



EUROPEAN COMMISSION

Internal Market DG

Public procurement policy

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**WORKING DOCUMENT
PREPARED BY THE COMMISSION SERVICES**

**PUBLIC PROCUREMENT
INDICATORS 2008**

INTRODUCTION

This document provides estimates of four indicators of volumes of public procurement within the EU. They are derived from information published in the Official Journal of the European Union, from data provided by National Statistical Institutes to Eurostat for National Accounts and from annual reports and other sources for the Utilities sector. They are estimates of:

- the total public expenditure on works, goods and services,
- the value of calls for tender published in the Official Journal,
- the number of entities or authorities publishing in the Official Journal, and
- the number of calls for tender published in the Official Journal.

TOTAL PUBLIC EXPENDITURE ON WORKS, GOODS AND SERVICES.

Billion €	2004	2005	2006	2007	2008
Belgium	45,48	49,50	46,80	48,47	51,90
Bulgaria	n/a	n/a	n/a	4,72	5,68
Czech Republic	22,65	20,39	30,13	32,20	37,24
Denmark	32,33	29,61	31,99	33,55	35,38
Germany	348,97	362,83	375,72	401,13	419,80
Estonia	1,24	2,10	2,30	2,68	2,95
Ireland	17,89	20,55	23,10	26,66	29,39
Greece	19,27	18,63	19,68	21,59	21,73
Spain	116,17	126,88	142,49	157,43	163,16
France	282,19	303,30	315,63	329,39	340,84
Italy	209,94	204,49	212,90	215,28	221,30
Cyprus	1,54	1,53	1,73	1,65	1,79
Latvia	1,98	2,11	2,68	3,38	3,72
Lithuania	2,37	2,81	3,98	5,07	5,60
Luxembourg	4,62	4,15	4,48	5,01	5,60
Hungary	16,11	16,33	19,41	21,98	20,77
Malta	0,62	0,77	0,77	0,78	0,89
Netherlands	116,12	123,65	136,94	144,60	151,99
Austria	39,70	45,35	44,46	49,41	54,57
Poland	32,24	38,97	50,17	56,27	68,33
Portugal	22,70	23,18	24,00	27,10	28,86
Romania	n/a	n/a	n/a	27,05	27,35
Slovenia	4,77	4,08	6,03	5,15	5,76
Slovakia	7,73	8,76	11,35	13,96	15,04
Finland	25,30	25,34	26,91	28,87	30,98
Sweden	50,66	52,84	57,07	60,89	62,79
United Kingdom	313,30	315,72	352,39	363,64	342,04
Total EU 27	1 735,89	1 803,86	1 943,12	2 087,91	2 155,48

Understanding this indicator:

These figures are a very broad estimate of the total expenditure of the government, public sector and utility service providers on public works, goods and services. This figure captures all purchases by public authorities and utility operators in the relevant sectors in the performance of their activities – including some payments in the form of social transfers in kind which may not involve the direct purchase of goods, services or supplies. For example, this measure includes the costs of health care and medical products reimbursed through statutory health insurance funds or by government (which alone accounts for approximately 4.5% of EU27 GDP) as well as other public transfers not organised through the form of public contracts or which are disbursed by non public entities. For some Member States, this component of public expenditure may be significant and result in particularly inflated figures for this indicator.

This figure captures expenditure which is not related to the direct acquisition of services, supplies or works needed to support the performance of public missions, and which involves direct relationship between a public purchasing body and suppliers. It is therefore a broader measure than public procurement as contracts awarded by public sector authorities or utility operators for the provision of supplies, services or performance of works.

Nevertheless this figure provides a useful upper bound of the importance of the public sector (and relevant utilities) as a purchaser of goods, services and works in the overall economy.

In the context of ongoing work on the evaluation of EU procurement legislation, the Commission services are attempting to establish a closer approximation to the value of direct public procurement.

The differences between Member States reflect in part variation in the role of the public sector as a purchaser. Because part of expenditure does not involve direct procurement, care should be taken not to interpret differences in this indicator as differences of the size of procurement in each Member State.

Sources of the data:

The figures for the public sector are derived from ESA 95 data for National Accounts. They are the sum of the aggregates P2 (intermediate consumption), P51 (Gross fixed capital formation) and D6311_D63121_D63131PAY (social transfers in kind related to expenditure on products supplied to households via market producers, payable) for S.13 (general government sector) of table 2 (“main aggregates of general government”) of the ESA95 transmission programme.

Data for the Utilities are estimated, for the larger sectors, from ESA 95 compliant input-output tables (table 1600: Use table at purchasers’ prices) and from some other sources such as company accounts for sectors not separately detailed in those tables or where tables are not available at national level. The utility sectors make up about one quarter of the total estimate.

It should also be noted that National Accounts figures for 2007 and earlier years may have been revised since this indicator was last calculated. As a consequence of these revisions the figures for this indicator for previous years differ slightly from those published previously. In 2008 these revisions tended to decrease the value of the indicator.

The 2008 Figures show a relative stability for the older Member States, with generally faster growth in newer Member States.

THE ESTIMATED VALUE OF TENDERS PUBLISHED AT EU LEVEL (OJ TED)

This indicator estimates the amount of procurement for which calls for competition have been published in Tenders Electronic Daily (TED) the supplement to the Official Journal of the European Union. It is therefore an estimate based on those tenders that are published by contracting authorities in conformity with their obligations under EU legislation – in particular for tenders whose expected award value is above the thresholds laid down in EU legislation (as recently revised). This estimate therefore provides a concrete measure of the public procurement market that is subject to the pan-European transparency and competition disciplines imposed by EU legislation. It is a starting point for assessing the volume of procurement activity that is affected by the application of EU public procurement law. It may underestimate the scope of application of EU procurement legislation to the extent that there is any non-compliance with the obligations to publish notices.

These figures are estimated by the services of the Commission from the information published in the Official Journal and the TED database - notably from value data contained in contract award notices. On average contract award notices are published for 80% of procedures which are publicly tendered through TED. However, data on the value of contracts is only provided in about 80% of published Contract Award Notices. (Thus contract values are only available for about 64% of tenders published).

The indicator does not constitute a precise calculation based on the actual values contained in each of the CANs. Because of the large proportion of procedures for which no published contract value is available, it has been considered necessary to apply a correction to arrive at a global estimate for all published procurement. For each of the sectors works, supplies and services, the number of calls for competition published is multiplied by an average based, in general, on all the prices provided in the contract award notices published during the relevant year. Contracts above €100 Million are taken at their own value but not included for the calculation of these averages.

Detailed comments on the data and calculation:

In the case of Bulgaria, the Czech Republic, Estonia, Ireland, Greece, Cyprus, Latvia, Lithuania, Luxembourg, Malta, Slovenia, Slovakia, Portugal and Romania the averages are based on all available prices, including those for previous years. For Denmark, the Netherlands and Finland the averages are based on all the prices from the six most recent years. The limits of the data so far available may affect the reliability of the figures for some of these Member States.

As from 2007 prices from contract award notices for services listed in Annex II B of Directive 2004/18/EC or Annex XVII B of Directive 2004/17/EC which have not been competitively tendered and for which contract notices have not been published are not used to establish the averages.

However, contracts for services listed in Annex II B of Directive 2004/18/EC or Annex XVII B of Directive 2004/17/EC for which a contract notice has been published and which have been competitively tendered have been included.

The full effect of this modification will not be reflected immediately in the figures for those Member States where the averages are based on prices from previous years.

Billion €	2004	2005	2006	2007	2008
Belgium	7,32	6,94	7,65	10,56	12,35
Bulgaria	n/a	n/a	n/a	2,45	2,96
Czech Republic	0,32	2,68	5,86	5,21	7,90
Denmark	5,38	4,60	6,49	7,31	6,92
Germany	25,96	36,10	38,39	27,07	29,65
Estonia	0,26	0,79	0,97	1,13	1,32
Ireland	4,96	4,19	5,78	6,37	4,48
Greece	6,90	9,49	11,81	7,98	6,64
Spain	25,06	39,10	41,17	42,97	39,28
France	45,86	51,44	62,23	63,96	71,86
Italy	32,73	38,19	44,86	35,50	36,32
Cyprus	0,16	0,48	0,64	0,81	0,81
Latvia	0,20	1,27	2,22	2,61	2,21
Lithuania	0,44	0,74	1,16	1,20	1,17
Luxembourg	0,85	0,74	0,47	0,45	0,51
Hungary	1,05	6,02	6,14	4,57	5,45
Malta	0,01	0,05	0,09	0,11	0,07
Netherlands	8,58	8,23	12,44	10,19	11,13
Austria	7,74	4,86	4,31	4,55	6,86
Poland	5,25	18,63	14,24	18,13	25,95
Portugal	3,59	3,19	2,97	2,90	4,33
Romania	n/a	n/a	n/a	9,12	10,29
Slovenia	0,43	0,91	1,56	2,26	1,90
Slovakia	0,92	2,43	1,36	1,97	2,41
Finland	4,41	5,17	5,10	6,39	7,30
Sweden	9,59	9,41	9,62	10,24	11,82
United Kingdom	80,76	64,21	89,52	81,19	80,55
Total EU 27	278,71	319,87	377,06	367,20	392,42

The figures for 2008 continue the trend of relative stability in the overall total, masking some distinct variation in trends across Member States.

THE NUMBER OF ENTITIES OR AUTHORITIES PUBLISHING TENDERS AT EU LEVEL

This indicator estimates the number of contracting authorities or entities who published a notice in the Official Journal in a particular year. Not all entities publish tenders at EU level each year. The overall number of entities who have published at least one notice over the last five years is more than twice the figure for 2007 alone. This suggests that there are a large number of contracting authorities which only infrequently tender contracts for amounts close to or above EU Directive thresholds.

Public procurement indicators 2008

The actual number of contracting authorities which are potentially subject to the obligations of EU Directives may be a multiple of the number of entities which actually publish a notice in any given year.

	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>
Belgium	799	1066	902	1 054	1 192
Bulgaria	n/a	n/a	n/a	n/a	207
Czech Republic	n/a	260	751	744	654
Denmark	543	573	548	596	566
Germany	4 046	4 028	4 138	4 016	4 059
Estonia	n/a	61	127	136	168
Ireland	266	278	306	336	414
Greece	547	634	709	821	913
Spain	992	1080	1 256	1 515	1 611
France	8 379	7 433	7 584	8 179	8 235
Italy	3 457	3 118	3 170	3 341	3 493
Cyprus	n/a	30	55	58	66
Latvia	n/a	182	251	247	286
Lithuania	n/a	182	246	208	263
Luxembourg	74	85	96	66	69
Hungary	n/a	306	596	620	670
Malta	n/a	9	8	6	8
Netherlands	988	996	1 225	1 360	1 404
Austria	545	579	557	511	629
Poland	n/a	2 141	2 961	2 800	2 624
Portugal	405	389	419	395	426
Romania	n/a	n/a	n/a	n/a	1 141
Slovenia	n/a	94	142	181	489
Slovakia	n/a	139	191	202	205
Finland	468	495	531	555	704
Sweden	851	876	885	883	921
United Kingdom	2 444	2 581	2 848	2 699	2 978
Total EU 27	24 804	27 615	30 502	31 529	34 395

The calculation of the figures for 2008 has not yet been completed.

THE NUMBER OF TENDERS PUBLISHED IN THE OFFICIAL JOURNAL

These figures are also estimates by the services of the Commission from the information published in the Official Journal and the TED database.

	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>
Belgium	2 948	2 563	3 006	3 553	4 450
Bulgaria	n/a	n/a	n/a	953	1 777
Czech Republic	471	2 396	2 126	2 449	2 419
Denmark	1 608	1 456	1 698	1 707	1 979
Germany	16 269	15 798	16 028	16 196	17 377
Estonia	88	248	356	382	514
Ireland	1 170	1 376	1 592	1 801	1 572
Greece	2 868	3 125	4 390	3 485	2 970
Spain	6 149	7 274	9 193	9 909	10 843
France	38 921	39 999	43 420	41 987	42 548
Italy	10 031	10 434	9 693	9 400	9 716
Cyprus	152	342	305	386	446
Latvia	297	776	824	1 068	1 023
Lithuania	705	1 462	1 433	1 675	1 637
Luxembourg	516	465	334	336	369
Hungary	602	1 994	2 138	1 904	2 354
Malta	74	101	167	187	106
Netherlands	2 441	2 811	3 406	3 743	3 972
Austria	3 317	2 701	2 587	2 971	3 188
Poland	6 503	12 320	10 418	11 081	13 362
Portugal	1 438	1 368	1 229	1 246	1 445
Romania	n/a	n/a	n/a	5 650	5 480
Slovenia	293	572	752	1 161	1 240
Slovakia	265	559	514	505	619
Finland	1 645	1 663	1 839	2 198	2 746
Sweden	3 287	3 455	4 007	3 909	3 936
United Kingdom	12 347	12 665	12 669	12 849	13 360
Total EU 27	114 405	127 923	134 124	142 691	151 448

There has continued to be a steady growth in the number of contracts advertised in the majority of Member States in 2008.

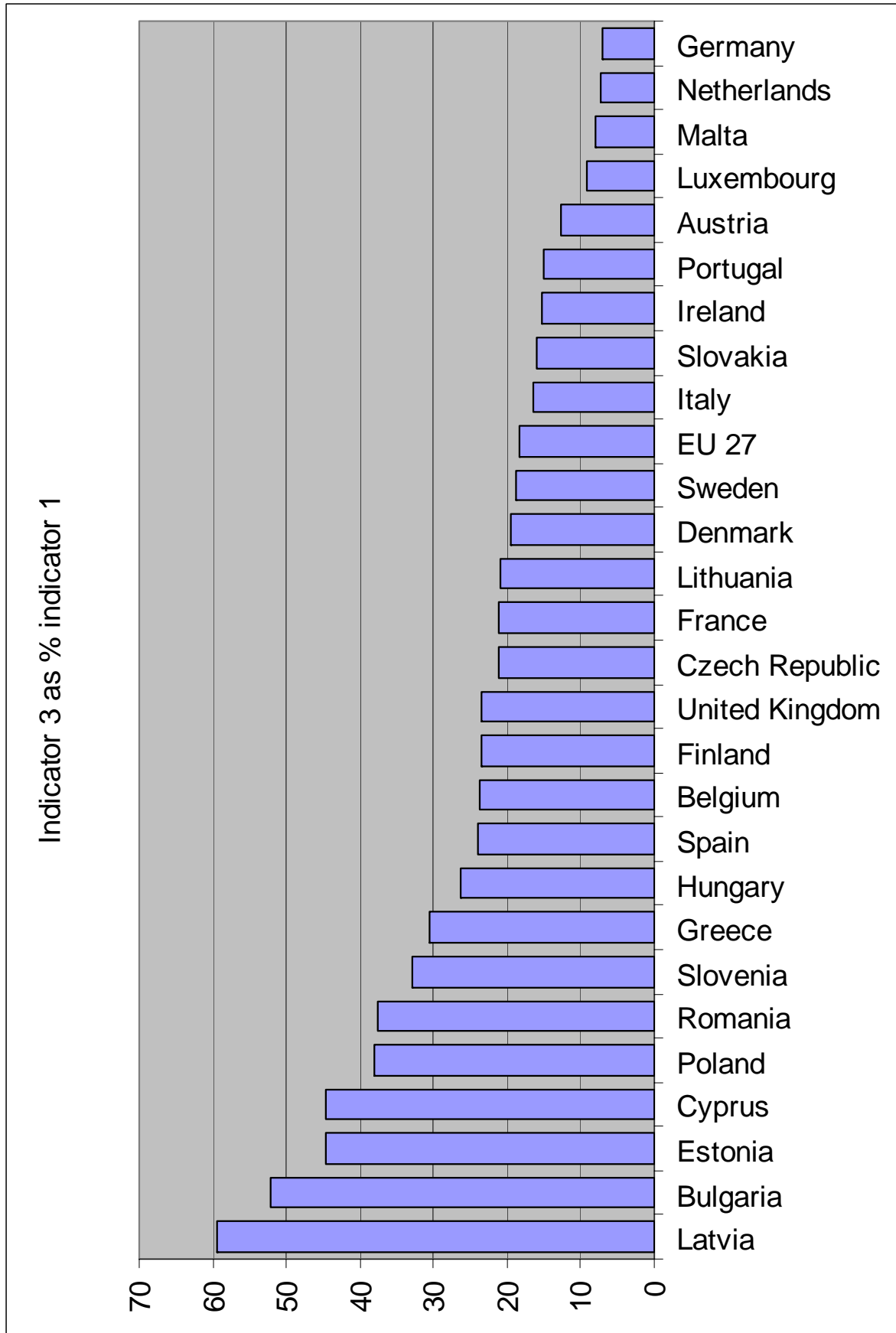
COMPARISONS AND CONCLUSIONS

The value of public procurement published in the Official Journal is also expressed as a percentage of the total value of public procurement and as a percentage of GDP, in order to provide easier comparison by Member State and over time.

There is wide diversity in the extent to which public expenditure is channelled through public procurement procedures subject to EU level transparency. This may reflect a combination of factors including the manner in which responsibility for procurement is distributed across national, regional and local administrations which may result in a greater preponderance of small-value contract procedures in certain Member States. This ratio will, inter alia, be influenced by the extent to which indicator 1 includes expenditure which should not be construed as procurement.

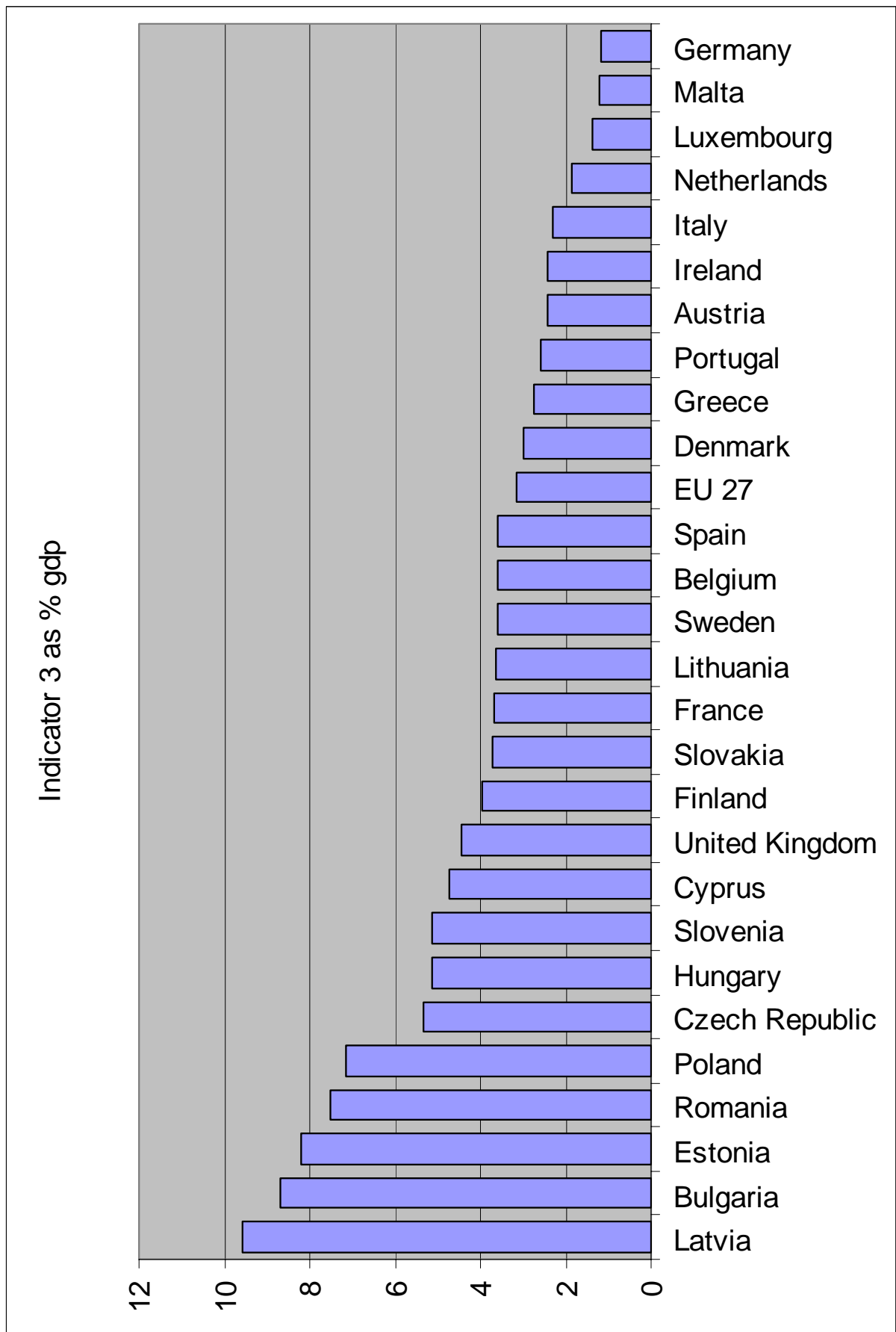
The value of calls for tender published in the Official Journal as a percentage of total expenditure on public works, goods and services					
	2004	2005	2006	2007	2008
Belgium	16,10	14,02	16,35	21,79	23,81
Bulgaria	n/a	n/a	n/a	51,93	52,07
Czech Republic	1,41	13,15	19,45	16,18	21,21
Denmark	16,64	15,54	20,29	21,79	19,56
Germany	7,44	9,95	10,22	6,75	7,06
Estonia	20,91	37,66	42,11	42,14	44,68
Ireland	27,72	20,39	25,02	23,89	15,24
Greece	35,81	50,94	60,00	36,96	30,55
Spain	21,57	30,82	28,89	27,29	24,07
France	16,25	16,96	19,72	19,42	21,08
Italy	15,59	18,68	21,07	16,49	16,41
Cyprus	10,38	31,31	36,92	49,17	44,66
Latvia	10,09	60,08	82,95	77,23	59,34
Lithuania	18,57	26,30	29,14	23,65	20,89
Luxembourg	18,40	17,81	10,49	8,98	9,11
Hungary	6,52	36,87	31,63	20,79	26,24
Malta	1,63	6,52	11,66	14,16	7,90
Netherlands	7,39	6,66	9,08	7,05	7,32
Austria	19,49	10,72	9,69	9,21	12,57
Poland	16,28	47,81	28,38	32,22	37,98
Portugal	15,82	13,76	12,37	10,70	15,00
Romania	n/a	n/a	n/a	33,71	37,62
Slovenia	9,02	22,33	25,87	43,85	32,99
Slovakia	11,90	27,73	11,98	14,11	16,03
Finland	17,43	20,40	18,96	22,13	23,56
Sweden	18,93	17,81	16,86	16,82	18,82
United Kingdom	25,78	20,34	25,40	22,33	23,55
Total EU 27	16,06	17,73	19,40	17,59	18,21

In 2008 there continues to be a great deal of variation in the proportion of total public procurement which is advertised in the OJEU in different Member States.



Public procurement indicators 2008

The value of calls for tender published in the Official Journal as a percentage of GDP					
	2004	2005	2006	2007	2008
Belgium	2,53	2,30	2,40	3,15	3,59
Bulgaria	n/a	n/a	n/a	8,48	8,68
Czech Republic	0,36	2,67	5,15	4,09	5,32
Denmark	2,73	2,22	2,97	3,23	2,98
Germany	1,17	1,61	1,65	1,11	1,19
Estonia	2,68	7,07	7,33	7,23	8,21
Ireland	3,33	2,58	3,26	3,34	2,41
Greece	3,71	4,80	5,54	3,50	2,73
Spain	2,98	4,30	4,19	4,09	3,59
France	2,76	2,98	3,44	3,38	3,68
Italy	2,35	2,67	3,02	2,30	2,31
Cyprus	1,26	3,51	4,36	5,17	4,72
Latvia	1,79	9,76	13,83	12,36	9,56
Lithuania	2,42	3,55	4,84	4,22	3,62
Luxembourg	3,09	2,45	1,39	1,24	1,39
Hungary	1,28	6,79	6,82	4,51	5,15
Malta	0,22	1,05	1,76	2,02	1,23
Netherlands	1,75	1,60	2,30	1,79	1,87
Austria	3,33	2,00	1,68	1,68	2,43
Poland	2,57	7,62	5,23	5,84	7,17
Portugal	2,49	2,14	1,91	1,78	2,60
Romania	n/a	n/a	n/a	7,36	7,51
Slovenia	1,58	3,17	5,03	6,56	5,12
Slovakia	2,70	6,31	3,05	3,59	3,71
Finland	2,90	3,29	3,05	3,56	3,95
Sweden	3,33	3,19	3,07	3,09	3,60
United Kingdom	4,56	3,50	4,60	3,97	4,44
Total EU 27	2,63	2,89	3,23	2,97	3,14



Public procurement indicators 2008

The Indicator for total expenditure on works, goods and services can also be restated as a percentage of GDP.

Total expenditure on works, goods and services as a percentage of GDP					
	2004	2005	2006	2007	2008
Belgium	15,70	16,38	14,71	14,47	15,08
Bulgaria	n/a	n/a	n/a	16,33	16,66
Czech Republic	25,67	20,35	26,50	25,29	25,07
Denmark	16,41	14,28	14,65	14,81	15,22
Germany	15,78	16,18	16,16	16,52	16,82
Estonia	12,84	18,76	17,41	17,16	18,38
Ireland	12,01	12,67	13,03	13,99	15,83
Greece	10,37	9,43	9,23	9,46	8,95
Spain	13,81	13,96	14,51	14,99	14,90
France	17,00	17,57	17,47	17,39	17,48
Italy	15,09	14,30	14,33	13,93	14,08
Cyprus	12,11	11,22	11,82	10,51	10,57
Latvia	17,73	16,24	16,68	16,01	16,11
Lithuania	13,05	13,48	16,60	17,85	17,34
Luxembourg	16,79	13,74	13,21	13,77	15,26
Hungary	19,59	18,41	21,58	21,68	19,62
Malta	13,68	16,06	15,10	14,26	15,59
Netherlands	23,64	24,08	25,35	25,43	25,51
Austria	17,06	18,62	17,36	18,25	19,36
Poland	15,79	15,94	18,44	18,12	18,87
Portugal	15,75	15,54	15,44	16,62	17,36
Romania	n/a	n/a	n/a	21,84	19,96
Slovenia	17,58	14,19	19,44	14,95	15,51
Slovakia	22,71	22,77	25,48	25,45	23,18
Finland	16,63	16,13	16,11	16,07	16,77
Sweden	17,61	17,93	18,21	18,38	19,13
United Kingdom	17,67	17,22	18,12	17,79	18,83
Total EU 27	16,37	16,30	16,63	16,89	17,23

It is expected that figures for these indicators for 2009 may be affected by changes in the financial and economic climate. The Services of the Commission will make every effort to produce the indicators for 2009 as soon as reliable data can be made available.

