

**STATISTICAL REPORT 2017-2020
ON PUBLIC PROCUREMENT
ACCORDING TO THE
AGREEMENT ON GOVERNMENT PROCUREMENT**

Communication by the European Union

This is the European Union's (EU) statistical report for 2017-2020 for submission to the Government Procurement Agreement (GPA) Committee. For the purpose of this report, and with the aim of increasing transparency by making comprehensive use of electronic formats, the EU submits the report under Article XVI, paragraph 5 of the Revised GPA.

This report provides context and complementary information on the published datasets on European public procurement extracted from Tenders Electronic Daily (TED), the online version of the 'Supplement to the Official Journal' of the EU.

The EU considers that statistical reports are a crucial element of GPA notification policy and of monitoring the Agreement. Therefore, the EU opted to publish, in addition to the required information about the datasets and how these data can be used to calculate government procurement statistics in line with Article XVI, paragraph 6, its own estimates of the main procurement indicators.

Both the TED datasets and the EU's estimates refer to all administrative levels covered by the GPA.

1. Datasets and key figures

The datasets on contract award notices registered on the Tenders Electronic Daily platform are available under the following links:

- TED – contract award notices 2017:
<https://data.europa.eu/api/hub/store/data/ted-contract-award-notices-2017.zip>;
- TED – contract award notices 2018:
<https://data.europa.eu/api/hub/store/data/ted-contract-award-notices-2018.zip>;
- TED – contract award notices 2019:
<https://data.europa.eu/api/hub/store/data/ted-contract-award-notices-2019.zip>;
- TED – contract award notices 2020:
<https://data.europa.eu/api/hub/store/data/ted-contract-award-notices-2020.zip>.

These datasets contain variables that enable the identification of contract award notices covered by the GPA for 2017-2020.

In each .csv file, one compound variable (GPA_coverage) groups all the information needed to identify the contracts covered by the GPA. This variable takes five values:

- 1 – contract award notices covered by the GPA. This refers to contracts above threshold awarded by contracting authorities/entities, and for goods, services and works covered by the EU's GPA schedule. This category also includes contracts fulfilling these criteria but lacking a contract value or stating in TED an unrealistically low contract value, below EUR 4500¹
- 2 – contract award notices issued by entities not covered by the EU's GPA schedule
- 3 – contract award notices issued by entities that are covered by the EU's GPA schedule, but that do not cover the goods, services, or works concerned.
- 4 – contracts not covered by the GPA because their value is below the threshold
- 5 – contracts not covered by the GPA because the buyer is not a contracting authority/entity.

Information on the above variable and other variables linked to GPA coverage (whether the entity is covered by the EU schedule, whether the contract is covered,

¹ An explanation of this specific aspect is given in Section 2: *Methodological issues for the estimated values*

the main Common Procurement Vocabulary (CPV) code) along with methodological notes is available in a codebook at:

[TED_methodological_notes.doc \(europa.eu\)](#)

A more detailed methodological note can be downloaded at:

[TED_advanced_notes.pdf \(europa.eu\)](#)

Based on the dataset referenced above and the methodology described in Section 2, the following table summarises the key figures for 2017-2020, without prejudice on the notes to the EU coverage schedule. For ease of reference, and to help assess the values over time, the averaged figures reported in the EU's statistical report for 2014 to 2016 are also provided.

EU procurement: Key figures in billion euro	2014-16 (averaged)	2017	2018	2019	2020
Value of contracts covered by GPA*	366.48	359.67	456.29	500.48	528.81
Value of contracts above thresholds*	460.04	478.36	652.60	746.07	788.64
Estimate of total general government expenditure on goods, services and works (excluding utilities)	2017.8	2083.1	2163.0	2265.5	2393.5 ²

* EU Member States and EU institutions³

Contracts covered by the GPA

This report presents the value of contracts procured in the EU in 2017-2020. Changes over time were influenced by, amongst others, infrastructure development, crisis response, and technological advancement. The Commission and the EU Member States are constantly working to increase the quality of the data with a view to get a more accurate picture of contracts covered by the GPA.

2017

In 2017, the total value contracted by the 28 Member States of the EU and covered by the GPA was EUR 357.10 billion. In addition, the EU institutions contracted EUR 2.57 billion covered by the GPA. Taken together, the above-threshold contract procurement value covered in 2017 was EUR 359.67 billion. Of the total value of procurement covered, goods accounted for EUR 114.05 billion, works for EUR 131.75 billion, and services for EUR 113.87 billion. The total value of covered procurement in 2017 was 1.86% lower than the average total procurement

² UK 2020 data taken from [UK Office of National Statistics](#) to manually calculate the EU28 total for 2020. Average exchange rate in [2020](#): 1 EUR = 0.88970 GBP

³ The European Council, European Commission and the European External Action Service are the only EU institutions that are covered by the GPA.

coverage of EUR 366.48 billion in the years 2014-16 (EU Member States and institutions combined).

The highest share in total value of EU contracts covered by the GPA in 2017 was procured by Annex 2 entities, which are bodies governed by public law, local authorities, and regional authorities: EUR 232.93 billion. Central government entities (EU entities and central government authorities of EU Member States) contracted EUR 69.41 billion covered by the GPA, and entities operating utilities in the covered sectors contracted EUR 57.33 billion.

2018

In 2018, the total value contracted by the 28 Member States of the EU and covered by the GPA was EUR 451.38 billion. In addition, the EU institutions contracted EUR 4.91 billion covered by the GPA. Taken together, the above-threshold contract procurement value covered in 2018 was EUR 456.29 billion. Of the total value of procurement covered, goods accounted for EUR 146.78 billion, works for EUR 182.37 billion, and services for EUR 127.14 billion. The total value of covered procurement in 2018 was 26.86% higher than the total of EUR 359.67 billion in 2017 (EU Member States and institutions combined).

This significant increase is mainly caused by increased services contracts awarded by Annex 2 and Annex 3 covered contracting entities, as well as works contracts awarded by Annex 3 covered contracting entities.

Also in 2018, the highest share in value of EU contracts covered by GPA was procured by Annex 2 entities, which are bodies governed by public law, local authorities, and regional authorities: EUR 258.25 billion. Central government entities (EU entities and central government authorities of EU Member States) contracted EUR 91.96 billion covered by the GPA, and entities operating utilities in the covered sectors contracted EUR 106.08 billion.

2019

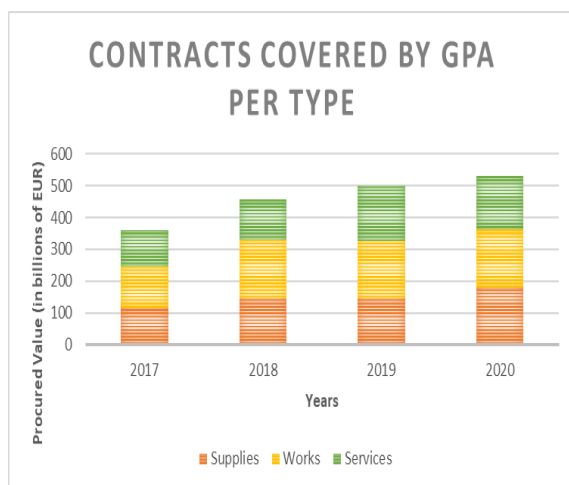
In 2019, the total value contracted by the 28 Member States of the EU and covered by the GPA was EUR 498.66 billion. In addition, the EU institutions contracted EUR 1.82 billion covered by the GPA. Taken together, the above-threshold contract procurement value covered in 2019 was EUR 500.48 billion. Of the total value of procurement covered, goods accounted for EUR 145.47 billion, works for EUR 181.48 billion, and services for EUR 173.53 billion. The total value of covered procurement in 2019 was 9.68% higher than the total procurement coverage of EUR 456.29 billion in 2018 (EU Member States and institutions combined).

The highest share in total value of EU contracts covered by the GPA in 2019 was procured by Annex 2 entities, which are bodies governed by public law, local authorities, and regional authorities: EUR 315.39 billion. Central government entities (EU entities and central government authorities of EU Member States) contracted EUR 91.27 billion covered by the GPA, and entities operating utilities in the covered sectors contracted EUR 93.82 billion.

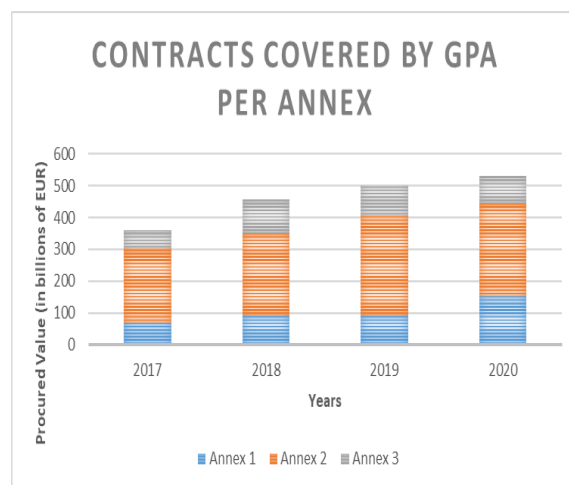
2020

In 2020, the total value contracted by the 28 Member States of the EU and covered by the GPA was EUR 520.47 billion. In addition, the EU institutions contracted EUR 8.33 billion covered by the GPA. Taken together, the above-threshold contract procurement value covered in 2020 was EUR 528.80 billion. Of the total value of procurement covered, goods accounted for EUR 178.65 billion, works for EUR 182.86 billion, and services for EUR 167.29 billion. The total value of covered procurement in 2020 was 5.66% higher than the total of EUR 500.48 billion in 2019 (EU Member States and institutions combined).

Also in 2020, the highest share in value of EU contracts covered by GPA was procured by Annex 2 entities, which are bodies governed by public law, local authorities, and regional authorities: EUR 292.07 billion. Central government entities (EU entities and central government authorities of EU Member States) contracted EUR 151.09 billion covered by the GPA, and entities operating utilities in the covered sectors contracted EUR 85.65 billion.



1 Procurement Value per Type



2 Procurement Value per Annex

Contracts above the set thresholds

The total value of above-threshold procurement in the EU is greater than the value of contracts covered by the GPA.

One reason for this difference is that not all procuring entities are covered by the GPA. In particular, the GPA does not cover utilities providing gas, coal, oil and gas exploration and extraction or postal services. Annex 1 and 2 entities in the fields of water, energy, transport, and postal services are not covered by the GPA either, unless they are covered in Annex 3. Lastly, not all EU institutions are covered by the GPA.

Another reason for the higher total value of above-threshold procurement in the EU is that not all types of contracts are covered by the GPA. In particular, it does not cover the following types of contracts:

- service contracts listed in Annex XIV to the 2014 EU Public Procurement Directive (2014/24/EU) (such as, hotel and accommodation services);

- procurement in the defence and security industries (defence material and training, ICT, R&D, investigation, and security services) by Annex 1 authorities in the field of defence and security.

In 2017, the total value of above-threshold procurement in the EU was EUR 478.36 billion. Of this, the value of above-threshold procurements contracted by entities not covered by the GPA was EUR 12.10 billion. In addition, the value of other above-threshold contracts not covered by the GPA was EUR 106.58 billion.

In 2018, the total value of above-threshold procurement in the EU was EUR 652.60 billion. Of this, the value of above-threshold procurements contracted by entities not covered by the GPA was EUR 13.95 billion. In addition, the value of other above-threshold contracts not covered by the GPA was EUR 182.37 billion.

In 2019, the total value of above-threshold procurement in the EU was EUR 746.07 billion. Of this, the value of above-threshold procurement contracted by entities not covered by the GPA was EUR 13.80 billion. In addition, the value of other above-threshold contracts not covered by the GPA was EUR 231.79 billion.

In 2020, the total value of above-threshold procurement in the EU was EUR 788.64 billion. Of this, the value of above-threshold procurement contracted by entities not covered by the GPA was EUR 12.14 billion. In addition, the value of other above-threshold contracts not covered by the GPA was EUR 247.70 billion.

Estimated total procurement

The total volume of the EU procurement market, including below-threshold procurement, is estimated using the value of total general government expenditure on goods, services and works, excluding utilities⁴.

In 2017, the EU procurement market is estimated to be EUR 2083.1 billion. This represents an increase of 3.2% compared to the average total volume of the EU procurement market in 2014-16 (EUR 2017.8 billion).

In 2018, the EU procurement market is estimated to be EUR 2163.0 billion. This represents a 3.8% increase on 2017 (EUR 2083.1 billion).

In 2019, the EU procurement market is estimated to be EUR 2265.5 billion. This represents an increase of 4.7% compared to the total volume of the EU procurement market in 2018 (EUR 2163.0 billion).

In 2020, the EU procurement market is estimated to be EUR 2393.5 billion. This represents a 5.6% increase on 2019 (EUR 2265.5 billion).

⁴ Due to difficulties in obtaining a reliable update to the data on utilities procurement, the estimate of total general government expenditure does not include utilities. Based on the EU GPA statistical reports for 2012 and 2013, the volume of utilities procurement in the EU is estimated to around EUR 600 billion.

These figures are based on Eurostat data on government expenditures on certain categories of purchases and are not fully comparable to procurement figures. For example, government expenditure includes direct purchases below thresholds (i.e., without a formal procurement procedure).

2. Methodological issues for the estimated values

The EU's objective is to continuously improve the accurateness and reliability of the data. Although TED provides reliable data in terms of the number of contracts recorded – a major improvement from the pre-2014 sourcing mechanism – some challenges remain regarding the reporting of contract values. Although it is the responsibility of each individual contracting authority to correctly fill in the value of all contracts in TED, the European Commission and the Member States are working on several action points to remedy the situation, and the quality of the data has steadily improved since 2016.

2017-2018

The lack and sometimes incorrectness of some contract values in the 2017-2018 TED data required the use of certain data entry methods. To ensure the procurement values remain comparative over time, the data entry techniques used for this report are based on the techniques applied in previous years. Compared to previous statistical reports submitted by the EU to the GPA Committee, the figures for 2017 and 2018 bring in a few additional methodological changes for estimating procurement values.

The following improvements were made in the TED 2017 and 2018 contract award notice datasets, most of which are in line with those used in previous reports:

- Contract award notices were classified by GPA coverage (variable "GPA_coverage"), as explained in section 1 of this report. It included the following information: the entity conducting the procurement; the type of good/service/work acquired (based on CPV codes); and the contract value.
- Contracting entities were classified according to the Annexes to the EU's Appendix to the Revised GPA, in line with the classification conducted for the EU's statistical reporting for 2012-2016.
- A revision of the CPV and the type of contract was carried out to ensure consistency. If the contract type was 'works', the CPV code was set to 45; otherwise the revised CPV takes the value of the main CPV. If the revised CPV starts with 45, the type of contract is set to 'works'. If the revised CPV is below 45, the type of contract is set to 'supplies'. If the revised CPV is above 45, the type of contract is set to 'services'.
- Contracts with a value exceeding EUR 100 million (EUR 10 million for Cyprus, Luxembourg, Latvia, and Malta) were manually checked and revised.

- For contracts with missing or incorrect contract values in TED, values were entered. The new values are based on the median contract values per Member State, GPA Annex and per type of contract.
- Contract values below EUR 4500 were considered incorrect/missing and therefore entered using the above methodology. The reasoning underlying this decision is that, while below-threshold contracts can be published in TED on a voluntary basis, the administrative work required would not be justifiable for very small contracts.
- Given the entering into force of the 2014 EU Public Procurement Directive (2014/24/EU) in 2014, 2017 is the first full year in which the Directive applies in the GPA Statistical Reporting context. Hence, as of 2017, the data methodology includes concessions.

2019-2020

The data for 2019 and 2020 bring in a few additional methodological changes for estimating procurement values. The following improvements were made in the TED 2019 and 2020 contract award notice datasets in addition to the one's made for the 2017 and 2018 data:

- The main change to be introduced to the methodology refers to the production of the initial list of entities to be classified. The methodology proposes automating the process of enriching the 2019-2020 entities data with the entities classification already conducted for previous years. The Annexes to the GPA were reviewed to ensure any changes or modifications to the coverage are correctly applied to the entities' classification.
- The review of single entities for their classification according to the GPA Annexes is conducted using the comprehensive methodology elaborated by the European Commission.
- Each entity belonging to the joint procurement is looked up individually to review. Some specific rules applied in joint procurement cases.
- In order to present the total values and numbers of above-threshold contracts of individual Annex 1 authorities, all entities were identified to de-duplicate those which are entered under different names. There are four sources containing entity names: TED data, entities listed in the Annexes of the Public Procurement Directive⁵, and the GPA 2012 report. In principle, the most descriptive name is used.
- The COVID-19 pandemic has created emergencies that forced entities to accelerate contracting procedures. For this reason, there has been an increase in the volume share of non-competitive⁶ procurements by 9%

⁵ These are assumed to be the same as the GPA 1994 Annexes.

⁶ Non-competitive procurement methods include: (i) negotiated procedure without a call for competition, (ii) negotiated procedure without a call for competition, and (iii) award without prior publication of a contract notice.

points (from 10.3% of the volume in 2019 to 19.3% in 2020). The highest increase has taken place in supplies contracts: in 2019, 8.2% of the volume of supplies contracts was awarded through non-competitive procurement methods, and this percentage reached 22.6% in 2020.

- The implementation of the current methodology required an additional variable that is not included in the TED dataset: the duration of the contracts, which is used to correct the value of long framework contracts. This variable has been obtained from the TED Contract Notice Dataset.

3. Description of annexes to the report

For additional transparency, the EU has generated data tables summarising its calculations based on the methodology above. The following tables are attached to this report:

- One table for each of the 28 EU Member States and each reporting year (2017-2018⁷, 2019-2020⁸) summarising the total values of above-threshold procurement, broken down by contract type (goods, works, services), GPA coverage, and GPA Annex.
- An equivalent set of tables summarising the values for the 28 EU Member States in aggregate for 2017-2020.
- A comparable set of tables summarising the values of above-threshold procurement carried out by the EU institutions for 2017-2020.

⁷ The United Kingdom (UK) withdrew from the EU as of 1 February 2020. However, during the reference period covered by this report, the UK was covered by the GPA as a Member State of the EU. Therefore, this report includes data on the UK. Any reference to Member States in this report and/or Union law for that period shall be understood as including the UK.

⁸ The UK withdrew from the EU as of 1 February 2020. However, during the reference period covered by this report, the UK was covered by the GPA as a Member State of the EU until the date of its withdrawal from the EU and, subsequently, during a transition period expiring on 31 December 2020 by virtue of an agreement between the EU and the UK that provided for a transition period during which EU law (with a few limited exceptions) continued to be applicable to and in the UK. Therefore, this report includes data on the UK. Any reference to Member States in this report and/or Union law for that period shall be understood as including the UK.