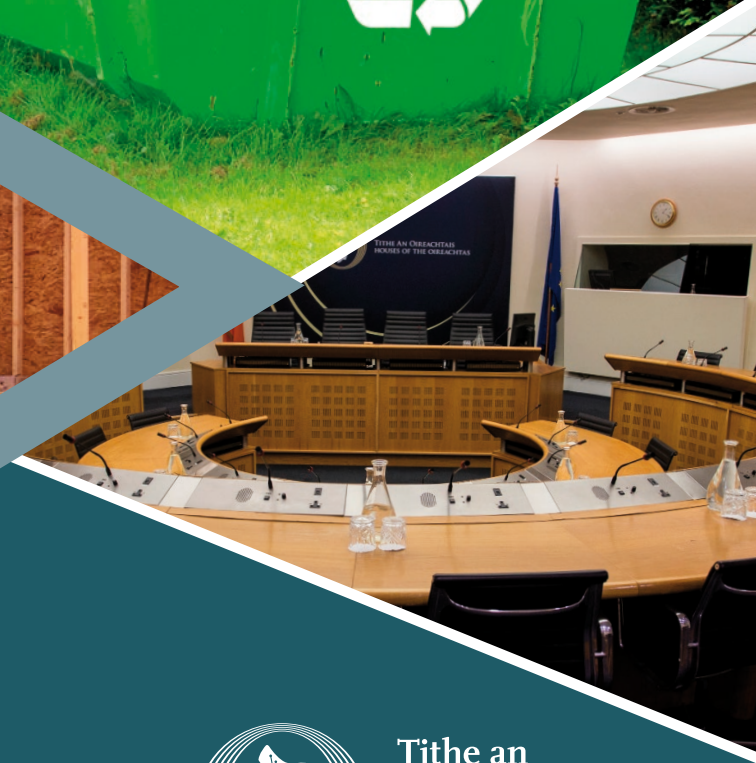

Tithe an Oireachtais
Houses of the Oireachtas

# An Comhchoiste um Thithíocht, Rialtas Áitiúil agus Oidhreacht

## Carbón Corpraithe sa Timpeallacht Fhoirgnithe

Deireadh Fómhair 2022

# Joint Committee on Housing, Local Government and Heritage

## Embodied Carbon in the Built Environment

October 2022

33/HLGH/14

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# 1. CATHAOIRLEACH'S PREFACE

There is an urgent need to address climate change in the property and construction sector. One perhaps lesser-known aspect in these discussions is the role of embodied carbon and its contribution to carbon emissions. It is estimated that approximately 37% of our carbon emissions stem from the construction and built environment sector, with 23% resulting from operational emissions to heat, light and cool our buildings, and a further 14% resulting from embodied carbon emissions resulting from the production, transport of construction materials as well as the maintenance, repair and disposal of buildings and infrastructure.

With such a sizeable portion of emissions emanating from the built environment it is imperative that we put plans in place to reduce the amount of embodied carbon across the construction sector, in particular, given the need to significantly increase construction to meet housing demand and the other projects outlined in the National Development Plan.

The Committee has made several recommendations that we feel can help to address the issue and we look forward to working with the Department on these. The Committee greatly appreciated the opportunity to discuss this important topic with a number of key stakeholders and we look forward to future engagement on this issue. I would like to thank the Departmental officials for their engagement with the Committee, as well as the witnesses who attended and the Members for their constructive engagement.

Steven Matthews TD.,
Cathaoirleach,
Joint Committee on Housing, Local Government and Heritage
14 October 2022

## 2. INTRODUCTION

In exploring the topic of Embodied Carbon in the Built Environment the Committee held three sessions, with two sessions focusing on embodied carbon and construction emissions in particular and one session focussing on the implications of recent EU proposals and their potential impact on Ireland's relationship between its building and energy sector. The Committee heard from a wide variety of stakeholders including the Sustainable Energy Authority of Ireland, the Office of Public Works, the Irish Green Building Council, and Enterprise Ireland amongst others. The schedule of meetings on the topic is detailed below.

The list of witnesses who attended before the Committee can be found at Appendix 3, with links to the meeting transcripts accessible at Appendix 4, and with the Opening Statements available at Appendix 5.

**Tuesday 05 April 2022**

**Sustainable Energy Authority of Ireland**

- Mr Declan Meally, Director Of Business, Public Sector and Transport
- Ms Orla Coyle, Programme Manager, Public Sector and Regulatory Programmes

**Tuesday 28 April 2022**

**Department of Housing, Local Government and Heritage**

- Mr Seán Armstrong, Senior Adviser, Climate Action Policy Unit
- Ms Margaret Power, Assistant Principal
- Mr Derek Rafferty, Principal Officer, Governance and Rental Standards

**Department of the Environment, Climate and Communications**

- Mr Robert Deegan, Principal Officer, Residential Energy Efficiency Division
- Mr Tony Collins, Principal Officer, Heat and Business Energy Efficiency Division

**Sustainable Energy Authority of Ireland**

- Dr Ciarán Byrne, Director of National Retrofit
- Ms Dara Stewart, Programme Manager EPBD and BER Operations
- Ms Orla Coyle, Programme Manager, Public Sector and Regulatory Programmes
- Mr Chris Hughes, EPBD and BER Development Programme Manager

## Tuesday 03 May 2022

**Enterprise Ireland**

- Mr Mark Christal, Divisional manager for Food And Sustainability
- Ms Rowena Dwyer, Department Manager for Sustainability and Climate Change
- Mr Neil Kerrigan, Department Manager, Collaborative Research
- Mr Ross O'Colmain, High Tech Construction and Housing
- Mr Kevin Flynn, Technology Centre Programme Manager

**Irish Green Building Council**

- Mr Pat Barry, Chief Executive Officer
- Ms Marion Jammet, Head of Policy And Advocacy

**Office of Public Works**

- Mr Ciarán O'Connor, State/Principal Architect
  Mr Gerard Harvey, Assistant Principal Architect

**National Building Control Office**

- Ms Mairéad Phelan, Head of the National Building Control and Market Surveillance Office
- Richard Butler, Chartered Engineer, Registered Building Surveyor

# 3. BACKGROUND

In order to meet the Climate Action and Low Carbon Development (Amendment) Act 2021[1] commitments of net zero carbon by 2050 and to achieve a 50% reduction in carbon emissions by 2030, the Committee notes that all sectors of society, industry, and commerce will have to play significant role in changing the way they live, the methods by which they work and the manner in which they do business.

In the context of the above emissions commitments, the Committee notes the importance of reducing carbon emissions in the construction sector, in particular given that the construction and built environment sectors account for around 37% of Ireland's carbon emissions[2], equalling that of agriculture[3]. This 37% of emissions is made up of approximately 23% operational emissions associated with the energy we use to heat, cool and light our buildings, with a further 14% of the emissions consisting of embodied carbon emissions from the production and transport of construction materials, the constructions process itself, and the maintenance, repair and disposal of buildings and infrastructure.

Given the large amount of carbon emissions resulting from the built environment coupled with the commitment to reduce emissions more generally, it is apparent that unless steps are taken to address the issue there will be a significant increase in construction related carbon emissions. This is of particular concern given that an addition of 400,000 new build homes are proposed in the National Development Plan, and a considerable upgrade of the existing housing stock is also envisioned, with 500,000 homes to be retrofitted to a B-rating or better. This is in addition to the installation of 600,000 heat pumps. In a report by the Irish Green Building Council (IGBC), it is estimated that resulting from the proposals envisioned in the National Development Plan and Housing for All could push emission from the built environment to three times the national target by 2030, with embodied carbon expected to increase by a factor of 5 in the same timeframe, accounting for 40% of residential emissions.

[1] https://www.irishstatutebook.ie/eli/2021/act/32/enacted/en/print.html
[2] https://www.igbc.ie/wp-content/uploads/2022/05/22-WLC-IGBC-Build-Green-Now-P1-and-P2.pdf
[3] https://www.epa.ie/our-services/monitoring--assessment/climate-change/ghg/agriculture/

Although it is expected that efficiency improvements will drive operational carbon downwards, the targets the State has set will likely not be achieved through reductions in operational carbon alone and as such, a focus on decreasing embodied carbon is required (See Figure 1 below).

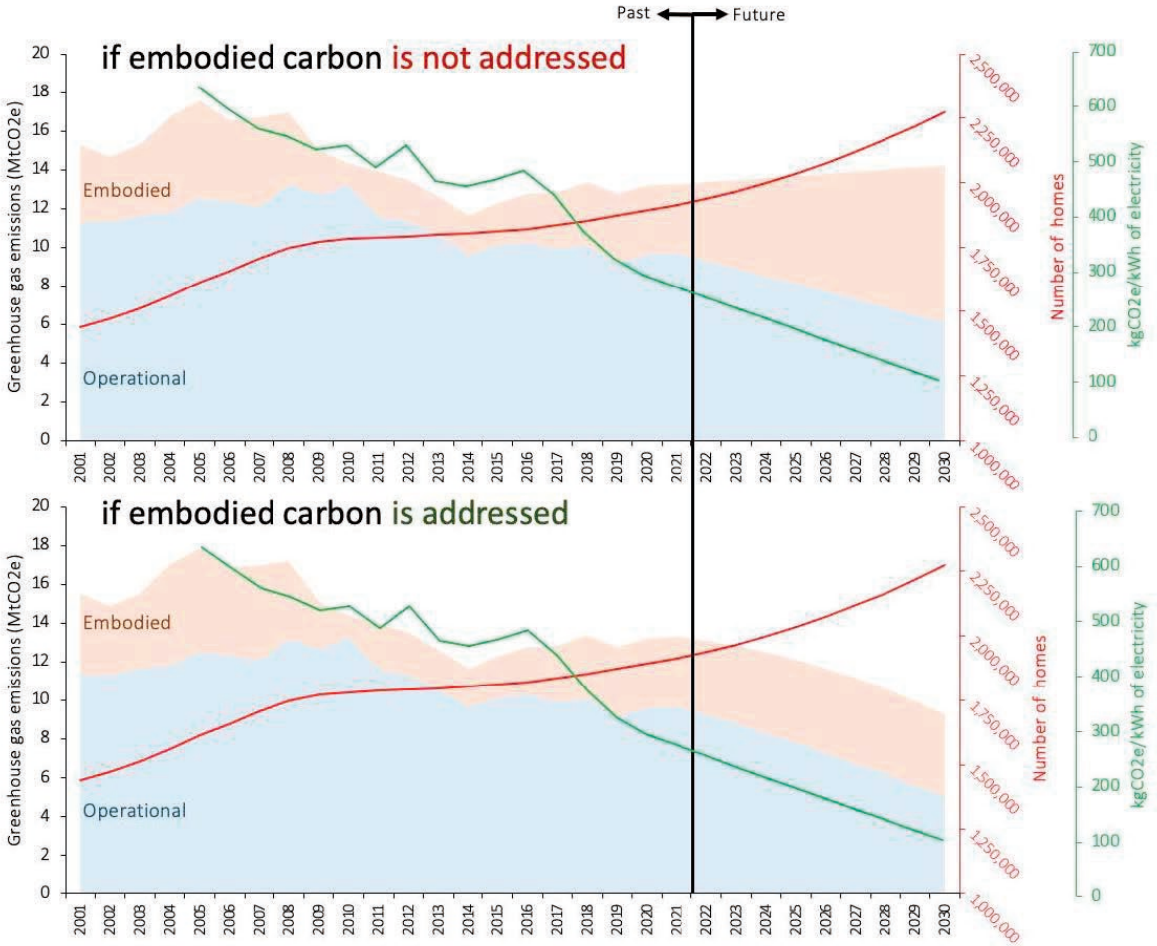


*Figure 1 - Residential Emissions Projections to 2030 - Both scenarios shown on the right show 51% reduction in operational carbon emissions and include the addition of 400,000 new homes.*

*The top scenario however does not address embodied carbon. This shows that the savings in carbon emissions by improving our buildings will be offset by the addition of emissions embodied in the materials used to build new ones and upgrade the current ones.*

*The bottom scenario shows a more promising picture where the carbon footprint of building and construction is reduced by 50% and 1/4 of new buildings are added to the current stock by repurposing vacant buildings. Source – Oliver Kinane, Richard O'Hegarty – Commissioned by the Irish Green Building Council*

# 4. GLOBAL WARMING POTENTIAL CALCULATIONS

At its meeting of the 28th April 2022 the Committee noted the EU Commission's proposal to introduce the requirement to calculate life-cycle Global Warming Potential (GWP) for new buildings (with a useful floor area of over 2000 square meters) from 2027 and for all new buildings from 2030. The Global Warming Potential over the whole life cycle indicates a buildings overall contribution to emissions that lead to climate change, bringing together greenhouse gas emissions embodied in construction products with direct and indirect emissions form the use stage[4].

In discussing the implications of the EU proposal for a directive of the European Parliament and of the Council on the Energy Performance of Buildings (EPBD), the Committee notes the Department of Housing, Local Government and Heritage supports the requirement for declarations of GWP and notes that they suggest this should be aligned with the timeline for the review of the construction products regulation. In this regard the Department notes that the certification of construction products, in accordance with the construction products regulation when reviewed, will ensure that environmental certification is in place throughout the EU single market to support global warming potential declarations for new buildings and will drive the decarbonisation of construction supply chains. The Committee also heard from representatives from the Department of Environment, Climate and Communications and noted that another aspect of the EPBD is the development of a national building renovation plan, building on the existing long term renovation strategy which sets out the long-term strategy for the renovations of buildings to ensure Ireland's building stock is highly energy efficient and decarbonised by 2050.

With regard to the requirement to introduce Whole Life GWP disclosure the SEAI and the Department note that the GWP calculation methodologies are the main initiative to addressing embodied carbon in buildings and advised that there are a series of action in the climate action plan to address the issue and put frameworks in place to enable GWP calculation, and also noted that European Commission is

[4] https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52021PC0802

developing a roadmap for carbon emissions reduction across the building stock which will inform how the State will calculate and display embodied carbon. Key to this also is the review of the construction products regulation as that will set the standard for measuring the environmental performance of construction products.

In this regard the Committee notes that the proposed GWP calculations for new buildings are not due to enter into force until 2030, and the review of the Construction Products Regulation may not come into force until 2025 at the earliest. These relatively late dates, in the context of the increasing need to build an ever-greater number of homes which will involve using significant quantities of embodied carbon, lead the Committee to query whether it would be more appropriate to begin introducing such measures prior to the dates above insofar as is practicable.

Representatives from the Office of Public Works also discussed the setting of embodied carbon targets and noted that if any country is to hit its targets for 2030 they may have to move earlier as there is generally a time-lag between industry catching up and other systems being implemented. However it was noted that the current system may not be able to implement the additional changes significantly earlier but that it should be achievable by 2023, though other people may take a different view. The Irish Green Building Council agreed with this premise and advised that the broad methodology for measuring Whole Life GWP already exists as set out in the EU Level(s) framework for sustainable buildings which requires the EN15978 standard, and IGBC is currently refining this methodology for Ireland and developing an initial construction product database which should be available in the first quarter of 2023 which could be used in the interim and substituted with an improved database at a later stage. They noted that the methodology could be ready to be utilised in the first quarter of 2023 if it was decided to do so.

> *"We have very limited time to significantly reduce our emissions. Open collaboration between Departments and industry is critical for rapid development of new regulations and standards, and to share risk to scale new low carbon technologies. However, an urgent first step is to measure and disclose embodied carbon."* – The Irish Green Building Council

When discussing this with representatives from the Department the Committee was advised that it is important that the Department work in parallel with the EU Commission as the certificates and standards developed by the EU are those that will need to be adhered to into the future.

In this regard the Committee suggested that the Department and other relevant stakeholders could begin undertaking the preparatory work needed, such as procurement and approval processes etc, to ensure that when such standards are agreed there are no delays in developing the various forms of detailed technical regulations, guidance documents and related measures.

## RECOMMENDATIONS

1. The Committee recommends that Global Warming Potential Declarations, and/or the measurement of embodied carbon be implemented prior to the 2027/2030 implementation date as set out by the EU Proposal, insofar as is practicable.

2. The Committee recommends that, in the event that Recommendation 1 is not feasible, that the Department prioritise the preparatory work for measuring embodied carbon to ensure that once EU proposals are agreed there won't be delays in transposing or amending the relevant domestic regulations, and to prioritise the development of relevant guidance on life cycle Global Warming Potential that can be issued as Ministerial guidance to Local Authorities under section 28 of the planning act allowing it to be taken into consideration in the assessment of applications.

## 5. TIMBER AND LOW CARBON CEMENT

Throughout their engagement with various stakeholders the Committee discussed the availability and suitability of new construction technologies and modern methods of construction in an Irish context.

Expanding on the use of such materials the Irish Green Building Council noted that timber frames account for more than 75% of newly constructed homes in Scotland but only 24% In Ireland, despite Ireland having world-class timber frame manufacturers. Expanding on this the IGBC advised that consistent and clear guidance on the safe use of timber structures should be provided, and advised that new local forestry and agriculture related industries should be supported to supply the construction industry. More generally, they advised that a government programme of capital and design support for projects that use innovative low carbon construction techniques would encourage private developers and build towards commercial viability.

The OPW also noted that forestry is a key element in addressing embodied carbon, remarking that trees are a transformative element in that they act as recycling factories for water and carbon as well as producing oxygen and timber, and therefore “it is a no-brainer”. They further advised that to have a sustainable forestry model they suggested that Ireland could follow the Scottish example which is one of the best examples of all the European examples they have examined. In this regard the OPW noted that securing a licence in Scotland covers all the other steps that must be taken whereas in Ireland there are difference steps for different stages.

In discussing the use of timber in construction the Committee noted that there are numerous companies here that specialise in using timber as a construction product and also noted that across other EU jurisdictions there are well-established high-quality timber frame residential developments that are built to high energy efficiency, low embodied carbon, and are significantly cheaper to build than traditional methods. In this context the Committee queried why we are not seeing the same level of implementation of such technologies here, and further queried how best we might

incentivise such companies to scale up and further accelerate such industry in Ireland.

Responding to this, representatives from Enterprise Ireland advised that they support and encourage companies to promote international diversification as a means of scaling up, with involvement in additional markets able to provide firms with the assurance they need to make necessary investments in capital or research.

Representatives from the OPW advised that in the context of scaling up the timber industry, one aspect of the problem is that there is an imbalance when it comes to how much timber we need to import. They noted that Scotland has a similar climate yet used a higher quantum of timber frames and further noted that Ireland has forest cover of 12% whereas the European average is much higher, and to address this farmers need to be incentivised to plant. The OPW also observed that the Irish system is set up such that separate licences have to be applied for afforestation, forest roads, extracting, and clear-felling, whereas in Scotland there is only one licence, and inquired why Ireland does not have a similar regime. They remarked that we have made the process overly structured and too academic, and advised Ireland needs a simplified system.

As well as discussing the possibilities of utilising greater levels of timber to reduce the use of embodied carbon in the construction sector, the Committee also discussed the use of lower-carbon cement. The Committee notes that there are producers in Ireland that are capable of producing lower carbon cement, concrete and brick, and notes that the cost of producing these are not vastly different from producing high-carbon concrete. Given the above the Committee queried if the State should begin to phase out the use of higher-carbon concrete, in a similar manner to the phasing out of gas boilers in houses from 2025.

In discussing the topic with representatives from the SEAI, they informed the Committee that there are a number of areas where low-emissions cement and lower-emissions cement can be considered in specific construction areas. They also advised that there are studies that show where too much cement is used and in this regard noted that there may be better ways and more stringent specifications for the

use of cement and concrete. They advised that where the use of low-carbon cement might be increasingly encouraged is via specifications in procurement methods, and in particular in the procurement processes for new buildings.

Elaborating on the role of procurement in incentivising the use of low-carbon construction materials, representatives from the SEAI advised that green public procurement can play a significant role in reducing embodied carbon in construction. They noted that there was a concerted effort being made across the public sector under a green procurement working groups to look at how green procurement might work and advised of the need to ensure that it is not greenwashing within a procurement exercise.

## RECOMMENDATIONS

3. That the Department liaise with the Department of Agriculture, Food and the Marine with the goal of developing a revised forestry licensing regime that will allow for greater timber input into the construction industry.
4. That the Department consider revisiting Part B of the Building Regulations 2006 Technical Guidance Documents with the aim of providing clear and consistent guidance surrounding the safe use of timber structures.
5. That the Department engage further with Enterprise Ireland to prioritise the support of those indigenous industries specialising in modern methods of construction with the aim of reducing embodied carbon.
6. That the Department engage with the Department of Public Expenditure and Reform/Office of Government Procurement to prioritise the development of revised public procurement rules that encourage and emphasise the use of low-carbon construction materials.
7. That the Department engage with the National Building Control Office and Building Control and Fire Safety officials in Local Authorities to amend Building Regulations to permit timber-based buildings over 10m in a manner

to ensure the highest levels of fire safety and the lowest embodied carbon content.

8. That the Department, following consultation with the National Building Control Office, Industry and the Irish Green Building Council, consider a phase out date for high carbon cement products including an ascending scale of incentives in public procurement contracts for providers of low carbon products.

9. The Department should engage with the Department of Public Expenditure and Reform, the Office of Government Procurement and the Office of Public Works to agree an accelerated increase in the use of low carbon timber and cement products in all aspects of public capital projects such as social housing, schools, community facilities, roads etc., and to consider the introduction of a wood-first policy.

## 6. DEMOLITION WASTE

In discussing construction materials the Committee notes that at present during the construction of new developments, many existing buildings on sites are demolished and the materials they are constructed from are disposed of, along with the inherent embodied carbon that has been generated. In discussing the issue of embodied carbon and waste the Committee notes that there is a significant issue in the context of carbon and emissions in construction is the waste involved in sending good materials that could be reused to landfill sites and not re-using them in a circular manner. The Committee queried whether in light of the carbon targets to be met by the building sector, that applying a levy to construction and demolition waste might be beneficial in reaching such targets, and also suggested it might be beneficial if sufficient justification should be given prior to a structure being demolished. These two avenues, both a levy on demolition waste and the requirement for sufficient

justification prior to demolition of a useable structure, might both serve to incentivise utilising existing buildings and their embodied carbon.

Elaborating on this issue the SEAI agreed with the Committee that where energy upgrades can be provided using the existing building stock and through using the embodied carbon that is already in place, it is preferable to building new units on green field sites.

The IGBC also suggested that those about the engage in major demolition should be required to account for why they are doing so and further suggested they should have to account for the embodied carbon of the new building. Expanding on this the IGBC advised that planners should require a pre-demolition audit setting out how the materials in the existing building will be recovered to ensure no reusable resources. The Committee noted the importance of this particularly in light of the fact that the construction industry accounts for 48% of all waste generated in Ireland.

## RECOMMENDATIONS

10. The Committee recommends that the Department liaise with the Environmental Protection Agency to discuss how levies on demolition waste might better incentivise the re-use of embodied carbon in the construction industry.

11. The Committee recommends that the Department liaise with the Environmental Protection Agency to revise the way they apply the EU waste framework, particularly article 27 & 28. Currently, it is very difficult to reuse any materials taken off site to another site as this requires a license from the EPA to do so, which currently takes a minimum of 10 weeks, which in turn is creating very high construction waste.

12. The Committee recommends that the Department consider introducing embodied-carbon focused regulations in the planning system requiring persons to appropriately justify a proposed demolition, to account for the demolition waste produced and its disposal and re-use.

13. That the Department consider the introduction of demolition audits in planning applications where demolition is proposed, whereby the applicant sets out the justification for any proposed demolition (such as product viability) and what that option as opposed to reuse is being proposed.

14. That the Department engage with the Department of Public Expenditure and Reform, the Office of Government Procurement and the Office of Public Works to consider the development of a protocol for all public works contracts where reuse is considered as the default option for capital projects involving existing buildings and where reuse is not possible (e.g. for reasons of viability) the relevant Department or public agency must set out in its planning application the reasons why demolition is required and also to set out its plans for recycling any material recovered in the proposed demolition.

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# 7. RECOMMENDATIONS

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| 2. The Committee recommends that, in the event that Recommendation 1 is not feasible, that the Department prioritise the preparatory work for measuring embodied carbon to ensure that once EU proposals are agreed there won't be delays in transposing or amending the relevant domestic regulations, and to prioritise the development of relevant guidance on life cycle Global Warming Potential that can be issued as Ministerial guidance to Local Authorities under section 28 of the planning act allowing it to be taken into consideration in the assessment of applications. |
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| 5. That the Department engage further with Enterprise Ireland to prioritise the support of those indigenous industries specialising in modern methods of construction with the aim of reducing embodied carbon. |
| 6. That the Department engage with the Department of Public Expenditure and Reform/Office of Government Procurement to prioritise the development of revised public procurement rules that encourage and emphasise the use of low-carbon construction materials. |

7. That the Department engage with the National Building Control Office and Building Control and Fire Safety officials in Local Authorities to amend Building Regulations to permit timber-based buildings over 10m in a manner to ensure the highest levels of fire safety and the lowest embodied carbon content.

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# 8. APPENDIX 1: ORDERS OF REFERENCE

## a. FUNCTIONS OF THE COMMITTEE – DERIVED FROM STANDING ORDERS [DSO 95; SSO 71]

1) The Dáil may appoint a Departmental Select Committee to consider and, unless otherwise provided for in these Standing Orders or by order, to report to the Dáil on any matter relating to—

(a) legislation, policy, governance, expenditure and administration of—

(i) a Government Department, and

(ii) State bodies within the responsibility of such Department, and

(b) the performance of a non-State body in relation to an agreement for the provision of services that it has entered into with any such Government Department or State body.

(2) A Select Committee appointed pursuant to this Standing Order shall also consider such other matters which—

(a) stand referred to the Committee by virtue of these Standing Orders or statute law, or

(b) shall be referred to the Committee by order of the Dáil.

(3) The principal purpose of Committee consideration of matters of policy, governance, expenditure and administration under paragraph (1) shall be—

(a) for the accountability of the relevant Minister or Minister of State, and

(b) to assess the performance of the relevant Government Department or of a State body within the responsibility of the relevant Department, in delivering public services while achieving intended outcomes, including value for money.

(4) A Select Committee appointed pursuant to this Standing Order shall not consider any matter relating to accounts audited by, or reports of, the Comptroller and Auditor General unless the Committee of Public Accounts—

(a) consents to such consideration, or

(b) has reported on such accounts or reports.

(5) A Select Committee appointed pursuant to this Standing Order may be joined with a Select Committee appointed by Seanad Éireann to be and act as a Joint Committee for the purposes of paragraph (1) and such other purposes as may be specified in these Standing Orders or by order of the Dáil: provided that the Joint Committee shall not consider—

(a) the Committee Stage of a Bill,

(b) Estimates for Public Services, or

(c) a proposal contained in a motion for the approval of an international agreement involving a charge upon public funds referred to the Committee by order of the Dáil.

(6) Any report that the Joint Committee proposes to make shall, on adoption by the Joint Committee, be made to both Houses of the Oireachtas.

(7) The Chairman of the Select Committee appointed pursuant to this Standing Order shall also be Chairman of the Joint Committee.

(8) Where a Select Committee proposes to consider—

(a) EU draft legislative acts standing referred to the Select Committee under Standing Order 133, including the compliance of such acts with the principle of subsidiarity,

(b) other proposals for EU legislation and related policy issues, including programmes and guidelines prepared by the European Commission as a basis of possible legislative action,

(c) non-legislative documents published by any EU institution in relation to EU policy matters, or

(d) matters listed for consideration on the agenda for meetings of the relevant Council (of Ministers) of the European Union and the outcome of such meetings,

the following may be notified accordingly and shall have the right to attend and take part in such consideration without having a right to move motions or amendments or the right to vote:

(i) members of the European Parliament elected from constituencies in Ireland,
(ii) members of the Irish delegation to the Parliamentary Assembly of the Council of Europe, and
(iii) at the invitation of the Committee, other members of the European Parliament.

(9) A Select Committee appointed pursuant to this Standing Order may, in respect of any Ombudsman charged with oversight of public services within the policy remit of the relevant Department consider—

(a) such motions relating to the appointment of an Ombudsman as may be referred to the Committee, and

(b) such Ombudsman reports laid before either or both Houses of the Oireachtas as the Committee may select: Provided that the provisions of Standing Order 130 apply where the Select Committee has not considered the Ombudsman report, or a portion or portions thereof,

within two months (excluding Christmas, Easter or summer recess periods) of the report being laid before either or both Houses of the Oireachtas.

## b. SCOPE AND CONTEXT OF ACTIVITIES OF COMMITTEES (AS DERIVED FROM STANDING ORDERS) [DSO 94; SSO 70]

(1) The Joint Committee may only consider such matters, engage in such activities, exercise such powers and discharge such functions as are specifically authorised under its orders of reference and under Standing Orders;

(2) such matters, activities, powers and functions shall be relevant to, and shall arise only in the context of, the preparation of a report to the Dáil/Seanad;

(3) it shall not consider any matter which is being considered, or of which notice has been given of a proposal to consider, by the Joint Committee on Public Petitions in the exercise of its functions under DSO 125(1) and SSO 108(1); and

(4) it shall refrain from inquiring into in public session or publishing confidential information regarding any matter if so requested, for stated reasons given in writing, by—

(a) a member of the Government or a Minister of State, or

(b) the principal office-holder of a State body within the responsibility of a Government Department or

(c) the principal office-holder of a non-State body which is partly funded by the State,

Provided that the Committee may appeal any such request made to the Ceann Comhairle, whose decision shall be final.

(5) It shall be an instruction to all Select Committees to which Bills are referred that they shall ensure that not more than two Select Committees shall meet to consider a Bill on any given day, unless the Dáil, after due notice to the Business Committee by a Chairman of one of the Select Committees concerned, waives this instruction.

## c. POWERS OF COMMITTEES (AS DERIVED FROM STANDING ORDERS) [DSO 96; SSO 72]

Unless the Dáil/Seanad shall otherwise order, a Committee appointed pursuant to these Standing Orders shall have the following powers:

(1) power to invite and receive oral and written evidence and to print and publish from time to time—

(a) minutes of such evidence as was heard in public, and

(b) such evidence in writing as the Committee thinks fit;

(2) power to appoint sub-Committees and to refer to such sub-Committees any matter comprehended by its orders of reference and to delegate any of its powers to such sub-Committees, including power to report directly to the Dáil/Seanad;

(3) power to draft recommendations for legislative change and for new legislation;

(4) in relation to any statutory instrument, including those laid or laid in draft before either or both Houses of the Oireachtas, power to—

(a) require any Government Department or other instrument-making authority concerned to—

(i) submit a memorandum to the Joint Committee explaining the statutory instrument, or

(ii) attend a meeting of the Joint Committee to explain any such statutory instrument: Provided that the authority concerned may decline to attend for reasons given in writing to the Joint Committee, which may report thereon to the Dáil, and

(b) recommend, where it considers that such action is warranted, that the instrument should be annulled or amended;

(5) power to require that a member of the Government or Minister of State shall attend before the Joint Committee to discuss—

(a) policy, or

(b) proposed primary or secondary legislation (prior to such legislation being published),

for which he or she is officially responsible: Provided that a member of the Government or Minister of State may decline to attend for stated reasons given in writing to the Joint Committee, which may report thereon to the Dáil: and provided further that a member of the Government or Minister of State may request to attend a meeting of the Joint Committee to enable him or her to discuss such policy or proposed legislation;

(6) power to require that a member of the Government or Minister of State shall attend before the Joint Committee and provide, in private session if so requested by the attendee, oral briefings in advance of meetings of the relevant EC Council (of Ministers) of the European Union to enable the Joint Committee to make known its views: Provided that the Committee may also require such attendance following such meetings;

(7) power to require that the Chairperson designate of a body or agency under the aegis of a Department shall, prior to his or her appointment, attend before the Select Committee to discuss his or her strategic priorities for the role;

(8) power to require that a member of the Government or Minister of State who is officially responsible for the implementation of an Act shall attend before a Joint Committee in relation to the consideration of a report under DSO 197/SSO 168;

(9) subject to any constraints otherwise prescribed by law, power to require that principal office-holders of a—

(a) State body within the responsibility of a Government Department or

(b) non-State body which is partly funded by the State,

shall attend meetings of the Joint Committee, as appropriate, to discuss issues for which they are officially responsible: Provided that such an office-holder may decline to attend for stated reasons given in writing to the Joint Committee, which may report thereon to the Dáil/Seanad; and

(10) power to—

(a) engage the services of persons with specialist or technical knowledge, to assist it or any of its sub-Committees in considering particular matters; and

(b) undertake travel;

Provided that the powers under this paragraph are subject to such recommendations as may be made by the Working Group of Committee Chairmen under DSO 120(4)(a)/SSO 107(4)(a).

# 9. APPENDIX 2: COMMITTEE MEMBERSHIP

## DEPUTIES

Francis Noel Duffy
*Green Party*

Joe Flaherty
*Fianna Fáil*

Thomas Gould
*Sinn Féin*

Emer Higgins
*Fine Gael*

Steven Matthews
Cathaoirleach
*Green Party*

Paul McAuliffe
Leas-Cathaoirleach
*Fianna Fáil*

Cian O'Callaghan
*Social Democrats*

Richard O'Donoghue
*Independent*

Eoin Ó Broin
*Sinn Féin*

## SENATORS

Victor Boyhan
*Independent*

John Cummins
*Fine Gael*

Mary Fitzpatrick
*Fianna Fáil*

Rebecca Moynihan
*Labour*

Mary Seery Kearney
*Fine Gael*

Notes:

1. Deputies nominated by the Dáil Committee of Selection and appointed by Order of the Dáil of 30 July 2020.
2. Senators nominated by the Seanad Committee of Selection and appointed by Order of the Seanad on 18 September 2020.
3. The Dáil Committee of Selection nominated Deputy Joe Flaherty to replace Deputy Jennifer Murnane O'Connor on 02 February 2021.

# 10. APPENDIX 3: LIST OF WITNESSES

## Tuesday 05 April 2022

**Sustainable Energy Authority of Ireland**

- Mr. Declan Meally, Director Of Business, Public Sector and Transport
- Ms Orla Coyle, Programme Manager, Public Sector and Regulatory Programmes

## Tuesday 28 April 2022

**Department of Housing, Local Government and Heritage**

- Mr Seán Armstrong, Senior Adviser, Climate Action Policy Unit
- Ms Margaret Power, Assistant Principal
- Mr Derek Rafferty, Principal Officer, Governance and Rental Standards

**Department of the Environment, Climate and Communications**

- Mr Robert Deegan, Principal Officer, Residential Energy Efficiency Division
- Mr Tony Collins, Principal Officer, Heat and Business Energy Efficiency Division

**Sustainable Energy Authority of Ireland**

- Dr Ciarán Byrne, Director of National Retrofit
- Ms Dara Stewart, Programme Manager EPBD and BER Operations
- Ms Orla Coyle, Programme Manager, Public Sector and Regulatory Programmes
- Mr Chris Hughes, EPBD and BER Development Programme Manager

## Tuesday 03 May 2022

**Enterprise Ireland**

- Mr Mark Christal, Divisional manager for Food And Sustainability
- Ms Rowena Dwyer, Department Manager for Sustainability and Climate Change
- Mr Neil Kerrigan, Department Manager, Collaborative Research
- Mr Ross O'Colmain, High Tech Construction and Housing
- Mr Kevin Flynn, Technology Centre Programme Manager

**Irish Green Building Council**

- Mr Pat Barry, Chief Executive Officer
- Ms Marion Jammet, Head of Policy And Advocacy

**Office of Public Works**

- Mr Ciarán O'Connor, State/Principal Architect
- Mr Gerard Harvey, Assistant Principal Architect

**National Building Control Office**

- Ms Mairéad Phelan, Head of the National Building Control and Market Surveillance Office
- Richard Butler, Chartered Engineer, Registered Building Surveyor

## 11. APPENDIX 4: LINKS TO MEETING TRANSCRIPTS

- Tuesday 5th April
- Thursday 28th April
- Tuesday 3rd May

## 12. APPENDIX 5: LINKS TO OPENING STATEMENTS

- Declan Meally, Director of Business, Public Sector and Transport, Sustainable Energy Authority of Ireland (SEAI)
- Robert Deegan, Principal Officer, Residential Energy Efficiency Division, Department of Environment, Climate & Communications
- Seán Armstrong, Senior Advisor, Climate Action Policy Unit, Housing Policy, Legislation and Governance Division, Department of Housing, Local Government & Heritage
- Dr Ciarán Byrne, Director of National Retrofit, Sustainable Authority of Ireland (SEAI)
- Ciarán O'Connor, State/Principal Architect, Office of Public Works (OPW)
- Pat Barry, CEO, Irish Green Building Council
- Mairéad Phelan, Head of the National Building Control and Market Surveillance Office, National Building Control Office

- Mark Christal, Divisional manager for food and sustainability, Enterprise Ireland

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