Target Model User Guide

- SEAI Partnership Programme can provide support to SEAI partners on populating the Gap to Target tool and using it to analyse energy efficiency pathways, developing pathways and project pipelines, as well as support with developing energy management and energy efficient design.

## 2.2 Our People

The Climate Action Mandate requires that leadership and governance structures for climate action are set up, and that staff are engaged with climate action and have appropriate training.

### Climate Action Mandate Section 2 - Our People

#### 2 Our People

- 2.1. Establish and resource Green Teams, reporting to senior management, to become integrated drivers of sustainability in every public sector body
- 2.2. Nominate a member of the Management Board as the Climate and Sustainability Champion with responsibility for implementing and reporting on the Mandate
- 2.3. Incorporate appropriate climate action and sustainability training (technical and behavioural, including green procurement training) into learning and development strategies for staff
- 2.4. Organise staff workshops (at least annually) to engage on climate issues, including a focus on decreasing the organisation's carbon footprint
- 2.5. Ensure all senior management (P.O. level or equivalent and above) complete a climate action leadership training course in 2023, similar to the Local Authority training course as delivered by the CAROs

### 2.2.1 Leadership and governance for climate action

#### Minimum Content

- Governance structure for climate and sustainability including chart showing responsibilities.
- Name of nominated Climate and Sustainability Champion (minimum director level).
- Name and role of Energy Performance Officer (EPO) (minimum director level).
- Names and roles of individuals appointed to Green Team, and terms of reference for Green Team

#### Additional Content

- How climate action links to strategic energy management (if in place) and to Energy Performance Officer responsibilities.
- As annex: energy strategy or policy/environmental strategy or policy.
- Sustainability strategy if available.

**Guidance/Best Practice**

The nominated Climate and Sustainability Champion should be a member of the Management Board reporting directly to CEO or equivalent.<sup>2</sup> The two primary functions of the Climate and Sustainability Champion are:

- to implement and report on the Public Sector Climate Action Mandate; and
- to function as a sponsor at management board level for the organisation's Green Team.

For more information on the role of the Climate and Sustainability Champion, see the [Public Sector Climate Action Strategy 2023](#).

Appointment of a member of the senior management team as an Energy Performance Officer is a requirement of [the Public Sector Energy Strategy 2017](#). EPOs should have decision making powers with respect to facilities, corporate budgets, and procurement. This is usually at director level.

An appropriately ranked EPO may also serve as an organisation's Climate and Sustainability Champion. For larger public bodies it is preferable that the EPO be a separate person, at director level, to ensure there is a specific focus on achieving the energy targets

The Green Team has two main objectives

- to influence colleagues to commit to working and living sustainably.
- to influence decision making in public sector bodies so that climate; and environmental criteria are to the fore.

More information on Green Teams can be found in the Public Sector Climate Action Strategy.

**Additional information, training or SEAI supports**

- [The Public Sector Climate Action Strategy 2023 - 2025](#)
- [SEAI Energy Academy](#).
- SEAI Energy Basics and Carbon Basics Training <sup>3</sup>.
- [SEAI, Demonstrating Exemplar Energy Management](#)
- SEAI Energy MAP training.
- SEAI ISO50001 accelerator.

### 2.2.2 Engaging and training staff

**Minimum Content**

- Describe actions taken or plans in place for annual staff engagement workshops on climate action.
- Describe actions taken or plans in place to integrate appropriate climate action and sustainability actions into learning and development strategies for staff.
- Describe actions taken or plans in place to develop or procure climate action leadership training for all senior management staff. The Department of the Environment, Climate, and Communications has developed a separate guidance note for this requirement, in consultation with key stakeholders. The guidance is available from DECC.

**Additional Content**

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<sup>2</sup> E.g., in a Government Department the Climate and Sustainability Champion should be at Assistant Secretary level, reporting to the Secretary General.

<sup>3</sup> SEAI courses for the public sector are listed on the Energy Link platform <https://energylink.seai.ie>

- Information of any training needs analysis undertaken.
- Information on staff engagement already undertaken.

#### **Additional information, training or SEAI supports**

- [SEAI Energy Academy](#).
- SEAI Engaging People at Work Accelerator.
- SEAI Energy Basics and Carbon Basics training.
- SEAI Public sector partnership programme.

## **2.3 Our way of working**

### **Climate Action Mandate Section 3 - Our way of working**

#### **3 Our Way of Working**

##### **3.1. Report on the following in the Annual Report:**

- GHG emissions
- Implementation of the mandate
- Sustainability activities report
- Compliance with Circular 1/2020: Procedures for offsetting the emissions associated with official air travel.

Using SEAI's Public Sector Monitoring and Reporting System, public bodies are to report annually on implementation of the individual mandate requirements using a 'comply or explain' approach.

##### **3.2. Review any paper-based processes, and evaluate the possibilities for digitisation so it becomes the default approach. Eliminate paper-based processes as far as is practicable. Where paper must be procured, ensure that recycled paper is the default.**

##### **3.3. Achieve formal environmental certification for large public sector bodies, such as ISO 50001 (Energy Management Standard) or ISO 14001 (Environmental Management System), with a view to going beyond ISO 14001 to adopting EMAS (Eco Management and Audit Scheme). Specifically:**

- All public sector bodies with an energy spend greater than €2m per annum to achieve ISO 50001 certification by end-2024;
- All remaining public bodies to implement energy management programmes as per SEAI's energy management guidance (S.I. 426 of 2014) and report to SEAI annually on M&R.

##### **3.4. Implement Green Public Procurement (GPP), in line with the EPA Green Public Procurement Guidance and using GPP Criteria Search where appropriate. All public bodies shall:**

- Cease using disposable cups, plates and cutlery from any public sector canteen or closed facility, excluding clinical (i.e., non-canteen healthcare) environments;
- Specify low carbon construction methods and low carbon cement material as far as practicable for directly procured or supported construction projects from 2023.

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### 2.3.1 Energy & environmental management systems

The Climate Action Mandate 2023 requires large public sector bodies to achieve formal environmental and/or energy management system certification. All public sector bodies should have some form of energy management system in place, even if not certified. SEAI have guidance on the appropriate level of energy management for organisations of different sizes.

#### Minimum Content

Public bodies should identify which energy or environmental management system they have implemented or are planning to implement. Larger public bodies shall set out timelines for achieving certification if they have not already achieved certification. Other public bodies shall ensure they have an energy management body appropriate to the size of organisation, as set out in SEAI's guide to Demonstrating Exemplar Energy Management.

#### Additional information, training or SEAI supports

- SEAI, [Demonstrating Exemplar Energy Management](#)
- SEAI Partnership programme provides a range of energy management supports to embed the appropriate level of energy management in every organisation, namely:
  - Basic and advanced energy management diagnostics.
  - Energy MAP training.
  - ISO 50001 gap analysis.
  - ISO 50001 Accelerator.
- [I.S. EN ISO 50001:2018 Energy Management Systems](#)
- [I.S. EN ISO 14001:2015 Environmental Management Systems](#)
- European Commission guidance on [EMAS – Environment - European Commission](#)

### 2.3.2 Green public procurement

Green Public Procurement (GPP) is a process whereby public authorities can meet their needs for goods, services, works and utilities by choosing solutions that have a reduced impact on the environment throughout their life cycle, as compared to alternative products/solutions. There are opportunities to introduce green criteria in procurement to support climate action ambitions including improved energy efficiency and material efficiencies/waste prevention.

To assist in the provision of green criteria that can be incorporated into public procurement, the Environmental Protection Agency (EPA) published updated GPP Guidance for the Public Sector in September 2021. The ten criteria sets published are Road Transport Vehicles & Services; ICT Products & Services; Food & Catering Services; Indoor Cleaning Services; Office Buildings Design, Construction & Management; Indoor & Outdoor Lighting; Heating Equipment; Energy related Products and Paper Products & Printing Services.

In 2022, the Office of Government Procurement launched GPP Criteria Search, an online search tool that allows the user to rapidly find, select, and download the Irish GPP criteria (published by the EPA) relevant to a specific procurement project. The site was designed to facilitate use of green procurement and is available at [gppcriteria.gov.ie](https://gppcriteria.gov.ie)

#### Minimum Content

Include green criteria when procuring all goods, services and works, where possible (reference Circular 20/2019), using the published EPA GPP guidance and criteria sets or GPP Criteria Search tool.

Set up a system to gather and record data on GPP implementation in your organisation, using the reporting guidance and template developed for Government Department reporting of GPP as a reference.

All public bodies shall cease using disposable cups, plates and cutlery from any public sector canteen or closed facility, excluding clinical (i.e., non-canteen healthcare) environments.

Where paper must be procured, ensure that recycled paper is the default and criteria as set out in the EPA Green

Public Procurement Guidance are considered and applied to deliver sustainable purchases.

### **Additional Content**

Measure the environmental and climate benefits achieved through the application of green criteria in future procurements.

### **Additional information or supports**

- [Circular 20/2019 Promoting the use of Environmental and Social Considerations in Public Procurement](#)
- [Green Public Procurement: guidance for the public sector, EPA 2021.](#)
- [GPP Criteria Search](#)
- [Government Department GPP implementation reporting template and guidance \(EPA\).](#)

### **2.3.3 Low carbon construction methods**

Climate Action Plan 2023 sets out in action EN/23/12 the need to specify low carbon construction methods and low carbon cement material as far as practicable for directly procured or supported construction projects from 2023. The Cement and Construction Sector Decarbonisation Working Group is working on providing technical guidelines on the procurement of low carbon cement. These guidelines will be available in Q3 2023 and will inform the Green Public Procurement Strategies and Action Plans for the implementation of the guidelines.

In the meantime, all public bodies are encouraged to include Green Public Procurement principles in their tenders. There is sufficient information openly available on green procurement principles such as the EPA's guidance Green Public Procurement Guidance for the Public Sector. Section D of the Office buildings Criteria document provides GPP criteria for construction and renovation works. These criteria focus on the following areas:

- Sourcing legal timber
- Installation and commissioning of buildings energy systems
- Site waste management
- Selection of fit-out materials and finishes

The guidance document sets out further criteria for office building design and management as well as links to EU Green Public Procurement criteria for Office Buildings.

All public bodies are encouraged to use the EPA's *Best Practice Guidelines for the preparation of resource & waste management plans for construction & demolition projects* when planning to directly procure or support construction & demolition projects from 2023. The purpose of the guidelines is to provide a practical approach which is informed by best practice in the prevention and management of construction & demolition wastes and resources from design through to construction and deconstruction. Requirements for the inclusion of low carbon construction methods and low carbon cement can be incorporated from the design stage through to procurement.

### **Additional information, training or SEAI/EPA supports**

- [Best Practice Guidelines for the preparation of resource & waste management plans for construction & demolition projects](#)



### 2.3.4 Resource use

#### Minimum Content

- Set out plans to digitise processes as far as is practicable to reduce paper use.
- Track water use and set out plans for reducing water use
- Track waste production (general waste, recyclables, organic waste) and set out plans to reduce waste generated.

#### Additional Content

- Look for opportunities to prevent waste, particularly food waste. Where procuring food and catering services reference the GPP criteria on Food and Catering Services (available at [EPA GPP Criteria FoodCatering\\_2022\\_05.pdf](#) or the GPP Criteria Search tool available at [gppcriteria.gov.ie](#)).

## 2.4 Our buildings and vehicles

### Climate Action Mandate Section 4 - Our buildings and vehicles

- 4.1. Promote the use of bicycles (including push bikes, electric bikes, and cargo bikes) and shared mobility options as an alternative to car use among employees and visitors by creating and maintaining facilities (both inside and outside of buildings) that support such options, including secure and accessible bicycle parking, shared mobility parking, and charging stations, as appropriate, with a view to achieving the Smarter Travel Mark, which is currently being developed as part of the Sustainable Mobility Pathfinder Programme.
- 4.2. Phase out the use of parking in buildings that have access to a range of public transport services and active/shared mobility options for the majority of staff/visitors while providing that sufficient accessible parking is maintained for those with physical mobility issues.
- 4.3. Display an up-to-date Display Energy Certificate in every public building that is open to the public to clearly show energy use.
- 4.4. The public sector will not install heating systems that use fossil fuels after 2023, in (1) new buildings, and (2) “major renovation” retrofit projects (as defined in the Energy Performance of Buildings Directive (EPBD)) unless at least one of the following exceptions applies:
  - The fossil-fuel use is only using electricity from the grid;
  - There is no technically viable non-fossil alternative (generally only related to applications for a purpose other than space heating);
  - The installation of a renewable space heating system would increase final CO<sub>2</sub> emissions;
  - The fossil-fuel use is provided for backup, peaking, or operational purposes (and makes up less than 10% of annual heating energy);
  - Where the direct replacement of existing fossil fuel heating is required for an emergency maintenance purpose.



## Climate Action Mandate Section 4 - Our buildings and vehicles

### 4.5. In relation to existing buildings:

- Large public sector bodies and sectoral groups with a large estate should commence a deep retrofit of at least one building in 2023 in pursuit of the 2030 51% target;
- All public sector bodies should develop a building stock plan, in line with the EPBD, by end-2023 for retrofitting their building stock to meet CAP targets;
- As part of the building stock plan, public sector bodies should undertake data gathering and consider the long-term (to 2050) retrofit key performance indicators to upgrade all their building stock to Nearly Zero Energy Buildings (NZEB) or Zero Emission Buildings (ZEB) as outlined in the EPBD proposal and Energy Efficiency Directive;
- In 2023, SEAI will work with sectoral groups with a large estate to develop a renovation target.

4.6. Procure (purchase or lease) only zero-emission vehicles from the end of 2022, enabling Ireland to go beyond the requirements of the EU Directive, amending Directive 2009/33/EC on the promotion of clean and energy-efficient road transport vehicles (EU Directive 2019/1161, the Clean Vehicle Directive) and act as an international leader in this area. An exception applies where the vehicle is exempt under European Communities (Clean and Energy-Efficient Road Transport Vehicles) (Amendment) Regulations (S.I. 381 of 2021). Public sector procurement contracts for delivery and haulage should specify zero emissions vehicles where possible.

### Minimum Content

- Overview of plans to promote use of bicycles and shared mobility services among employees and visitors.
- Ensure there is a Display Energy Certificate (DEC) in every public sector building that is open to the public.
- Update procurement and design procedures to comply with the requirement for no fossil fuel heating after 2023.
- Update processes for vehicle procurement to meet target for purchase of zero emission vehicles where operationally feasible, as well as the minimum targets set out by SI381/2021 Clean Vehicles Directive.
- Overview of building stock plan, identifying buildings to be retrofitted (see [section 2.1.1](#) for more detail)

### Additional content

- Large public bodies should outline progress towards retrofitting of at least one of their buildings.

### Guidance

Developing policy to promote the uptake of electric vehicles more widely is a priority for the Government. Emissions from transport account for about 30% of the public sector's overall GHG emissions, the second largest portion after buildings. Increased use of electric vehicles by the public sector helps to demonstrate their value to wider society, improve urban air quality, and reduce noise pollution.

SI No. 381 of 2021 (the EU Clean Vehicles Directive) establishes in law binding minimum targets for the share of 'clean' vehicles in procurements undertaken by public sector bodies over the relevant service contract value thresholds.

It is important to note that EV targets will become more stringent from 2026 onwards.

For more information, SI 381 of 2021 may be found here:

<https://www.irishstatutebook.ie/eli/2021/si/381/made/en/print>

Guidance for the creation of Building Stock Plans is being developed – [see section 2.1.1](#).

**Additional information, training or SEAI supports**

- [SEAI, Guidance on Display Energy Certificates](#).
- [SEAI Support Scheme for Renewable Heat](#)

## 2.5 Optional content

Public bodies are encouraged to include plans on wider climate action in their Roadmaps.

This could include:

- Reducing emissions of other greenhouse gases (e.g., methane, F gases)
- Reducing other indirect emissions (Scope 3) e.g. from staff travel, commuting, water use, waste generated, construction, purchased goods and services etc
- Identifying impact of climate change on organisation's operations and undertaking climate adaptation measures.
- Activities to raise awareness of climate change mitigation and adaptation.

Public bodies may also report on other climate action initiatives/pledges/reporting schemes they participate in.

### 3. Template for small public bodies

Smaller public bodies can use the following headings as a structure for their climate action roadmap, including at least the minimum content set out above.

#### Climate Action Roadmap

- 1 Introduction
  - Organisational context
  - Progress to date
- 2 Our People – Leadership and governance
  - Statement demonstrating Senior management commitment
  - Nominated climate and sustainability champion
  - Governance structure
  - Green team
- 3 Our People - Engaging our staff
  - Staff training plans
  - Climate action and sustainability workshops
  - Senior leadership training
- 4 Our targets
  - Carbon emissions analysis – baseline, current emissions, emissions trends/projected growth by 2030 with no additional actions, gap to target
  - Energy efficiency analysis baseline, current energy efficiency, projected efficiency in 2030 with no additional actions
  - Actions/projects required to meet targets
- 5 Our Way of Working
  - Energy and environmental management systems
  - Digitisation of processes
  - Green procurement
  - Low carbon construction methods
  - Resource use
- 6 Our buildings and vehicles
  - Vehicles
    - Promoting alternatives to car use
    - Phasing out parking
    - Procurement of zero emission vehicles
  - Buildings
    - Fossil fuel heating systems
    - Building stock plans
- 7 Our wider climate action plans [OPTIONAL]

This is a suggested structure for a Roadmap that follows the Mandate structure closely. Other document structures might work better for particular organisations, in which case we would recommend inclusion of a table to indicate compliance with the Mandate requirements.

## 4. Mapping to requirements of the Climate Action Mandate

Climate Acton Mandate	Section of guidance
<b>1. Our Targets</b>	
1.1 Reduce GHG emissions by 51% in 2030	2.1.1 Achieving the carbon emissions reduction target
1.2. Increase the improvement in energy efficiency in the public sector from the 33% target in 2020 to 50% by 2030	2.1.2 Achieving the energy efficiency target
1.3. Update Climate Action Roadmaps annually in line with updated Public Sector Climate Action Mandate.	1.7 Updating the Climate Action Roadmap
<b>2 Our People</b>	
2.1. Establish and resource Green Teams, reporting to senior management, to become integrated drivers of sustainability in every public sector body	2.2.1 Leadership and governance for climate action
2.2. Nominate a member of the Management Board as the Climate and Sustainability Champion with responsibility for implementing and reporting on the Mandate	2.2.1 Leadership and governance for climate action
2.3. Incorporate appropriate climate action and sustainability training (technical and behavioural, including green procurement training) into learning and development strategies for staff	2.2.2 Engaging and training staff
2.4. Organise staff workshops (at least annually) to engage on climate issues, including a focus on decreasing the organisation's carbon footprint	2.2.2 Engaging and training staff
2.5. Ensure all senior management (P.O. level or equivalent and above) complete a climate action leadership training course in 2023, similar to the Local Authority training course as delivered by the CAROs	2.2.2 Engaging and training staff
<b>3 Our Way of Working</b>	

Climate Action Mandate	Section of guidance
<p>3.1. Report on the following in the Annual Report:</p> <ul style="list-style-type: none"> <li>o GHG emissions</li> <li>o Implementation of the mandate</li> <li>o Sustainability activities report</li> <li>o Compliance with Circular 1/2020: Procedures for offsetting the emissions associated with official air travel.</li> </ul> <p>Using SEAI's Public Sector Monitoring and Reporting System, public bodies are to report annually on implementation of the individual mandate requirements using a 'comply or explain' approach.</p>	1.6 Reporting progress against the Climate Action Mandate requirements
<p>3.2. Review any paper-based processes, and evaluate the possibilities for digitisation so it becomes the default approach. Eliminate paper-based processes as far as is practicable. Where paper must be procured, ensure that recycled paper is the default.</p>	2.3.4 Resource use
<p>3.3. Achieve formal environmental certification for large public sector bodies, such as ISO 50001 (Energy Management Standard) or ISO 14001 (Environmental Management System), with a view to going beyond ISO 14001 to adopting EMAS (Eco Management and Audit Scheme). Specifically:</p> <ul style="list-style-type: none"> <li>- All public sector bodies with an energy spend greater than €2m per annum to achieve ISO 50001 certification by end-2024;</li> <li>- All remaining public bodies to implement energy management programmes as per SEAI's energy management guidance (S.I. 426 of 2014) and report to SEAI annually on M&amp;R.</li> </ul>	2.3.1 Energy & environmental management systems
<p>3.4. Implement Green Public Procurement (GPP), in line with the EPA Green Public Procurement Guidance and using GPP Criteria Search where appropriate. All public bodies shall:</p> <ul style="list-style-type: none"> <li>- Cease using disposable cups, plates and cutlery from any public sector canteen or closed facility, excluding clinical (i.e., non-canteen healthcare) environments;</li> <li>- Specify low carbon construction methods and low carbon cement material as far as practicable for directly procured or supported construction projects from 2023.</li> </ul>	<p>2.3.2 Green Public Procurement</p> <p>2.3.3 Low carbon construction methods</p>

#### 4 Our Buildings and Vehicles

Climate Action Mandate	Section of guidance
4.1. Promote the use of bicycles (including push bikes, electric bikes, and cargo bikes) and shared mobility options as an alternative to car use among employees and visitors by creating and maintaining facilities (both inside and outside of buildings) that support such options, including secure and accessible bicycle parking, shared mobility parking, and charging stations, as appropriate, with a view to achieving the Smarter Travel Mark, which is currently being developed as part of the Sustainable Mobility Pathfinder Programme.	2.4 Our buildings and vehicles
4.2. Phase out the use of parking in buildings that have access to a range of public transport services and active/shared mobility options for the majority of staff/visitors while providing that sufficient accessible parking is maintained for those with physical mobility issues.	2.4 Our buildings and vehicles
4.3. Display an up-to-date Display Energy Certificate in every public building that is open to the public to clearly show energy use.	2.4 Our buildings and vehicles
<p>4.4. The public sector will not install heating systems that use fossil fuels after 2023, in (1) new buildings, and (2) "major renovation" retrofit projects (as defined in the Energy Performance of Buildings Directive (EPBD)) unless at least one of the following exceptions applies:</p> <ul style="list-style-type: none"> <li>- The fossil-fuel use is only using electricity from the grid;</li> <li>- There is no technically viable non-fossil alternative (generally only related to applications for a purpose other than space heating);</li> <li>- The installation of a renewable space heating system would increase final CO2 emissions;</li> <li>- The fossil-fuel use is provided for backup, peaking, or operational purposes (and makes up less than 10% of annual heating energy);</li> <li>- Where the direct replacement of existing fossil fuel heating is required for an emergency maintenance purpose.</li> </ul>	2.4 Our buildings and vehicles

Climate Action Mandate	Section of guidance
<p>4.5. In relation to existing buildings:</p> <ul style="list-style-type: none"> <li>- Large public sector bodies and sectoral groups with a large estate should commence a deep retrofit of at least one building in 2023 in pursuit of the 2030 51% target;</li> <li>- All public sector bodies should develop a building stock plan, in line with the EPBD, by end-2023 for retrofitting their building stock to meet CAP targets;</li> <li>- As part of the building stock plan, public sector bodies should undertake data gathering and consider the long-term (to 2050) retrofit key performance indicators to upgrade all their building stock to Nearly Zero Energy Buildings (NZEB) or Zero Emission Buildings (ZEB) as outlined in the EPBD proposal and Energy Efficiency Directive;</li> <li>- In 2023, SEAI will work with sectoral groups with a large estate to develop a renovation target.</li> </ul>	2.4 Our buildings and vehicles
<p>4.6. Procure (purchase or lease) only zero-emission vehicles from the end of 2022, enabling Ireland to go beyond the requirements of the EU Directive, amending Directive 2009/33/EC on the promotion of clean and energy-efficient road transport vehicles (EU Directive 2019/1161, the Clean Vehicle Directive) and act as an international leader in this area. An exception applies where the vehicle is exempt under European Communities (Clean and Energy-Efficient Road Transport Vehicles) (Amendment) Regulations (S.I. 381 of 2021).<sup>1</sup> Public sector procurement contracts for delivery and haulage should specify zero emissions vehicles where possible.</p>	2.4 Our buildings and vehicles

## Glossary

<b>Climate and Sustainability Champion</b>	Member of the management board with responsibility for implementing and reporting on the Climate Action Mandate
<b>CO<sub>2</sub></b>	Carbon dioxide
<b>EMAS</b>	Eco-management and Audit Scheme.
<b>Energy MAP</b>	SEAI bespoke energy management system training
<b>Energy Performance Officer (EPO)</b>	Member of senior management appointed to lead on energy management and performance
<b>Gap to Target Tool</b>	Spreadsheet model developed by SEAI for use by public bodies to evaluate their energy efficiency (EE) performance and energy related greenhouse gases
<b>GHG</b>	Greenhouse gases
<b>Green Campus Ireland</b>	Environmental management and award scheme for third level education
<b>Green Public Procurement (GPP)</b>	Green Public Procurement is a process where public authorities seek to source goods, services or works with a reduced environmental impact.
<b>GWh</b>	Giga Watt hour
<b>HVAC</b>	Heating, ventilation and air conditioning
<b>ISO14001:2015</b>	International standard, setting requirements for environmental management systems
<b>ISO50001</b>	International standard, setting requirements for energy management systems
<b>kW</b>	kilo Watt
<b>Public Sector M&amp;R</b>	SEAI's Monitoring and Reporting system for public sector energy efficiency and carbon emissions
<b>Register of Opportunities</b>	List of energy efficiency opportunities developed as part of an energy management system
<b>Triple E register</b>	List of energy efficient products. Products on this register all meet a minimum set of stringent energy efficiency criteria and typically will be of a best-in-class efficiency standard.





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