

# Report on Best Practice

Interviews on sustainable and  
innovative public procurement

Lina Wedin Hansson

Research Report in Sociology of Law 2016:2





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*Interviews on sustainable and  
innovative public procurement*

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Lina Wedin Hansson

Trelleborg, December, 2016.



# Introduction

Sustainable public procurement is a topic of vivid discussion at present and lawyers and practitioners surpass each other in attempts at stating the truth in trade journals and other media.<sup>1</sup> Research within this area is scarce at best and more knowledge of how the area is developing in practice is needed. Research projects have been initiated throughout the past years to increase the knowledge within this area of research, one of which is the basis for this report.

The background to this report is a research project named “Green innovations in construction – investigating the regulatory space for sustainable solutions in the construction sector”, funded by the Swedish Foundation for Humanities and Social Sciences in collaboration with Skanska Sweden AB and in affiliation with Sociology of Law Department, Lund University, in a postdoctoral research project called Flexit.<sup>2</sup> There are two main purposes of the project. One is to investigate sustainability norms in the regulatory space of the construction sector in order to generate knowledge about the values influencing private and public actors in terms of environmental consequences of their decisions. Another purpose of the project is to investigate ecologically sustainable innovation processes within the construction sector, examine how they function and how they can be steered or influenced. It should be noted that environmental considerations in public procurement were the main topic at the start of this research project, but early on the research was broadened to include social considerations as these rose on the agenda on both legal and practical discussions.<sup>3</sup>

Thus, the project investigates sustainability norms in the regulatory space of the construction sector. For these purposes, representatives from the organisations awarded “Best Sustainable Supplier” or “Best Sustainable Procurer” during the years 2008-2013 were interviewed. In order to study how the public procurement process is regulated in terms of legislation and how it is experienced in terms of social norms and practices, a number of qualitative research interviews have been conducted. This report is a description and analysis of the conducted interviews, how they were analysed and interpreted. It is also a presentation of the findings from the interviews using a specific methodology that reduces statements to general themes in order to

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1 See e.g. <http://www.svd.se/advokater-upphandling-blir-politiskt-slagtra>; <http://www.forskning.se/2016/10/05/offentlig-upphandling-som-politisk-storslagga/>.

2 <http://www.rj.se/en/For-researchers/Flexit/>

3 See e.g. Bruun, (2000).

identify descriptive statements of the findings. Based on these, the values influencing the actors can be identified and some indications on how innovation practices occur within these representative organisations of best practice within sustainable public procurement in Sweden.

The regulatory development in Sweden is closely linked with regulatory developments at European level. (For a cohesive discussion on green public procurement development in the EU, see: Kunzlik, P. (2013) "Green Public Procurement – European Law, Environmental Standards and 'What To Buy' Decisions." *Journal of Environmental Law*, 25:2, pp.173-202.) In Europe, the integration of environmental and social considerations in public procurement regulation has developed gradually through case law from the European Court of Justice of the European Union (ECJ) and through the various Directives. In Sweden, the Public Sector Directive of 2004 has been implemented through the Swedish Public Procurement Act (Lag (2007:1091) om offentlig upphandling, hereinafter LOU). Currently, the new directives on public procurement are being implemented in Swedish legislation through the Swedish preparatory work (*Nytt regelverk om upphandling*, Prop. 2015/16:195).

The disposition of the report is laid out with a description of the theoretical and methodological framework for the study, followed by a description of the findings, a categorization of the findings into general themes and a condensation into descriptive statements of the findings and, finally, a discussion thereof. The following section thus explains the methodological considerations regarding the study.

## Theoretical and methodological issues

It has been stated, with regard to interview-based studies and the reporting thereof, that "writing is not an innocent practice", yet it is important to document and communicate the interview process and its findings during the research process. This report analyses the interviews using a specific methodology known as meaning condensation. This is done in order to condensate the lengthy interview transcripts into the respondents viewpoints based on the purpose of the study.

This report presents the findings from a sub-set of qualitative interviews conducted within the scope of the abovementioned research project. Using qualitative interviews to conduct research is a means of trying to "understand the world from the subject's point of view, to unfold the meaning of their experiences, to uncover their lived world prior to scientific explanations". The study entailed semi-structured interviews with sustainability management representatives from the public sector procurement (clients or purchasers) and sustainability management representatives from private sector (suppliers). The questions were derived from earlier research from the public sector aimed at identifying norms regarding environmental considerations in

public procurement,<sup>4</sup> and subsequently adapted to private sector actors.

## Methodology

The empirical material was collected using semi-structured interviews with representatives from the organisations that had been awarded “Best Sustainable Supplier” or “Best Sustainable Procurer” during the years 2008-2013. The awardees were selected by a jury consisting of experts from the former authority on environmental considerations in public procurement, *Miljöstyrningsrådet* (now a part of the new National Agency for Public Procurement), as well as representatives from the Confederation of Swedish Enterprise, *Svenskt Näringsliv*. The interviews were conducted in 2013-2014.

The questionnaires are appended to this report, but the questions put can be categorized into the following groups, based on the purpose of the study and the specific questions asked:

1. Individual background
2. Profession
3. The most influential principle or norm.
4. The public procurement process – early knowledge exchange.
5. Public procurement and innovation
6. Environmental management systems
7. Factors influencing decision-making within the public procurement process
8. The use of soft criteria such as environmental criteria
9. Discussions regarding the use of environmental considerations in the organisation
10. Examples of environmental considerations
11. Examples of social considerations
12. Source of environmental considerations
13. Changing practice due to legislative amendments.
14. Exclusion to participate in the procurement.
15. Information requested as basis for evaluation criteria and weighting.
16. Appeals
17. Adaptation by private actors to public procurement requirements

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<sup>4</sup> Wedin, 2009.

18. Public procurement as a political tool
19. The Public Procurement Act
20. Related documents affecting decision-making processes (e.g. policy documents)
21. The European directives and Swedish preparatory work
22. Organisation for sustainability
23. Environmental effect of decision-making process
24. Factors influencing environmental decision-making.
25. Cooperation
26. Prioritized public procurement stage from sustainable development-perspective
27. Innovation and initiating change

The material was analysed using meaning condensation, whereby the analysis of the text involves compressing long statements into briefer statements and rephrasing them in a few words.<sup>5</sup> This was done by identifying and determining the natural “meaning units” of the text, as they are expressed by the subjects. The central theme, i.e. the theme that dominates a natural meaning unit, restates the natural meaning unit as simply as possible. In this way the statements from the respondents’ viewpoints as understood by the interviewer are thematised. These themes are subsequently used in the analysis to identify answers related to the purpose of the study, and, in a final step, tied together into a descriptive statement of the findings.<sup>6</sup> Consequently, the purpose of this report is to categorise the answers into themes and to arrive at descriptive statements, in order to facilitate analysis of the findings with regard to the purpose of the overarching research project in forthcoming publications. Consequently, the report will also be a source for other researchers to identify relevant future research based on identified phenomena in this report.

### *Selection of respondents*

The respondents were selected based on having won the prizes: “best green/sustainable public procurer” or “best green/sustainable supplier”. The respondents were selected from the award-winning organization based on having received the price or as environmental or sustainability manager of the organization, be it private or public. This was to identify the drivers for sustainability within the organization through public procurement or in response to public procurement. This representative was considered being the best possible individual to reiterate the motives for the award as well as the underlying reasons and labour undertaken leading to the award. Where

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5 Kvale & Brinkman (2009), *Interviews*, at p.205.

6 Kvale & Brinkman, (2009), at p. 207.

necessary, several individuals were interviewed to get a more complete picture depending on the organizational setup.

## Validity

The empirical material consists of a limited number of interviews and is as such limited in terms of quantitative findings. Nonetheless, the respondents are actors situated within networks within the public procurement sector and as such have a good overview of the line of trade they represent. Consequently, the findings can be used to identify tendencies and hypotheses within public procurement practice, which in turn can be used to identify further need for research or be verified by other empirical research on public procurement.

Due to the organisations being organized so differently, in some aspects the most appropriate person, in terms of getting all the relevant answers, might not have been the one interviewed. At times there have been complementary interviews conducted to get a more complete picture, but this has not always been possible due to time constraints and availability. Additionally, not all questions were answered by everyone due to the semi-structured format of the interviews.

Some of the interviews were conducted with the environmental manager and one of the employees present. It cannot be excluded that the answers of the employee were somewhat influenced by the presence of the manager.

Regarding the most influential principle or norm, the question was deemed difficult to answer for the respondents and some guiding principles were suggested, including business-like behavior (*affärsmässighet*), proportionality, sustainability). This may have influenced the respondents when answering the question, although the answers are rather widespread and thus indicate that at least some of the answers were provided honestly and irrespective of guiding statements. Additionally, although the research is partly financed by a Swedish construction company, it cannot be said that the findings have been compromised as the interviewees come from a wide array of sectors and not primarily from the construction sector. Furthermore, the affiliation to the university and state funding of the project was clearly stated to minimize potential influence regarding the answers.

# Findings

In this chapter the interview findings are presented in the format of quotes and meaning condensation in terms of central themes condensed from the quotes. The findings are also presented in terms of question themes and the respondents are coded by way of A through E for public actors and 1 through 4 for private actors.

## Meaning condensation

The following section presents the findings using meaning condensation through the *natural unit* and the resulting *central theme* as determined by an initial analysis.

Table 1 – Individual background

Code	Natural unit	Central theme
A	Behavioral sciences, complemented by economic and legal courses.	Social sciences
B <sub>1</sub>	I have a masters degree in chemistry and have studied international environmental issues.	Environmental education
B <sub>2</sub>	I am a geoscientist and have a masters degree.	Environmental education
C <sub>1</sub>	Art degree	Art education
C <sub>2</sub>	Law degree and masters degree from Lund in commercial law.	Legal education
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>		
E	Department manager för Västra Götalandsregionens environmental work.	Environmental manager
1	Natural sciences, environmental- and health inspector, life cycle analysis and management systems.	Environmental, systems education
2	I have a masters in biology with a special focus on sustainable business development.	Biology and sustainable business
3		
4		

Table 2 – Profession

Code	Natural unit	Central theme
A	Procurement secretary	Procurement officer
B <sub>1</sub>	Department manager environmental department	Department manager, environment
B <sub>2</sub>	Environmental strategist.	Environmental strategist
C <sub>1</sub>	Project manager environmental issues.	Project manager
C <sub>2</sub>	Procurement jurist and former purchaser	Legal professional and procurement professional
D <sub>1</sub>	I work as an environmental officer, I guess you can call it. I work with all kinds of environmental issues.	Environmental strategist
D <sub>2</sub>	I work as an environmental coordinator and primarily with our construction works projects and related environmental issues.	Environmental strategist
D <sub>3</sub>	I am the environmental manager and responsible for the environmental unit and also responsible for quality aspects.	Environmental manager
E	Department manager för Västra Götalandsregionens environmental work.	Department manager, environment
1	I am responsible for the implementation and management of our management system, environment, quality and work environment. Support on tender documents and CSR.	Sustainability manager.
2	I am environmental and quality manager. (...) I work with everything related to the environmental and quality management system. Internal revisions and ensuring that they are followed through, external revisions and ensuring legal fulfillment. Then I ensure social responsibility and CSR. (...) Then I have safety issues also.	Environmental manager, social responsibility, safety
3	Quality- and environmental manager. It is the ISO-certificates, the management systems. It is the Svanen-licence and FSC-certificate and PEFC-certificate. And then we are a climate neutral company, so I do the climate calculations on our organisation and report it in a webb tool. Then it is verified by a company called Respect. And then we have signed the UN's Global Compact for human rights, employment rights, corruption and environment, and there we have to report every year. Then we have waste and energy in our environmental work. And then lean organisational development, (...) that is a part of it.	Quality and environmental manager.
4	Quality and environmental manager	Quality and environmental manager

Table 3 – The most influential principle or norm

Code	Natural unit	Central theme
A	The procurement policy and budget dictates green.	Resources
B <sub>1</sub>	The environmental programme dictates how we work.	Environmental principle
B <sub>2</sub>	It is the environmental political programme that is a prescribing document for us, how we work.	Environmental principle
C <sub>1</sub>	Since I am at the environmental department it is sustainability. The legal aspect is dealt with by the procurement department.	Environmental principle
C <sub>2</sub>	It is all three. I have not prioritised either one of them. It is part law, part technicalities and part economics. There are political decisions that we should include environmental and social considerations in every procurement. Business-like behaviour cannot be overlooked. It entails a good business deal and thus not only price. If I waive environmental criteria I may have better competition and that is what I want. I want good competition. I have to put sustainability criteria in reasonable proportion to what can be offered by the market.	Competition
D <sub>1</sub>	I was thinking the general standard perhaps. You mentioned sustainability then.. that we are trying to start up some kind of work to strive more towards sustainability. But otherwise it is sort of the environment.. but you cannot say it is the most prominent norm here right now.	Standard
D <sub>2</sub>	I would say.. I would answer the same, the environmental legislation generally. It is not really a norm we are working towards. It is more the basis of what we must achieve.	Environmental legislation
D <sub>3</sub>	Well, yes.. to a great extent it is the legislation, that governs. One cannot say it [the environment] is the most prominent norm here right now.	Legislation
E	The Region has a vision that is "The good life" (Det goda livet) and that is, you could say, sustainable development.	Vision
1	Plan, Do, Check, Act.	PDCA
2	Well, when it comes to tender bids and responding to those queries, it is to be transparent.	Transparency
3	Well, principally... Well, it is actually sustainable business, I would say. Because it involves so much. It is not just environment if we talk sustainability, but it is for the business to have a long-term perspective and still be around, both for the people and society (...).	Sustainable business.
4	Well, transparency perhaps. There have been procurements where we have not submitted tenders because we have not fulfilled some requirements where we know others tick the box because there is a lack of knowledge. (...) we have our basic values that the owners represent (...) and honesty is one of them.	Transparency

Table 4 – The public procurement process – knowledge exchange in early stages

Code	Natural unit	Central theme
A	To some extent. In IT we do. But there is still a fear of not treating suppliers equally and not to receive too much information from someone.	Limited due to fear
B <sub>1</sub>		
B <sub>2</sub>	Yes, when it is possible we do.	Early exchange
C <sub>1</sub>	Well yes, there is a constant dialogue with the suppliers naturally. It is very different depending on if it is a large supplier or an individual proprietor enterprise.	Constant exchange
C <sub>2</sub>	Yes. These days.. considering that I often do procurements that I have not done before and that might have, yes, the character of newer objects, I always hear the market before. During the feasibility study. We do a hearing and meet the market and ask what solutions exist, which obstacles exist to submit a tender. I usually say what we want. I do.	Early exchange Market hearing
D <sub>1</sub>	Nearly always when we procure something rather specific we have to research the market to see what is available and to make sure the criteria are not completely impossible to meet.	Market research
D <sub>2</sub>		
D <sub>3</sub>	Yes, a couple of times we organised workshops with contractors to find the right level for our environmental criteria. In the 1990's. We have done it a couple of more times.	Random early exchange
E	I hope so. I am not really involved in hands on procurement any longer.	
1	It differs. We take part in very many public procurements and then there is a risk that the procuring authority is afraid of communication, that things are not done right. But it is very important to have that communication, to have a dialogue and tell them what we do and the best thing, really, is to be able to inform the existing customers, during planned meetings, that this is how it could be done the next time you procure, and so on. (...) We want to help. We are considering distributing a tender document with the criteria we would use to procure ourselves our the type of services we deliver.	Varies, fear of communication
2	Well, I am being invited. I mean I have been invited a number of times to, that is when they look at the tender documents and the criteria to be used, but it is way too rarely.	Too rare
3	Well, we work a lot with procurement and responding to tenders from national, municipal and county council procurements. And I don't even see all procurements. But the ones I see, there is a very big difference between the different environmental and quality specifications.	Some
4	Yes, I think so.. I believe that where there is an ambition it does, actually.	Some

Table 5 – Public procurement and innovation

Code	Natural unit	Central theme
A	I find it is somewhat ongoing. Pilot projects are innovative. But generally there is not really time. When it comes from above. It feels like we, I, act. There is not much time to think about this. It is stated in the procurement policy.	No clear mandate as resources. Stated in policy.
B <sub>1</sub>	The laughing gas establishment and a green ambulance, that we developed. They did not exist previously.	Innovation practice
B <sub>2</sub>	It is rather new, innovation procurements and there are quite many different parts. We have an individual assigned to innovation procurements, with other partners such as Vinnova. We are positive to it.	Innovation climate
C <sub>1</sub>		
C <sub>2</sub>	Innovation friendly procurement and procurement of innovation. It is.. Yes, it is two different things and we are not there yet. Today it is unknown, almost unknown concept here at the unit. But in November I am to talk about it because I went to a conference and realised that it is what is coming here also. There has been an interest from the leadership and politically in some statements, but nothing happened because noone really knows what it is.	Scarce knowledge
D <sub>1</sub>	No, I cannot answer that either.	No knowledge
D <sub>2</sub>		
D <sub>3</sub>	It does not really mean anything to me actually. It is not something we have been doing. At least not something I have been involved with.	No knowledge
E	Yes, I believe we have nearly gotten the furthest in there. And still it is not very widespread yet. To create more jobs by providing project support to future sustainable products. And to use our own organisation to develop this new business. So we have several working with innovation procurement.	Innovation practice and climate, front-runner
1	It is really about leaving room for the supplier. When you don't specify, say, organic cotton, but allow room for sustainable textiles: "show how you can ensure 50% sustainable textiles". I mean, it is not a giant leap. It is not a transformative solution, but it is innovative. I can tell you that today, in our industry, we totally lack such a thing. I mean one knows more or less what one wants and you procure it. The innovation part, it is.. it is not driven by procurement, it is not.	No demand
2	There is so much, if one is to think somewhat outside, perhaps more borrow the printer than buying a printer and borrow printers from one another. But for me it is more innovative thinking, I would say. (...) But it is those procurements where environmental and social responsibility are weighted against the price tag on the portfolio that is offered and make some reductions.	Limited demand
3	Well, it would be if there is a client that wants something that we have not really developed. That we must create something together with the client. For example adapted webbsystems for ordering printed matter, or similarly. We have had some such examples where we have developed systems with the client according to their needs.	Some demand
4	Well, I have never really thought about it to be honest. But spontaneously I would say that we have nothing against it really. (...) I had a discussion with the management board. They wanted to change our warranty terms from 5 to 10 years possibly. I thought it was somewhat odd since in business-to-business there are rarely warranties. Like when you buy a kitchen for example. (...) If we were to look at what we can do, perhaps we removed all warranties and provided a service. We cannot do that today because our products are not constructed that way. If something breaks we have to change a large part of it. Instead we could develop a product to lease to a company and provide a service agreement. If we created a product that is easily served, we could make money too. (...) That would not be easy, but then there has to be a challenge in it too. So, no we have nothing against [new technology and solutions], really.	Limited demand

Table 6 – Environmental management systems

Code	Natural unit	Central theme
A	Sometimes qualification requirements specify environmental management systems like ISO or EMAS or equal. Then they may have one.	Qualification
B <sub>1</sub>		
B <sub>2</sub>	We have no requirements for environmental management systems, but we ask that they describe their environmental work system. In the contract it is stated that they have to have a structured environmental work system in place within 6 months.	Contract performance clause
C <sub>1</sub>		
C <sub>2</sub>	Yes, they are mandatory requirements.	Qualification
D <sub>1</sub>	Yes in every, most procurement we require some kind of systematic environmental management. I can be either that they are certified according to EMAS or ISO and then they submit the certificate and verify that way. Otherwise they have to motivate in different ways how they work with, prove that they have a systematic environmental work of some kind, with environmental objectives and environmental policy that are relevant. And then I guess we try to ask questions. We have a questionnaire covering these environmental aspects.	Qualification
D <sub>2</sub>		
D <sub>3</sub>	In the construction procurements the environmental criteria are subsequently contractual terms. So that, in principle, if they do not fulfil the requirements after the fact during the performance of the contract one can terminate the contract. It has never happened but.. it could happen.	Contract performance clauses
E		
1	It is required as proof of qualifications. (...) If there are numerous requirements, there could be a section at the end of the tender documents where it says, where a follow-up package is required from the supplier. And the follow-up package should then be "prove to us that you live up to the specifications of the tender". And then the county councils and municipalities in their follow-ups of suppliers could make an audit, that is how, show us how you arrived at these numbers. That would facilitate it, shift it onto us, that we prove. Like in the environmental legislation (Miljöbalken) prove that we are not the ones polluting.	Qualification. Supplier-supported follow-ups should be used.
2		
3	It is required as proof of qualifications and we have quite many.	Qualification.
4	-	-

Table 7 – Factors influencing meat/lowest price decision-making

Code	Natural unit	Central theme
A	People prefer lowest price, considering that the requirements can be specified to a great extent. There are still high level requirements in qualification criteria and then price. It becomes easier to evaluate and things. Using MEAT forces you to think much more how to, I mean how much more it is worth and things. We have started using MEAT more actually. If one does not know the lowest level for qualification requirements and still want to push the suppliers it can be an idea, because they see it is highly valued.. But I would not say either is better really, it just different depending on perhaps how far the business[market] has come and what types of products, if there are many brands/ markings or not.	Market maturity in green. Knowledge of the market. Easy evaluation
B <sub>1</sub>	We try to insert as many qualification criteria as possible, where we know it is possible. Sometimes we have the same (weight) on quality and environment (...) such that it strikes equally in the procurement.	Qualification criteria ensures green
B <sub>2</sub>	Often we use the economically most advantageous. We don't control this, the procurement department do. It is also about how we weigh the environmental criteria. Sometimes it is better to have lowest price, because then we can put all our qualification criteria. We work mostly with qualification criteria, when it is possible, then we have qualification criteria.	Lowest price ensures green Risk of low weight for green if evaluation criteria
C <sub>1</sub>		
C <sub>2</sub>	It depends on what one wants to buy. Simpler products might result in a few mandatory requirements and then price, whereas more complex.. a service it is a more complicated evaluation model. It can be extremely complex descriptions and calculations behind it. It is a misleading term really. Lowest price does not exist. There is no procurement where I purchase the cheapest. Only that there is a supplier formally approved and with that lowest price. There is no such thing. There are always many mandatory requirements that chissle away very much else that does not adhere to what we want. The evaluation model we can choose as procurement officers, but good requirements that are relevant and related to the subject matter of the contract and ensure a good outcome. For that you need a really good reference group.	Requirements ensures no lowest price. Always requirements of some sort. Simplicity vs complex procurements Reference group vital
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>	The internal regulation and our own systematic environmental management work, that we have identified the most important environmental aspects, the environmental issues within our own organisation and that it is based on these that we make criteria. And ensure that they are followed.	Internal environmental management system guides criteria.
E	I am not really sure. There are still great misunderstandings regarding the lowest-price concept among suppliers. "You say you have requirements, but it is always the lowest price in the end.." and we try to explain that there are still requirements even when lowest-price is used. But I think a new concept must be used for it to change. Then again, I do not think the choice of weighting and criteria are what is important. Rather, what matters is what one decides to purchase. That a purchasing decision is made.	Purchasing decision should be guiding the procurement.

1	<p>The most common is one hundred percent price. That is the most common. Increasingly there are elements of quality and usually involves submitting samples. It feels somewhat subjective, since they might recognise their existing suppliers samples or like something about one sample that was not specified in the tender documents. (...) Then there are those that are more daring and specify a number of quality and environmental criteria and award points for it. The most common I would say is that there quite many environmental and sustainability criteria, but they are qualification requirements. <i>Miljöstyvningsrådet's</i> criteria, they are qualification criteria. It makes no difference really in qualification. But some have the courage to have 15-25 percent for evaluation. But there they know there is a great risk of appeals. (...) Since we have chosen to work extra hard with these [sustainability] issues, but we don't really get paid for it. And then we have to find this area. There is a procurement coming up with price weighted at 75 percent and environmental and quality aspects at 25 percent, to be assessed at an interview. That is very exciting.</p>	<p>Price most common. Sustainability aspects not rewarded. Recent change in trend.</p>
2	<p>Uhm, lowest price unfortunately.. It is lowest price sometimes, that wins every time, I would say. Except for those that have been somewhat innovative and done the weighting. Uhm, but it is lowest price and best rebates that goes. And, um, that is the playing field we have.</p>	<p>Lowes price. Rebates.</p>
3	<p>It has been quite a lot based on price, that these other requirements are base requirements and rather simply formulated. I mean, if the specifications are for, well environmental management systems for example, that doesn't say how good one is. It only indicates that one is working with it. Principally you could just have started sorting out waste, and then you have a certificate for working with that. So there we have felt that to just have a requirement for environmental management systems is not.. is not good enough really. But what should be required is more to show the climate impact of the products or in other ways show what is being or has been done, that is what energy... energy-saving measures. That there is that kind of work. And that environmental and quality aspects are weighted in different ways. But that requires some knowledge, that perhaps does not exist among those who make procurements. But there <i>Miljöstyvningsrådet</i> is a good actor, that can provide ideas and advice within different lines of business.</p>	<p>Lowest price. Better knowledge needed among procuring authorities.</p>
4	<p>Well, price is always, still in our line of business, what weighs the heaviest. I would say that the other thing ave very little impact. (...) [One organisation] made an effort. They had qualification criteria, rather simple ones, to understand. Great. They had requirements specifying what the products could not contain. Then they used points in an evaluation system. (...) But in the end it is usually the price that decides.</p>	<p>Lowest price. Sometimes other aspects valued.</p>

Table 8 – The use of soft criteria such as environmental criteria

Code	Natural unit	Central theme
A	Everyone pretty much sits in their own chambers. It is discussed in the reference group on procurement. It is a balancing act between what is possible to evaluate and what one wants. Sometimes there are unrealistic expectations as to the cost of environmental requirements and they realise there must be a middle road as to what is possible.	Balance against cost.
B <sub>1</sub>	Environmental criteria must be present. I find, for example, requirements on chemicals, (...) those are hard requirements. We are rather specific (...) working with materials and CO <sub>2</sub> -emissions is not so soft either.	Environmental criteria are embedded.
B <sub>2</sub>	No, I don't really know what one means with "soft" in that instance really. I don't think we look at it that way. I don't think our procurement unit looks at it like that either regarding environmental criteria.	Environmental criteria are embedded.
C <sub>1</sub>		
C <sub>2</sub>	The soft criteria.. actually any criteria can be used as long as they are related to the products, are not discriminatory and they are proportional. We have to keep in mind how to measure and put points on it etc.	As long as measureable
D <sub>1</sub>	Yes, I believe it is [the economically most advantageous tender]. I believe the environmental weight is around 20 percent.. 10-10 or so.	Environmental criteria are embedded, low weighting
D <sub>2</sub>		
D <sub>3</sub>	The attitude we have is that it is possible to make rather far-reaching environmental requirements. But that, again, it is the procurement officers that in some way have, try to keep track of it, for it not to be limiting the competition and such like.	Balance against competition.
E	This is not at the top of the list of priorities. It is ensuring a functioning purchasing organisation. Still, there is an interest.. There is a clear connection between our environmental programme, goals and purchasing. It says exactly what to do, in purchasing, to achieve our environmental goals.	Functioning organisation prioritised. Clear connection between environmental goals and purchasing.
1	There are few soft criteria used. During the interview we have to show how we concretely work with these issues, otherwise we will not get maximum award. (...) Then I don't think it is a soft criteria anymore. Then I would say there is not much room for soft criteria.	Environmental criteria are embedded.
2	I have no good answer.	
3		
4	In the last 4-5 years I dare say that I have been a driving force in the industry, to create a verification system for requirements so that we can show... so we can take responsibility for our products. And then we have 1: technical requirements, 2: environmental requirements, requirements pertaining to the product, and 3: social requirements. Because we want to create added value.	Environmental criteria are embedded.

Table 9 – Discussions regarding environmental considerations in the organisation

Code	Natural unit	Central theme
A	There are some different initiatives regarding Green IT, White Jobs and Plastic Zero and non-toxic pre-schools. It depends on what the politicians come up with. Every year there is something new to make us feel pressured. It is safe and nice, working in my field, to have a strong political will. I encounter quite a lot of resistance from civil servants because we have enough to do, we don't want all these other things as well. So, when there is a decision, now you have to do this, then yes there is nothing else to do and it feels rather nice to get, well, more flesh on the bones sort of. It is actually really good that it, they are quite forward.	Political will to move forward. Facilitates implementation of green. Environmental considerations embedded, sometimes seemingly regardless of cost.
B <sub>1</sub>	We have a procurement policy where the fifth row is about sustainability and environmental requirements. So, at some point the work of integrating it must have started somehow. It is probably rather long ago since it is in the policy. However, (...) with the weighting, safety, patient safety and work environment safety, (...) and money. Those are still much stronger so to speak. How much is a transformation [to renewable fuels] allowed to cost?	Environmental considerations are embedded, yet inferior to other values such as safety and money.
B <sub>2</sub>	It has been a while since environmental considerations started to be discussed. No, those [safety, patient safety, work environment safety, money] are stronger and it is why we one is so happy when one arrives at the same level of evaluation criteria sometimes.	Environmental considerations embedded, yet inferior to cost.
C <sub>1</sub>		
C <sub>2</sub>	It has been debated for a long time. Generally at municipal level there is a political decision that we always have to consider the environment in the procurements. But in practice, there must be a strategic.. I think there must be a strategic perspective. We can not put environmental requirements just because they are environmental (...) there must be a strategic perspective on it. What gives most output. There are six areas that give the most output. They are prioritised. Among others construction and foodstuffs.	Environmental considerations are embedded, but prioritised strategically.
D <sub>1</sub>	There is the environmental regulation, this technical regulation we have, with rather far-reaching requirements. Number 13 is for environment. We have had project groups from different parts of the organisation.	Environmental considerations embedded through regulations.
D <sub>2</sub>		
D <sub>3</sub>	We have used environmental criteria for quite some time.	Non-controversial
E	We have a method of working that we believe works. Starting with the environmental objectives there shall be a clear connection to purchasing. What is it about and which procurements are concerned. And then our departments feel that they know that the environmental considerations apply.	Environmental criteria are embedded.
I	The first argument was that we must have a certificate, we need some kind of proof that we are working with environmental, quality and work environment issues. So that was what one wanted. Then I managed to sell the idea that this is highly valuable to us, to work it in, get things organised and systematised. Ensure we live up to legal requirements, clients' requirements. Thus it is of greater value to us. It is much more safety. And in the procurement process it is not just that we have the certificates and they have been important, but it is much easier for us to show how we work if we have a determined written routine for it. Then it works. There are no surprises.	Environmental aspects embedded. Of value to the organisation.

2	For us it works like this that we try to see it in everything we do. We really talk about sustainability as Staples Soul. It is our spine. It is about the environment, about diversity, about society and about ethics. And then we weave it in and try to keep it well implemented and integrated with our business. We have said to the management group that this is so important that every new employee participates in a one day introduction to the "Staples Soul": what we want and more importantly what we do.	Part of company soul. Image. Education programme
3	Well unfortunately, I should say, it is often economy. Or it is good, because often environmental aspects can, for example regarding investments, that an investment is possible because it saves both money and the environment. That is in my environmental work I can add the environmental aspect, that we should do this because it requires less energy or the like. In addition, two years from now we have saved, that is we have payed off the investment. (...) But I argue that everything we do has an environmental impact. (...) It is merely due to an interest for environmental issues that creates a drive for improvement. Because it is not always that we save money doing it, but it is a better way of doing it, environmentally. I do not always have to motivate my work with economic reasons.	Environmental aspects embedded. Part of the business discussion.
4	We have a number of strategic objectives within economy, quality, environment and social, that we work with. (...) It is naturally to limit climate impact, increase biodiversity and reduce our use of chemicals.	Environmental aspects embedded. Part of strategic objectives.

Table 10 – Examples of environmental considerations

Code	Natural unit	Central theme
A	Well, there are so many.. but.. Work clothes should be fair trade or similar, and the cotton, for our t-shirts.. yes. For synthetic materials they need to be recycled materials.	Environmental criteria are abundant.
B <sub>1</sub>	We put environmental requirements on everything, I was about to say... Energy efficiency, all of our own vehicles.	Environmental criteria are abundant.
B <sub>2</sub>	Yes, we do so very much. It is food, or food-stuffs and organic food-stuffs, climate effects, some fuel, cars, chemicals, medications	Environmental criteria are abundant.
C <sub>1</sub>		
C <sub>2</sub>	It is a lot. I mean we can take any tender documents. This one for example, organically grown foodstuffs, GMO-free products, packaging requirements. The politicians have decided the level. Every political decision is reflected in our tender documents.	Environmental criteria are abundant.
D <sub>1</sub>	Environmental plans, environmental considerations in the construction projects.	Environmental criteria are abundant
D <sub>2</sub>		
D <sub>3</sub>	Environmental management systems. It tends to be a base requirement.	Environmental criteria are abundant
E	Environmental requirements derive from the objectives we have. That is the foundation. So if we say that we are to have gas-driven cars and prioritise this, or electric vehicles in the future, then that is the foundation of the requirement. And so on.	Environmental criteria are abundant.
I	Do you want me to make it really simple? They require that we know their objectives and environmental programme and that we are prepared to adapt to their changes. But what they use is usually <i>Miljöstyvningsrådet's</i> requirements and they include some of <i>Svanen's</i> requirements. So there are requirements on chemicals, energy use and CO2-emissions.	Environmental criteria are abundant

2	Usually it is to fulfill legal requirements. Then there are environmental brands of course, and to be certified or have an equivalent environmental management system. Then we have political-requirements, with chemicals among other things, that has been predominant in some procurements. But it is too often directly at product level.	Environmental criteria are abundant.
3		
4	And then the client requires there cannot be chemicals in the product that has the risk factors.. (...)	Chemicals

Table 11 – Examples of social considerations

Code	Natural unit	Central theme
A	The code of conduct is a social requirement that we have as a contract clause. And now we have the pilot projects on social contract clauses on white jobs and requirements that they employ x number of long term unemployed.	Qualification criteria. Code of conduct. Work.
B <sub>1</sub>	We have chosen large areas. We have done an analysis of which areas are the most dangerous, in terms of effects. It concerns the products that are manufactured in other countries. In that instance we use code of conducts as an attachment to the contract. And follow-ups in cooperation with other county councils./ We have changed the contract specification to be the same as for social responsibility [CSR], it has always been 6 months.	Social considerations established and coordinated followed-up. Prioritised areas. Contract specifications.
B <sub>2</sub>	Social considerations I am not so aware of. But we do put social requirements on six procurement areas. One person is employed by several county councils to follow-up the code of conduct. Pauline Göthberg.	Social considerations established. Prioritised areas.
C <sub>1</sub>		
C <sub>2</sub>	There is a concrete decision at political level, which I think is great. All the products, coffee, tea, bananas, white and black pepper. Everything purchased must be ethically produced and Fair Trade. There is a definition from the Coffee court decision on how to go about it.. to use the criteria from the label. There is also certifications.. It is a huge relief for us when there is a certification. Then we know that everything in the foodstuffs contract fulfills the requirements. Then I know exactly what I get. And we do not purchase from elsewhere.	Fair Trade
D <sub>1</sub>	None. I think we will make such requirements within the near future. Especially when we order much materials from other countries. We would have to follow up throughout the supplier chain. I guess that is what we are unable to do today.	None No resources to follow-up
D <sub>2</sub>		
D <sub>3</sub>	Work related regulations must be followed, but that is regulated.	None Legislative minimum requirements
E	We have the work with a code of conduct. We have an ambition to look several levels into the supply chain.. we do not stop at the first level. So we will always find irregularities. And then we have said that we do not throw the supplier out directly, but rather work with remedial measures (action programme) to improve. In terms of employment requirements it is not something we have started with, but there are discussions.	Code of conduct and remedial measures for improvement.
1	We use the CSR-compass and existing codes of conduct.	Code of conduct. Thorough supplier control

2	It is that one has a code of conduct. That is the most common. But yes, that is one of those things I am thinking about, that wow, not many are highlighting volunteer days or hours or ask about it. It is not like we are winning procurements based on it. But we do it anyway. The staff gets, engaged staff and it builds a brand, or so we tell ourselves.	Code of conduct, no organisational efforts value
3	Yes there have been some where they have some kind of code of conduct or so.. (...) But since we are part of Global Compact, positioned us there, we can present what we have done there so... there has not been any oddities.	Code of conduct.
4	Yes, it happens, sometimes even for our company and all through the supply chain of the products. And that is problematic.. it is impossible to get anyone to sign that. (...) Then I would like to say that it is not really common that there are social requirements in public procurements. (...)	Seldom. Supply chain requirements.

**Table 12 – Source of environmental considerations**

<b>Code</b>	<b>Natural unit</b>	<b>Central theme</b>
A	Yes, well we have environmental goals also. We do not work a great deal towards them, but mainly with our procurement policy. But then again, it is built upon the environmental program. But honestl I am not really up to date on it in detail.	Environmental political document. Political initiatives. Procurement policy.
B <sub>1</sub>	They come from us, from our environmental political program. We look at MSR:s criterias, but primarily our enviromental political program. We call it a steering mechanism (styrmedel). Everything cannot be subject to procurement. But (...) it all starts in procurement really.	Environmental political document. Procurement is influential tool.
B <sub>2</sub>	That is also what one is trying with waste also, to reduce waste by not buying.. This has thus changed, it is quite a new way for us to think.	New to think avoidance.
C <sub>1</sub>		
C <sub>2</sub>	Political decisions. Prioritised areas.	Political decisions.
D <sub>1</sub>		Internal environmental management system
D <sub>2</sub>		
D <sub>3</sub>		
E	We have a method of working that we believe works. Starting with the environmental objectives there shall be a clear connection to purchasing. What is it about and which procurements are concerned. And then our departments feel that they know that the environmental considerations apply.	Environmental programme.
1	Clients. Client-driven environmental and sustainability work.	Client driven demand.
2	It has been like this since 2011 so it is, it is so deeply rooted somehow. I cannot really explain it.	Embedded.
3		
4	We have a number of strategic objectives within economy, quality, environment and social, that we work with. (...) It is naturally to limit climate impact, increase biodiversity and reduce our use of chemicals.	Strategic objectives. Embedded.

Table 13 – Changing practice due to legislative amendments

Code	Natural unit	Central theme
A	I dare not answer that, but I can find out.	-
B <sub>1</sub>	Can you clarify what it [the legal amendment] entails? We do it irrespectively so.. What can help is if more put requirements (...) I mean in that case it will be easier for us if the suppliers adapt..	No legal effect. Yet possible influence on others to raise the bar overall.
B <sub>2</sub>	I don't know as I was not employed at that time. I believe it [the integration of environmental criteria] occurred prior to that, so I don't believe that changed it.	No legal effect.
C <sub>1</sub>		
C <sub>2</sub>	No, we have not. We already knew through court decisions that we can put these requirements if we want to. It shows there is a will. The legislator shows there is a will for us to do so. But then there is a question of how to apply it. And we already knew how to do it, what we can do. One has to take consideration of every object. Now there is even more incentive through legislation. But it is one thing to provide incentives through law, another to provide tools. The courts need to see it as not only a legal issue. Our objective is to make good business. The best deal for the client.. the best way to use tax payers' money. There I feel the courts have a lot of work to do.	No
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>	Well, not really a big change merely due to the legislative change [in 2004 or 2009], no. At that point we had already been doing it for a while. We started in 1997 with that, at that time we were early and I guess it was rather, noone who knew if those criteria were allowed, but we did it anyway because.. well we said that so long as noone says anything we will go ahead.	No
E	Our tough requirements that we started with, that was before the legislative changes.	No
1	I am not sure.	Not obvious
2	No, well it.. I mean we have noticed that the demands are increased. I mean our clients want more information. We can provide them with information about how large proportion environmental products they purchase. (...) So if they need information for their reports and then we have noticed that we have to send it to them once they are our client. But yes, that is the result of legislation.	Indirectly.
3		
4	Not in our work. But when you mention it, that is where the take off is I think. (...) But no, we have not, we have not acted based on that I think..	Not really.

Table 14 – Exclusion to participate in the procurement

Code	Natural unit	Central theme
A	Yes, it happens. Definitely. It can be many things. It can be that they do not have an approved environmental management system. Very often they forget to submit the certificates that we required. It is also often that they send the wrong documents or that do not show equal requirements as a third party certificate.	Formalities.
B <sub>1</sub>	Merely formal reasons, if they don't answer they are excluded. [Environmental crimes] (...) they must be convicted. Only very few are convicted though I guess.	Formalities
B <sub>2</sub>	If they do not provide the environmental attachment., they fall out.	Formalities
C <sub>1</sub>		
C <sub>2</sub>	There can be very many reasons. Usually it is formal requirements. That they do not meet the mandatory requirements.	Formalities
D <sub>1</sub>	We never have. Right? [To her manager.] It is somewhat difficult for us to answer because we have not participated in the evaluation in that way.	Not to knowledge
D <sub>2</sub>		
D <sub>3</sub>	No we do not participate in the evaluation of bids.	Not to knowledge
E	I don't know.	
1	No.	No
2	No, not that I know of. And definitely not on these grounds.	No
3		
4	No.. well possibly. (...) When it comes to our own products, we have absolute control over content and how it looks. (...) We say it like it is. If there is a specification that we cannot fulfill, we back off ourselves. That is there is no reason participating when we know we cannot live up to the requirements specified.	Possibly, but honest regarding products.

Table 15 – Information requested as basis for evaluation criteria and weighting

Code	Natural unit	Central theme
A	It depends somewhat on the procurement procedure. Mainly it is documentation. References are also a possibility. In some cases it is interviews.. mainly for consultancy services. If we want them to present their suggestions and the like.	Documents, references and interviews.
B <sub>1</sub>	The procurement officers aid in that work.We want the best prices. I think we have eight prioritised areas in terms of environmental issues. Apart from that we often want lowest price and then they do not affect much, these parts [environmental, and others].	Prioritised environmental areas, otherwise price.
B <sub>2</sub>	That is why we work with follow-ups, instead of taking it in here. Possibly on some qualification criteria we want proof of course, but here we use weighting.	Follow-ups cover information check.
C <sub>1</sub>		
C <sub>2</sub>	It varies a lot.	Depends on procurement.
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>		
E	We required that certain requirements for eco-labels had to be fulfilled. And I have always held firm that there is no procuring authority, including ours, that is able to verify every supplier in terms of environmental requirements. So we have to put it on someone else. Such that we can get a receipt, a certificate that they fulfill it. For that reason we ensured that certificates were provided as proof in the procurement.	Certificates.
1	Basically anything we hand in. Generally it is qualification criteria that are used. They are relevant and tough. I mean it is not just anyone who can fulfill it. (...) It says in several places that "or supplier guarantee" and then you have opened up for free riders again. Here we are paying for <i>Svanen</i> and they say "well this looks good", an external part that has been to check on us. But in the procurements our competition don't have to have <i>Svanen</i> . They can write that they guarantee fulfilling certain requirements. I think another formulation is required or evaluation and awards based on different levels of guarantee.. third party control should warrant higher points.	Generally qualification criteria and supplier guarantees.
2	It is not very much. No. Seriously I would say that there are way too few verifications.	Generally not much.
3		
4		

Table 16 – Appeals

Code	Natural unit	Central theme
A	We have had quite many appeals lately. We have tried new procurement procedures that neither we nor the suppliers are used to. I think that is why. Usually the appeals are related to a complaint that other suppliers do not meet the requirements.	Procurement officers try different procedures. Creativity generates appeals.
B <sub>1</sub>	They [procurement officers] don't want us to have so many qualification requirements and they don't want us to write in a certain way when it is not so important that the environmental attachment is added. So we have to make a judgement on when it is important that we put the foot down or not at that point. But we stick to that when it is important it is of course not an issue..	Procurement officers want simple procedures and reduce qualification criteria.
B <sub>2</sub>		
C <sub>1</sub>		
C <sub>2</sub>	Appeals are usually based on non-fulfillment of mandatory requirements, or non-proportional requirements. There have been example of environmental considerations, where they have been too far reaching and there were no bids due to too high requirements with regard to furniture. It would be better with a national standard for us to follow. We adapt to changing legal practice all the time. We have too few court decisions from the highest courts, the other levels are merely guiding and good for finding arguments, but often point in different directions. That is not optimal.	Procurement officers want more high court decisions for guidance, and national standards for environmental criteria
D <sub>1</sub>	Specifically regarding environmental aspects I am not sure. But we have to be damn careful. In some sectors, like cleaning services, and collection of waste, there it is like that. People can appeal forever. There it is <i>extremely</i> important that we use relevant critiera from the outset.	Not really regarding environmental issues
D <sub>2</sub>		
D <sub>3</sub>	No, I am not even aware that it has happened. [With regard to appeals on environmental criteria]	
E	I have never heard of [appeals due to] social requirements. Environmental requirements have probably occurred. But often it is due to other things, I would say. But I am not familiar with all appeals. One often hears that it is the environmental considerations that are the problem, but when we look at it it is something else.	Not regarding social considerations. Possibly regarding environmental considerations.
1	Our major competitor is the one bringing the most appeals, on most procurements. Many tactical appeals. (...) But we have decided not to push things too hard, but.. Because we know that these are our clients. We loose them now but in 3-4 years we want them again. That has been our attitude.	Not really. Nurture relationship with clients.
2	Yes, we have. (...) There are appeals all the time. Unfortunately. But we have also done it due to environmental issues, among other things. Anything from being a specific chemicals requirement where they have said "no you don't win because it contained, this product contains this chemical". Then we say "no it doesn't". And the winning tenderer has another glove that is identical, merely another brand, where we know we have it in our stock. What is the difference? (...) Definitely, it has been environmental issues. And sometimes the prices also. So, yes, definitely.	Abundant
3	No, not that I know of.	Not regarding social or environmental aspects.
4	Oh, it is probably many different grounds. (...) It has been both environmental considerations and technical specifications and, yes.. (...) Sometimes we get the feeling that procurers want to avoid appeals through their procurements rather than make a successful procurement. (...) I find that it is difficult to appeal and get a favorable outcome, even if we sometimes know we are in the right.	Abundant. Affects procurements negatively. Rarely successful.

Table 17 – Adaptation by private actors to public procurement requirements

Code	Natural unit	Central theme
A	Yes, they do. The difficulty is finding a set up that prevents them from being able to manipulate.. well, from dumping prices or something like that. It is a constant.. well, struggle I guess you could say. But they are eager. ( <i>på hugget</i> )	Active adaptation occurs
B <sub>1</sub>	Yes, now that we do follow-ups, when they know they cannot merely check a box. Often a supplier calls and asks, for chemicals, if we will continue with this.. “what about these substances, what comes next?”. That is really good. They want to adapt in a good way.	Active adaptation occurs
B <sub>2</sub>		
C <sub>1</sub>		
C <sub>2</sub>	Yes, of course. Of course. They adapt their tender. It is my understanding that they do.	Active adaptation occurs
D <sub>1</sub>	I cannot really answer that since I am not aware of the history. I think that in the really large procurements since the contracts, I think definitely yes, since we are such a specific actor in the market, that they sometimes adjust in order to win the bid. The procurement officers have mentioned at some point that we have some power to steer them.. that they might improve in some situations if we do.	Active adaptation occurs
D <sub>2</sub>		
D <sub>3</sub>	They have adapted since we have made audits and found lists, and they have had to make adjustments and take action and so on.	Reactive adaptation occurs
E	Yes, I believe so. It is a big responsibility we have too in that case, to plan in advance and have this dialogue so that they are able to do so [adapt]. I think we, I mean it is.. it is pivotal if you want to engage in development, to have a dialogue and constantly discuss the products.	Active adaptation in dialogue with procuring authority.
1	I mean, we look at them, but.. it feels good to be where we are at. My colleague told me “you have placed us where we should be”. And that is where we are. And if it is the requirements that have driven us there or not.. , well they are the reason we get there. I mean we run a profit making business, that is how it is. And the clients pay us and we have to do what the clients want and preferably outdo that. So, yes, the clients give me the reason to position us there.	Active adaptation
2	Well, it is.. the legislation we must keep track of regardless. (...) [W]e do adapt it based on what the clients put as requirements. (...)	Active adaptation
3		
4	Yes, I suppose we do. But then again, since it is normally related to lowest price it is not very often.	Active adaptation, not proactive public procurement

Table 18 – Public procurement as a political tool.

Code	Natural unit	Central theme
A	I think it is good. Of course.	Good
B <sub>1</sub>		
B <sub>2</sub>	Does it exist?	Lack of knowledge
C <sub>1</sub>		
C <sub>2</sub>	It is a very difficult balancing act. We have these objectives and use public procurement to further these objectives. In many European countries it is a successful way of doing it. But in Sweden it has become exceptionally formal and has led to a waste of resources.. that requirements are used that we do not know if they result in anything. It generates appeals and an entire machinery that has to start the process all over again, that I do not really know what the point of is. There is not strategic thinking nationally, I would say. There are not enough resources to do it well in a strategic manner. The procurement officers do not have the knowledge or the resources, we do our best. And it leads to all we see in the processes, which public procurement really should not be about. I think there should be national objectives and tools, based on research and what we strategically should achieve. It should not be at the procurement officer level.	Missing national objectives and tools to be strategic tool
D <sub>1</sub>	Yes, really.	
D <sub>2</sub>	Yes, exactly. Yes, but to use all the tools available. We only have limited things to work with. It is <i>extremely</i> important. Every type of service we procure, it is in a way like they are working for us. So it is extremely important that the right criteria are used and we follow up correctly and things. Especially when the activities involve environmental strain but are not taking place in this office. But takes place out there in the country, that we do not do ourselves directly. It is <i>extremely important</i> to us.	Important to influence others as if own organisation
D <sub>3</sub>	Yes, well it is extremely important of course.	Important
E	Yes, it is.. *laughter* That is what it is for.	Natural
1	It is a must. I mean that amount of money. I mean imagine that amount of money. If there are environmental and sustainability requirements related to that money. There is no other tool that would have a better effect, the way I see it. It is so much money.	A must
2	I believe it is an extremely important tool that we have and that can be used even better when putting criteria. And perhaps weigh environmental and social aspects. (...) I mean, they have this large bag of money, public procurement. I mean it is an extremely big tool and driver that they have. And then it is about using it the right way.	Extremely important
3	Yes, it is a positive thing really. But then it can be difficult to ensure.. I mean there are really large companies and really small ones. (...) But it is positive that it exists as a tool to use.	Positive
4	It has to be the reason we do it, isn't it. That must be the reason it exists.	The purpose of it

Table 19 – The Public Procurements Act

Code	Natural unit	Central theme
A	Yes, well it is often times rather limiting. Yes. Period.	Limiting
B <sub>1</sub>	I think it works well. It works well with our procurement unit with our requirements and.. Yes, no, I think it works well.	Works well
B <sub>2</sub>		
C <sub>1</sub>		
C <sub>2</sub>	I think it is good. But the application is the way it is. But we have to have it. It forces us to ensure competition.	Application questionable but necessary for competition
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>		
E	Since I got into this not being a lawyer or procurement officer or anything, I have all along chosen not to talk about LOU. I do not see it as an obstacle. I can understand that there are things in it, but the focus on legislation is for me unfathomable.	Not limiting. Too much focus on legislation.
1	It is a must. There must be a clear legislation on how to manage state finances. It is the tax payers' money. So the law on public procurement is a must. But there is a risk with the rigidity. And I have no real good suggestion for.. for it. (...) It should be simple for the municipality also. We shouldn't be controlled by a fear of making mistakes. It should be controlled by a will to do right.	A must. But possibly less rigid
2	I am positive regarding the public procurement legislation. I definitely am. I am not one to join this negative.. There is very much negativity regarding it. Because I think it is good. Perhaps it is not used the way it should and that is the way it has gotten criticism. And then yet I would have hoped that there would be a bit more change so that it is not the lowest price that dominates. That is the biggest challenge, to have the courage to be a bit more innovative and look at these environmental aspects and social responsibility and weight them. And that is an extremely important dialogue I feel we must have as leaders in the sector. And we say so in many countries and in Sweden we try to say so to our clients, to have courage, to dare some more. So that we get away from the lowest price discussion. Because in the long run neither we nor the client wins doing that. That is a fact.	Positive. But could be more courageous implementation
3		
4	I am not sure. It is so easy to get wrapped up in.. It is easy to forget that there must be a long term perspective.	Uncertain, easy to forget long term perspective.

Table 20 – Related documents

Code	Natural unit	Central theme
A		Procurement policy. Code of conduct. Environmental program.
B <sub>1</sub>	We have a procurement policy where like the fifth row is about sustainability and environment. We have a code of conduct also from the first half of 2000, I mean that work began then. / We have updated our code of conduct recently. We have added services. It used to be only products./ We have an environmental policy. But it is related to (...) the environmental program (...) and environmental targets.	Procurement policy with environmental reference. Code of conduct. Environmental policy
B <sub>2</sub>	Yes, it is a while ago that it started here. [the work with environmental issues in the policy] It is why we have gotten so far that environmental issues are considered a natural part.	Environmental issues embedded
C <sub>1</sub>		
C <sub>2</sub>	Yes, it provides a guideline on how to deal with all public procurement and I have to consider it in every procurement. For example, we may not procure anything that has been tested on animals. That is specific and good.	Procurement policy applied in practice
D <sub>1</sub>		Internal regulations for environmental issues and other aspects
D <sub>2</sub>		
D <sub>3</sub>		
E	Yes, we have a purchasing policy.	Purchasing policy Environmental programme.
1	Yes, but it is called business policy ( <i>verksamhetspolicy</i> ). I am allergic to policy documents, så I have reduced them. So our business policy <i>is</i> our environmental policy, quality policy, work environment policy. Fire policy is required by law. And I am also allergic to fluffy policy documents. So we have one fluff-part and then ten points. They are derived from our environmental inspections and updates on environmental aspects. They are derived from our work environment risk assessments and from our client requirements. I want it to be specific and current. These are the most important ones. The two most important environmental aspects, the two most important work environment aspects, the client requirements. Then we have a personell policy and gender equality policy too, I could not get them into that document. So we have three policies. Two too many, but the law requires it.	Business policy to cover all
2	Yes, we have a sustainability policy that we call Staples Soul and then we have an environmental policy.	Sustainability and environmental policy
3	Yes, we have a central environmental policy for the organisation.	Environmental policy.
4	No, we have no environmental policy. We have a sustainability policy. We have trashed everything related to environmental or quality policies actually. Sustainability is something different altogether. It lands on the environmental manager to handle these issues usually, but it is really about management. It is the management philosophy of the future, the way to run businesses.	Sustainability policy, management philosophy of the future.

Table 21 – New EU directives and Swedish preparatory work

Code	Natural unit	Central theme
A	A bit.	Little knowledge.
B <sub>1</sub>	That was why I was in Brusses, that was when I learned this. No, but they talked about more social considerations (...) That is all I know.	Social considerations
B <sub>2</sub>	A little [knowledge of the new EU directives].	Little knowledge
C <sub>1</sub>		
C <sub>2</sub>	I looked at it a year ago or so. Then I have not thought about it much. I await the implementation into Swedish legislation.	Little knowledge Await implementation
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>		
E	No, not very much.	No knowledge
1	Not very much.	No knowledge
2	Yes, somewhat, we keep track of the developments at European level. I have not seen that much of it yet though.	Little knowledge
3	No, nothing actually.	No knowledge
4	No, actually not. No.	No knowledge

Table 22 – Organisation for sustainability

Code	Natural unit	Central theme
A	No. Just that we are short on staff. The environmental competence is used in the definition of criteria in public procurement	Too slim
B <sub>1</sub>	Concerning innovation procurement, it is clear that they have been involved in developing new products through procurement without branding it as “innovation procurement”. I.e. irrespective of the regulatory developments.	Innovation
B <sub>2</sub>	The respondents provide an example of the development of a new market involving laughing gas, where a cleaningplant for laughing gas was developed in Sweden as opposed to imported from Japan.	
C <sub>1</sub>		
C <sub>2</sub>	It has come a long way. We have developed our procurement techniques over the past decade. Overall from the politicians there has been a realisation how important public procurement is. That public procurement is a strategic department, and resources have been allocated. The procurement manager is in the management group. It was not so before.	Management level, enough resources
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>	I would like it if environmental aspects and sustainability was discussed at top levels, just as they discuss technical aspects, financial aspects and other issues. That they are the owners of these aspects also. That is not really how it is today. They rely on our unit to do the environmental work and that is not the idea.	More involvement needed from top management
E	This [environmental considerations] is not at the top of the list of priorities. It is ensuring a functioning purchasing organisation.	Reorganisation ongoing.
1	We have decided to work intensively with these issues, since they hired me 3,5 years ago. (...)	Management level, enough resources
2	What is absolutely the most important in our sustainability work is our employees' engagement. I can sit here and think a lot. But if I do not have the management with me, every employee with, it will not work. Then I will not be able to do any sustainability work at all. So that is the most important link. (...) It is me, our HR-manager and the president that is the group that makes the biggest decisions.	Management level, involvment vital from employees and management.
3	Well, the most important thing is that someone furthers these issues. If not it is only what is required that is achieved. If someone really has the responsibility and feels like furthering these issues, then there will also be activities and results. That is my firm conviction. It is about commitment.	Change agent and commitment.
4	I have a strong belief in, and our management and owners share this belief, that a company like this, that is dominating in the industry, has a certain responsibility. A social or societal responsibility. And we have to share our knowledge. It is actually one of our strategic objectives in our sustainability work within the social dimension, to share knowledge.	Management level. Strong belief.

Table 23 – Environmental effect of the decision-making process

Code	Natural unit	Central theme
A	-	
B <sub>1</sub>	(...) most of the decisions one makes have some kind of environmental impact.	Large
B <sub>2</sub>		
C <sub>1</sub>		
C <sub>2</sub>	I would like to know myself. I would like for us to have a resource that finds it out. I would like to know myself. I have started to look into it myself. What do we accomplish today? What is the result?	Unkown Want to know
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>	A bit. I influence the decisions made at higher levels, but do not make many decisions myself.	Some
E	Yes, well through the help of others, it can have a great influence. I mean, what I do is provide documents and suggestions and, if the are decided, will have a great impact.	Large
1	Large. A lot because I have learnt to motivate issues from a business perspective. Not just wining. I mean I am not Greenpeace here anymore, but a part of the company.	Large
2	Extremely large. Anything else would be ridiculous to say.	Extremely large
3	Well, it is often economy. Or it is good, because with environmental aspects.. for example investments; an investment can get done because we save both the environment and money. But I would say everything we do has an environmental impact... (...) It is not always that we save money on the things we do for the environment.	Large
4	I think I do. Actually. It is really difficult to see the actual environmental impact of decisions, but if we talk about issues that I work for and have a possibility to influence, then it is so.	Large

Table 24 – Factors influencing environmental decision making.

Code	Natural unit	Central theme
A	The environmental program. The procurement policy.	
B <sub>1</sub>	The environmental program. (...) Sometimes politics add things to the budget.	Environmental steering document. Politics
B <sub>2</sub>	Yes, it steers in a way. (...) but also the reasonability of what arises.	Reasonability
C <sub>1</sub>		
C <sub>2</sub>	It is very difficult for a procurement officer to make those balancing acts.	Not for procurement officer
D <sub>1</sub> D <sub>2</sub> D <sub>3</sub>		
E	The environmental programme. In part it is the effect. Where can we as an organisation make a difference? And we know it is through collective transport for example. And that is why it is a big deal in the environmental programme. To the effect, but also that it is measurable. It is important to make an ensured follow-up. Consequently all our goals can be followed-up.	Environmental programme. Effect and measurability
1	We need to have some kind of proof that we are working with environmental (...) issues. (...) It is valuable to us in the organisation, to get this systematic way of working, to get everything in order. Ensure that we follow legal requirements. No surprises. (...) It is the credibility. Then there is the energy issue. We have saved money by moving from oil to pellet. The energy issue shows we can save money. Low hanging fruits. (...) then we have won prices. It may not matter a great deal externally, in winning bids and so on, but internally. "Oh, are we good at this? It has been really good for the mentality. They stand a little bit more straight up.	Credibility, risk management, money saving, proud organisation
2	For us it works like this that we try to see it in everything we do. We really talk about sustainability as Staples Soul. It is our spine. It is about the environment, about diversity, about society and about ethics. And then we weave it in and try to keep it well implemented and integrated with our business.	Part of company soul. Image
3	The company has a long term perspective on the environment and the company itself, to ensure that it is still here in the future, both for the environment, the people and the society. It is a prioritised area for the management.	Priority by management.
4	Well, it would be stupid to say that there are no client requirements involved. But then sometimes the client does not really know what it wants. I think. We have to lend them a helping hand. (...) I look quite a lot at my own mirror image. I really think I do. And then I use our strategic objectives a lot. (...) They say one should make fact-based decisions, but looking at it very few decisions are made based on facts. There is always a lot of feeling involved. So therefore I have thought a lot about it, it is better to feel comfortable in one's own feeling and not beat around the bush about it, but there are actually quite many decisions made based on one's feeling for things.	Client demands, gut feeling of what is right

Table 25 – Cooperation

Code	Natural unit	Central theme
A	Internally and externally. Some specific municipalities. Miljöstyvningsrådet.	Great
B <sub>1</sub>	Other county councils and their environmental mangers. The Swedish Environmental Mangement Council. ( <i>Miljöstyvningsrådet</i> ).	Great
B <sub>2</sub>	Other county councils	Great
C <sub>1</sub>		
C <sub>2</sub>	All the time. We work across borders.	Great
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>	Competition authority, environmental management authority.	Some
E	I believe it is SKL, and also the Swedish Environmental Management Council.	Some
1	There is a network where we discuss suppliers and how to make them live up to our requirements. In this group the issue is the most important, not competition. (...) Some disclose to others who their suppliers or to get them to produce more good products. That shows trust in one's own brand. It is innovative. It is clever.	Some Used to further sustainable products
2	Well I am often invited to speak and so on. I mean I try to stick to our largest clients when they as for meetings. And then I have very many types of discussions and stakeholder dialogues, if we call them that.	Some
3	Well, I participate in many conferences. There are round table discussions regarding public procurement. In the industry there are cooperation networks. (...) So, yes, there is a lot of different forms of cooperation.	Great
4	Within our line of business there is quite a lot.	A lot

Table 26 – Prioritised public procurement stage from sustainable development perspective

Code	Natural unit	Central theme
A	Follow-up I would say is the most important. That is where it falters a lot. No, I think it is important when we put the requirements we want and show what we want.	Follow-up
B <sub>1</sub>	It depends on the procurement. Contract specifications are the most important from a sustainability perspective in terms of medication procurements. Whereas in other situations the qualification criteria are the most important. And the evaluation criteria are to ensure progress.	Varies
B <sub>2</sub>		
C <sub>1</sub>		
C <sub>2</sub>	Varies a lot. It is difficult for a procurement officer to make those judgement calls. I cannot say which part.	Varies
D <sub>1</sub>		
D <sub>2</sub>		
D <sub>3</sub>		
E		
1	-	
2	-	
3	-	
4	-	

Table 27 – Innovation and initiating change

Code	Natural unit	Central theme
A	Many colleagues are good at initiating and trying.. The environmental department is very good at.. they are somewhat visionaries and get the ball rolling.. Yes, well I would say both political initiatives and different civil servants initiate changes.	Civil servants and politicians.
B <sub>1</sub>	A natural initiation is every five years [when the new environmental policy is developed]. Like last year was a launching year for environmental issues. We lobby and get it politically decided. It can be a crisis that causes it. We check for trends around the world.	Revision of policies, lobbying bottom-up, crisis, world trends.
B <sub>2</sub>		
C <sub>1</sub>		
C <sub>2</sub>	Usually it comes from the inside. From our unit meetings. We have templates and they change all the time. Accessibility requirements become more strict, innovation procurement is another. Then we have to think about where it must be applied and how it can be done and what the effects may be.	Civil servants
D <sub>1</sub>	I feel like it comes from here and there. No? I mean if it is a suggestion for improvement, it comes from a department and then to us. Yes, department managers feel rather free. They like involving us in questions, for backup.	Several Civil servants
D <sub>2</sub>	Yes.	
D <sub>3</sub>	Yes, from below in the organisation. And then it pops up. During audits they may appear. More from below than from above. From department managers.	From below
E	I worked at Chalmers when they initiated LCA:s. I started working at Västra Götalandsregionen, VÄSTMA purchasing organisation, in 2003 to take part in the mission to become best at environmental public procurement. The environmental committee politicians thought it was an important area and it kept coming up in the municipal council budget. The environmental committee and service committee shared a position to work exclusively with environmental procurements. It was not merely one person, it was several. There is a political consensus regarding environmental issues.	Political will and creativity in organisation. Multiple initiators.
1	Deviation reports is one engine and improvements suggestions is another engine. This way you know that you are working on something important. Then there are client demands.	Deviations and suggestions, systematised
2	We are in constant change. I have something of an entrepreneurial spirit where all changes that come our way.. I mean we have improvement suggestions that employees can send us and we act with the improvement suggestions committee. We sit down once a month and look at the suggestions. Then in the management group we continuously look at what we have to do. The client is in focus, what do we need to do? We try to make it easy for our clients and what does that mean? "That was easy" is something of a slogan..	Bottom-up and top-down initiation
3	It has been I and the president taking the initiatives. For everything.	Change agent, management level.
4	It is very much at change agent level ( <i>eldsjälsnivå</i> ), so to say. It can be individual people. But it is not like operator Bertil Svensson in production with a brilliant idea easily brings it to management level. But change is often initiated at management level I would say, or specialist level. To change things here somewhat of a change agent is needed. The higher up the initiative starts, the easier it is to make it happen. Well, specialist-management level I would say.	Change agents, management/specialist level

# Analysis

The empirical material comprised of several hours of recorded interviews, transcribed and documented. The analysis of the vast empirical material has been done through meaning condensation and the identification of central themes. The themes were identified on the basis of the purpose of the study and central viewpoint of the respondent. Based on the different themes the findings are sorted and discussed in the following section, according to the layout of the conducted interviews. The interviews were performed through an initial background and general questions as to environmental aspects and principles of public procurement, via specific questions regarding sustainable public procurement and decision-making, with questions regarding innovation and initiatives at the end. This section sets out the empirical findings through descriptions of the condensed meanings and observed central themes.

## *Background and profession*

The background and profession of the respondents was interesting to identify in order to identify connections between background, position in the organization and perspective on sustainable public procurement. Respondents in the interview were generally individuals with a background in the natural sciences and environmental education. Their professions were generally as environmental strategists or environmental managers. One was a sustainability manager and a few were procurement professionals.

## *Most influential principle or norm*

There was no clear indication of what was generally the guiding principle or norm. It varied between the respondents and approximately one third said environmental aspects, whereas the others answered different legal principles such as transparency and competition or legislation in general. Interestingly only one of the respondents clearly stated that the most influential norm in their decision-making was resources or economic interests.

## *Early exchange*

The respondents were asked if they believed there was early exchange in the purchasing process to make the most of the knowledge within the market. Interestingly the public sector actors were more willing to claim that there was early exchange, whereas the private actors were more sceptical and believed there only to be some or limited early exchange. Respondents from both sectors, although only two, highlighted that there was a fear of early exchange which limited this activity.

### *Public procurement and innovation*

There was no real evidence of innovative climate or innovation practice within the organisations. Generally neither the public actors believed they were innovative in their procurements, nor did the private actors feel there was a demand for innovations. One public actor stated there was a clear innovative practice within the organisation.

### *Environmental management systems*

It is clear from the interviews that environmental management systems are widely used as proof of tenderers' environmental management and knowledge. They are used to qualify tenderers or as a means of stimulating a change within the tenderers through contract performance clauses.

### *Factors influencing evaluation criteria*

The public sector respondents were asked what factors influenced their decisions regarding the choice between the most economically advantageous tender or the tender with the lowest price, in accordance with the legislation. The private sector respondents were asked what they believed was the most common evaluation form from the public procurers. It was apparent that the majority of the public sector actors believed that well formulated qualification criteria in combination with lowest price was the best way to get high quality products and services with large environmental consideration. The private sector respondents were generally critical of the fact that they did not really get rewarded for their efforts in transitioning towards more sustainable products and services, since prices was the determining factor in public procurements.

### *Use of soft criteria such as environmental criteria*

One question was related to the use of environmental criteria with a reference to it being a *soft* criterion, as opposed to prices or technical specifications being referred to as *hard*, based on the traditional difficulty in measuring the former. This was somewhat provoking to some of the respondents who dismissed the term *soft* being used for environmental considerations. Instead it was apparent that to both the public and private sector respondents, environmental criteria are embedded and a natural part of the different aspects to be considered in public procurement. Some of the public sector respondents highlighted the need to balance environmental considerations against the cost, possibility for competition and measurability.

### *Organisation culture regarding environmental considerations*

It is clear from the interviews that the private sector respondents see the environmental and sustainability aspects as part of their brand and identity positioning. Unsurprisingly, and in accordance with the question regarding the use of environmental criteria, the public sector respondents state that environmental considerations are a natural part of the organisations' discussions and every day work. Most of the respondents highlight the existence of limit beyond which environmental considerations can no longer be integrated when it comes to the cost for the organisation.

### *Examples of environmental considerations*

All respondents state numerous categories of environmental considerations, both regarding the organisation and the products. The public actors state the considerations used in the public procurements and the private actors indicate what they have identified in tender documents in terms of demand from the public sector. It should be noted that this is the case for all the different lines of industry being represented by this selection of respondents.

### *Examples of social considerations*

Nearly every respondent stated that social considerations existed in terms of code of conduct or Fair Trade requirements. This is rather limited in terms of the social considerations possible according to the European Commission handbook on social considerations. (European Commission, (2013), *Guide to Social Innovation*, Regional and Urban Policy.) Possibly this is due to an immaturity in terms of knowledge regarding this. In 2014 social considerations had not been highly extant in neither theory nor in practice, with a few exceptions. (Bruun, (2000); Ahlberg & Bruun, (2010).)

### *Source of environmental considerations*

Nearly all respondents stated that the source of the environmental considerations was strategic objectives or highest-level decisions. The private sector actors also hinted at it being client-driven, i.e. public sector driven that they develop sustainable practices. It cannot be excluded that the decisions of the highest-levels in private sector actors were the result of a public sector demand for such services or products.

### *Changing practice due to legislative amendments*

Throughout the past decades some changes and amendments have been made to the legislative framework for public procurement. (See e.g. Wedin, L. 2009, ch.4) In the interviews, questions related to the most recent amendments to the legislative framework in Sweden were put to identify the role of legislation in driving best practice in

public procurement. Although it is difficult to establish causation in terms of legal effect, it is clear based on these interviews that the respondents have not identified legislation as a driver for the proactive approach to sustainability in their organisations. In fact, some were not even aware of the changes.

#### *Exclusion to participate in the procurement*

When it comes to the exclusion of tenderers to participate in the procurement, the public respondents highlighted that it was due to formalities that exclusion was done. The private sector respondents had no notion of being excluded due to not living up to sustainability requirements, although one mentioned that it was possible since there was always an ambition to honestly state the contents of the products irrespective of consequences.

#### *Information requested as basis for evaluation criteria and weighting of environmental considerations*

The respondents were asked a question regarding the information requested in the evaluation process, in order to identify how e.g. sustainability requirements were verified in the procurement process. There was no clear answer from the respondents as they varied from “it depends” to “anything requested”. Interestingly, however, the private sector respondents highlighted the lack of verifications regarding sustainability requirements and that there is too much focus on the qualification stage of the procurement process. This, it was argued, limited the incentives to pursue more sustainable products and services.

#### *Appeals*

Under public procurement regulations it is possible to bring forth an appeal on the procuring authority's decision. The respondents were asked if there were many appeals on their procurements or if they often appealed when not awarded contracts. The answers were rather varying, but the private sector respondents highlighted a concern regarding the risk averse behaviour on part of the procuring authorities. That is, there was a fear on the part of the procuring authorities to be creative in their use of different criteria due to the risk of appeals. Similarly, their creativity was addressed by some of the public actor respondents as a likely reason for their many appeals.

#### *Adaptation by private actors*

The ability of the market to develop is interesting for the purposes of public procurement regulation. When asked about reactivity to changing demands, both the public and private actors highlighted the private sector's readiness to adapt to requirements

from public procurement processes. Some of the private sector representatives questioned the willingness of public sector actors to make advanced requirements to further development and innovation.

### *Public procurement as a political tool*

Due to many discussions regarding the purpose of public procurement as a regulatory tool the respondents were asked how they saw public procurement and its potential as a political tool to achieve societal objectives, including sustainable development. All but one felt that it was an important, if not self evident, tool for those purposes. One questioned if it really was a political tool at all and yet another public sector respondent felt that there needed to be more national objectives and strategies regarding public procurement for it to be an effective political tool in practice.

### *The Public Procurement Act*

The respondents were asked about their view on the regulatory framework and the Public Procurement Act of 2007 specifically. (SFS 2007:1091) None of the respondents were critical to its existence, yet one private and one public sector respondent felt it was not applied well enough in practice regarding a “long-term perspective” and “courage” to be creative within the legislative framework. Overall there was a positive feeling towards the legislation and necessary for the functioning of a competitive market.

### *Policy documents*

In order to identify some of the additional regulatory mechanisms affecting the public and private actors in terms of their decision making for sustainable development, one question concerned the policy documents in place within the organisation. They all had various policy documents in place. Nearly all public and private actors had environmental policies in place, some had purchasing or public procurement policies and some had sustainability policies. Interestingly, some of the private actor respondents had environmental or sustainability aspects as part of their image or “soul” or business idea as well.

### *EU directives and Swedish preparatory work*

At the time of the interviews new EU directives on public procurement were being decided upon and Swedish preparatory work was reported, but the legislation had not yet been fully proposed in a Swedish legislation proposal or implemented through Swedish legislation. The respondents were asked about their knowledge about what was to come regarding the legislative developments at European and Swedish level. The private sector respondents had on the most part no knowledge of the possible

changes at all, whereas the public sector respondents had little knowledge but not in any great detail or length.

### *Organisation for sustainable development*

The respondents were asked about their organisations' preparedness for sustainable public procurement in terms of priorities and resources. It was clear that the private sector respondents had the involvement of the management level and to some extent driven change agents and employees as well to further sustainable development. The answers were more ambiguous for the public sector respondents, where the organisation was deemed "too slim" for the job and a lack of management level involvement was highlighted.

### *Environmental effect of the decision-making process*

What effect does the decision-making of the actors in public procurement have on the environment? Although this could not be determined based on this study, it was of relevance to identify what effect the respondents believed they have on the environment. Nearly all respondents believed they had a large or extremely large impact on the environment through their decision-making. Meaning that they could improve the environment through their decision-making as well. There was some questioning on the part of a public respondent as to how much effect their decision-making had, but there was an interest to be more aware.

### *Factors influencing environmental decision-making*

The respondents were asked about what influenced their priorities in decision-making regarding sustainability or environmental considerations in public procurement or otherwise in their work. The answers were varying where the public sector respondents pointed to environmental policy documents or balancing acts between different priorities. The private sector respondents were more inclined to reply that environmental considerations were the result of management level or client requirements.

### *Cooperation*

The cooperation on the market between different actors is one way of furthering knowledge about best practice and new solutions to sustainability challenges. The respondents were asked about their engagement with other actors for these purposes. The public sector respondents had an array of partners and collaborators, whereas the answers were more divided for the private sector respondents. Some of them identified collaboration key to furthering relevant sustainability criteria for public procurement, whereas others felt there was little time for a large external focus. The

focus was more on internal changes towards sustainable practices.

### *Public procurement stage and sustainable development*

In order to identify where, in particular, the public sector respondents identified the greatest potential for sustainability considerations in the public procurement process, a question regarding this was put to the respondents. The answers were varying, but one respondent was clear about it being vital that follow-up is done to show progress within sustainability aspects. In other situations it depends entirely on the public procurement at hand and must be decided from situation to situation. Interestingly another public sector respondent stated that it is nearly impossible for a procurement officer to make that decision or judgement.

### *Innovation and initiating change*

The respondents were asked about change, what drives change, and where are initiatives taken to make changes. All respondents indicated that there were several different initiators of change. For the public sector respondents it was civil servants and to some extent politicians, whereas for the private sector respondents it was both bottom-up and top-down initiatives and to some extent dependant on change agents.

# Discussion

The findings point at several interesting aspects of sustainable public procurement practice in Sweden. Although the findings must be weighed against the small number of organisations interviewed and lack of replies in some instances, the findings represent the viewpoints of those at the forefront of sustainable public procurement in Sweden over a number of years. This report will for that reason paint the picture of some of the ingredients to proactive and successful sustainable public procurement.

## Discrepancies

Some discrepancies are indicated through the empirical material regarding the role of lowest price criteria, changes throughout the past decade, between the private and public sectors and between different aspects within sustainable public procurement. These are highlighted here.

### **Economics/Sustainability**

Firstly, regarding the question related to the prioritisation within the organisation related to lowest price, a discrepancy between the public sector actors and private sector actors was apparent. Is this a generally occurring phenomenon and what are its consequences? The role of sustainability criteria in the public procurement process and where it has the greatest effect should be researched. The respondents are clear about the use of public procurement as a political tool to further societal objectives, that their decision-making has a large or extremely large impact on environmental aspects, and see little or no limitation in the public procurement legislation to further sustainability objectives. Consequently, well-formulated criteria for the purposes of giving advantage to those who make real efforts towards sustainable development should be a priority in knowledge development and the spreading of best practice.

More research regarding the implications of lowest price should be conducted. For example, is the bar set high enough to ensure quality- and environmental perfor-

mance through public procurement even though lowest price is the main qualifier? What is the impact of not having evaluation criteria awarding credits to those making progress towards sustainable development technology on the market? What difference will the new legislation (in force 2017) and concept of lowest cost have on public procurement practice in terms of functionality and viability?

## **Past/Present**

At the start of the 21st century there were many discussions regarding the use of environmental management systems in public procurement (Wedin, L. 2009) and whether or not they contributed to the purpose of environmental considerations in public procurement, i.e. improved environmental consequences of the products or services procured. One reason for this was the lack of knowledge as to how to manage these certificates in the procurement process and the consequent misuse leading to green wash of public procurement. For example, they were used as evaluation criteria but did not actually require improvements in terms of environmental effect. Therefore, it is interesting to now note that there are no quandaries as to the use of environmental management systems in public procurement.

It is also clear that, although the respondents responsible for sustainable public procurement within their organisations in one way or another have a background in environmental education or experience, they are now working with the concept of sustainable development and have started to include social considerations or a connection to the business strategy.

## **Environmental/Social**

Although the findings do not say much about the types of environmental considerations used, it is interesting to note that there is a big difference between the development of environmental considerations and social considerations. It is apparent that environmental considerations have been discussed to greater extent and for a longer period of time than has social considerations. This is reflected in the lengthy responses regarding environmental considerations used, as opposed to more cautious responses regarding social considerations.

## **Public/Private**

The most apparent divide between public and private actors was in terms of the evaluation stage of public procurements, where there is a possibility for procurement officers to award points or in other ways reward more ambitious tenderers in terms of sustainability aspects. It was clear that the public procurers were attempting to find ways to simplify the selection of winning tenders by using qualification criteria to set the bar and subsequently award the tender to the lowest bid. This was believed by the private sector respondents as not rewarding them for their efforts through competitive advantage for sustainability efforts.

Another divide was the early exchange of knowledge in the procurement process, where the public sector respondents were more inclined to say that it functioned well. It can be assumed that the private sector actors are keen on getting involved early in the procurement process and sharing their knowledge to ensure effective sustainable public procurement.

## **Keys to success**

From the empirical material it is possible to identify some keys to successful sustainable public procurement within both the public and the private sectors.

## **Leadership**

One aspect highlighted in the interview is the presence of clear leadership within these issues. The leadership comes in different forms and can be connected to the presence of policy documents in various forms referring to sustainable development or environmental aspects as strategic issues for procurement, purchasing or business image. There is leadership in terms of political leadership to some extent, although there is a desire for more, clear management level leadership for some of the private actors, and clear leadership by change agents for some of the organisations. One of the respondents even highlighted the presence of a change agent as the key factor for success.

## **Guided by ‘soft’ aspects**

As indicated in the findings, there was no clear indication of what was generally the guiding principle or norm for the respondents. It varied from environmental aspects or principles to different legal principles such as transparency and competition. Interestingly only one of the respondents clearly stated that the most influential norm in their decision-making was resources or economic interests, the others were clear that it was not a primary guiding principle.

## **Legal framework good but no driver**

Based on the findings it is clear that the legal framework on public procurement is not a driver for best practice in sustainable public procurement. There is no real opposition to there being regulation in place, but there should be courage and creativity in the implementation of the legislation. It is not the reason the public or private sector respondents have gotten committed to sustainable development objectives or sustainable public procurement, but neither is the legal framework seen as a limiting factor.

## **Change initiated at all levels**

The respondents indicated that the employees and civil servants were vital in the implementation of sustainable development and sustainable public procurement aspects, whereas change could be initiated at all levels within the organisations. The role of a creative environment within an organisation for the purpose of sustainable development objectives should therefore be the subject of further studies.

# Concluding Remarks

## Highlighted issues

To sum up, the respondents highlight the following discrepancies or areas for improvement:

- Lowest price
- From environmental to sustainability focus
- More evaluation criteria on sustainability
- Early exchange

Furthermore, the findings of this study show that keys to success for those representing best practice within sustainable public procurement were:

- Leadership
- Guided by values other than financial
- Not limited by legal framework
- Change initiated at all levels

## Future research

The empirical material and findings presented in this report point to certain issues that warrant future research. The prioritisation within the procuring authority regarding lowest price should be further researched. Is the dominance of lowest price procurements a generally occurring phenomenon and what are its consequences? The role of sustainability criteria in the public procurement process and where it has the greatest effect should be additionally be researched. Similarly, what difference will the new legislation (in force 2017) and concept of lowest cost have on public procurement practice in terms of functionality and viability?

Another aspect is that of early exchange. What possibilities exist for early exchange to improve the public procurements and how can the knowledge exchange be improved?

The role of legislation in public procurement should be further studied. Although there is no evidence that legislation drives sustainable public procurement, there could be an impact on those not at the forefront, the so called "laggards" from environmental regulatory literature.

Finally, the role of a creative environment within an organisation for the purpose of sustainable development objectives should additionally be the subject of further studies.

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# Intervjufrågor (PRIVAT SEKTOR)

## *Yrkesroll*

- 1) Vilken yrkestitel har du?
- 2) Vilken är din bakgrund – yrke/utbildning?
- 3) Vilka är dina arbetsuppgifter?
- 4) Är du inblandad i upphandlings-/anbudsarbetet på något sätt? Hur?
- 5) Vilken är den viktigaste princip/norm du som upphandlare har att förhålla dig till i din yrkesutövning? (t.ex. ”affärsmässighet”, proportionalitet, hållbarhet, etc.)

## *Upphandlingsprocessen*

- 6) Anser ni att offentliga upphandlare tar tillvara på era entreprenörers/leverantörers eventuella kunskaper och erfarenheter i tidiga skeden av processen?
- 7) Hur ställer ni er till användningen av ny teknik, alternativa konstruktionslösningar eller gröna sidoanbud?
- 8) Vad innebär ”innovationsupphandling” för dig/din organisation?
- 9) Har ni deltagit i och/eller vunnit någon innovationsupphandling?
  - a) Vad gjorde upphandlingen till innovationsupphandling?
  - b) Var det framgångsrikt?
  - c) Skulle ni göra det igen?

## *Kvalificering*

- 10) Vilka bevis begär offentliga upphandlare in som bevis på kvalificeringskraven?
- 11) Tycker ni att dessa bevis är rimliga?
- 12) Hur skulle de annars kunna se ut?

## *Valet mellan det ekonomiskt mest fördelaktiga anbudet och lägsta anbudspris*

- 13) Hur ser ni på valet offentliga upphandlare gör mellan det ekonomiskt mest fördelaktiga anbudet och lägsta anbudspriset?

### *Utvärderingskriterier*

- 14) Hur ser ni på:
  - a) Vilka typer av utvärderingskriterier som används i en specifik upphandling?
  - b) Viktning av dessa kriterier (bestäms exempelvis prisvikten först och sedan vikterna för de övriga kriterierna)?
  - c) Vad innebär begrepp som "objektivitet" och "transparens" för er?
  
- 15) Hur långt anser ni att mjuka kriterier kan beaktas i kommunal upphandling innan det kan anses diskriminerande eller oproportionerligt?
- 16) Vilka argument har förts internt gällande miljö- och hållbarhetsarbete?
- 17) Vilka miljökrav/miljökrav ställer offentliga upphandlare? Vet ni vilka motiven är bakom dessa krav? (Miljö-/Upphandlingspolicy, miljömål, politiker?)
- 18) Vilka sociala krav ställer upphandlare? Vet ni vad syftet med dem är? (Upphandlingspolicy, samhällsmål, politiker?)
- 19) Hur kommer arbetet med miljö- och social hållbarhet in i ert anbudsarbete/utvecklingsarbete?
- 20) Har ert hållbarhetsarbete förändrats med lagförändringar inom offentlig upphandlingslagstiftningen? I så fall på vilket sätt?
  - a) Sedan miljö- och sociala kriterier infördes i lagstiftningen (2004)?
  - b) Sedan "bör" regeln infördes när det gäller miljö- och sociala krav 2009?
  - c) Annat?

### *Uteslutning av leverantör*

- 21) Har ni som leverantör/entreprenör uteslutits från deltagande i upphandlingen, och i så fall på vilka grunder?

### *Prövning av anbud*

- 22) Vilken typ av information upplever ni att offentliga upphandlare införskaffar som underlag för poängbedömningen och hur används den? Intervjuer, dokument, etc.
- 23) Hur upplever ni att offentliga upphandlare gör med sidoanbud eller likvärdiga lösningar? (Om relevant)

- 24) Vad skiljer vanligtvis ett sidoanbud från ett huvudanbud (t.ex. alternativ konstruktionslösning, mer miljöanpassat utförande, reservationer)? (Om relevant)
- 25) Hur upplever ni att eventuella sidoanbud eller likvärdiga lösningar prövas? (Om relevant)
- 26) Upplever ni att det händer att andra kriterier än anbudspriset blir utslagsgivande (att kontraktet inte tillfaller den leverantör/entreprenör som offererat lägsta pris)?
- 27) Försöker ni leverantörer/entreprenörer anpassa er till de utvärderingskriterier som används (t.ex. certifiering av miljöledningssystem, miljökrav och sociala krav)?

#### *Överprövning, relationer och bevisfrågor*

- 28) På vilka grunder har ni begärt överprövning av era tilldelningsbeslut? Vilken grund är vanligast?
  - a) Har ni någon gång begärt överprövning på grund av miljökrav? I så fall, vad?
  - b) Har ni någon gång begärt överprövning på grund av sociala krav? I så fall, vad?
- 29) Vilken typ av bevis kräver upphandlande enheter in? (T.ex. muntlig, skriftlig, referenser, intyg, certifikat, etc.)
- 30) Upplever ni att offentliga upphandlare har förändrat sin upphandlingspraxis till följd av överprövningsärenden? (Som gällt den egna organisationens eller andra myndigheters upphandlingar.)

#### *Särskilda kontraktsvillkor*

- 31) Upplever ni att offentliga upphandlare ställer särskilda kontraktsvillkor?
  - a) Hur kan de se ut?
  - b) I hur stor utsträckning är de exempelvis kopplade till hållbarhetsaspekter? Procent?

### *Offentlig upphandling som politiskt styrmedel*

- 32) Hur ser du på att offentlig upphandling används som ett medel för att uppnå långsiktiga mål i kommunen eller i samhället?
  - a) Hållbar utveckling (långtgående miljökrav, effektivare energianvändning).
  - b) Teknisk utveckling (t.ex. genom att premiera nya produkter, företag som bedriver forskning och utveckling, innovationsupphandling).

### *Lagen om offentlig upphandling (LOU)*

- 33) Hur ser du allmänt på lagen om offentlig upphandling?
- 34) Vad anser du att ”proportionalitet” representerar i relation till offentlig upphandling?

### *Nya EU-direktiven om offentlig upphandling 2014*

- 35) Vad vet du om de nya EU-direktiven på upphandlingsområdet?
- 36) Vad vet du om upphandlingsutredningen?
- 37) Planerar ni att ändra något till följd av de ändringar i LOU som det nya EU-direktivet kan ge upphov till?
- 38) Vilka ändringar skulle det kunna innebära?

### *Allmänt*

- 39) Vilken miljöpåverkan anser du att ditt beslutsfattande har?
  - a) Vilka faktorer anser du påverkar dig mest i ditt beslutsfattande när det gäller miljöhänsyn i utvecklingsarbetet/ anbudsarbetet? (Offentligt kravställande, ekonomi, relevans, miljömål, uppföljning, mätbarhet, annat?)
- 40) I vilken utsträckning förekommer erfarenhetsutbyte eller annat samarbete med:
  - a) Offentlig sektor såsom kommuner/myndigheter?
  - b) Andra leverantörer/entreprenörer?
  - c) Andra organisationer? (t.ex. MSR, KKV, SKL)?
- 41) Vad anser du är viktigast i ert utvecklingsarbete?
- 42) Vad anser du är viktigast i ert hållbarhetsarbete?
- 43) Har ni någon miljöpolicy?

- 44) Hur initieras förändringsarbete, dvs hur tas initiativ till förändring, i er organisation? (Ge gärna exempel från tidigare erfarenheter.)
- a) Av vem?
  - b) På vilken nivå?
  - c) Hur motiveras dessa initiativ?

*Avslutande frågor*

- 45) Finns det frågor gällande offentlig upphandling som du tycker vore intressant att få svar på?
- 46) Övriga kommentarer?

# Intervjufrågor (OFFENTLIG SEKTOR)

## *Yrkesroll*

- 1) Vilken yrkestitel har du?
- 2) Vilken är din bakgrund – yrke/utbildning?
- 3) Vilka är dina arbetsuppgifter?
- 4) Vilken är den viktigaste princip/norm du som upphandlare har att förhålla dig till i din yrkesutövning? (t.ex. ”affärsmässighet”, proportionalitet, hållbarhet, etc.)

## *Upphandlingsprocessen*

- 5) Beskriv kortfattat hur upphandlingsprocessen vanligtvis går till (från budgetprocess till kontraktsskrivning).
- 6) Finns det upphandlingssituationer där befogenheterna är begränsade och upphandlingen först måste godkännas av ett annat kommunalt organ (t.ex. delegationsordningar, beloppsgränser)?
- 7) Försöker ni ta tillvara på entreprenörers/leverantörers/kunders eventuella kunskaper och erfarenheter i tidiga skeden av processen?
- 8) Hur ställer ni er till användningen av ny teknik, alternativa konstruktionslösningar eller gröna sidosubbid?
- 9) Vad innebär ”innovationsupphandling” för dig/din organisation?
- 10) Har ni använt er av innovationsupphandling i din organisation?
  - a) Hur skulle du i så fall beskriva det arbetet?
  - b) Var det framgångsrikt?
  - c) Skulle ni göra det igen?

## *Val av upphandlingsform/entreprenadform*

- 11) Vilka faktorer påverkar valet av upphandlingsform (förenklad upphandling, urvalsupphandling, osv.)?
- 12) Vilka faktorer påverkar valet av entreprenadform (totalentreprenad, generalentreprenad, delad entreprenad, osv.)?

### *Kvalificering*

- 13) Vilka bevis begär ni in som bevis på kvalificeringskraven?

### *Valet mellan det ekonomiskt mest fördelaktiga anbudet och lägsta anbudspris*

- 14) Hur resonerar ni kring valet mellan det ekonomiskt mest fördelaktiga anbudet och lägsta anbudspriset?
- 15) Vilka för- och nackdelar upplever du med de två alternativen avseende:
- Kostnader för er som beställare?
  - Andra aspekter?
- 16) I och med de nya EU-direktiven föreslår man (Art.66) att man ska kunna välja mellan att anta det ekonomiskt mest fördelaktiga anbudet eller anbudet med lägst kostnad (det senare beräknas genom pris eller kostnadseffektivitet (exempelvis genom livscykelkostnader)).
- Hur ser du på det?
  - Tror du att det innebär någon skillnad i praktiken?

### *Utvärderingskriterier*

- 17) Hur resonerar ni kring:
- Vilka typer av utvärderingskriterier som används i en specifik upphandling?
  - Viktning av dessa kriterier (bestäms exempelvis prisvikten först och sedan vikterna för de övriga kriterierna)?
- 18) Hur resonerar ni kring begrepp som ”objektivitet” och ”transparens”?
- 19) Hur långt anser ni att mjuka kriterier kan beaktas i offentlig upphandling innan det kan anses diskriminerande eller oproportionerligt?
- 20) Vilka argument har förts internt gällande miljökriterier?
- 21) Vad är exempel på vad ni skulle kalla:
- Miljökriterier/miljökrav i offentlig upphandling?
  - Sociala krav i offentlig upphandling?
- 22) Vilka miljökriterier/miljökrav ställer ni som upphandlare? Vart kommer dessa krav ifrån? (Miljöpolicy, miljömål, politiker?)
- 23) Hur kommer miljöarbetet i regionen/kommunen, t.ex. miljöpolicy, miljömål, etc. in i ert upphandlingsförfarande?
- 24) Vilka sociala krav ställer ni som upphandlare? Vart kommer dessa krav ifrån?

- 25) Hur kommer arbetet med social hållbarhet in i ert upphandlingsförfarande?
- 26) Har era utvärderingskriterier förändrats med lagförändringar? I så fall på vilket sätt?
  - a) Sedan miljö- och sociala kriterier infördes i lagstiftningen (2004)?
  - b) Sedan ”bör” regeln infördes när det gäller miljö- och sociala krav 2009?
  - c) Annat?

#### *Uteslutning av leverantör*

- 27) Händer det att leverantörer utesluts från deltagande i upphandlingen, och i så fall på vilka grunder?
  - a) Hur ser ni exempelvis på miljöbrott som en grund för uteslutning av leverantör?

#### *Prövning av anbud*

- 28) Hur går själva anbudsutvärderingen (poängsättningen) till?
- 29) Vem eller vilka gör bedömningarna och hur väljs de som gör bedömningarna ut?
- 30) Vilken typ av information införskaffar ni som underlag för poängbedömningen och hur används den? Intervjuer, dokument, etc.
- 31) I vilken utsträckning har ni för varje kriterium i förväg diskuterat och fastslagit vilka krav som skall vara uppfyllda för att berättiga till viss poäng?
- 32) Hur motiveras och dokumenteras dessa bedömningar?
- 33) Vilka faktorer påverkar huruvida ni godtar att en anbudsgivare lämnar ett sidoanbud eller inte?
- 34) Vad skiljer vanligtvis ett sidoanbud från ett huvudanbud (t.ex. alternativ konstruktionslösning, mer miljöanpassat utförande, reservationer)?
- 35) Hur prövas eventuella sidoanbud?
- 36) På vilket sätt använder ni er av referenser, referensprojekt, etc.?
  - a) Hur jämför ni egna erfarenheter av en entreprenör med en referenspersons utlåtande?
  - b) Bedömer ni företaget som helhet eller den projektorganisation som företaget angett i sitt anbud?
  - c) Hur lång tid tillbaka i tiden bedömer ni entreprenörerna?

- 37) Händer det att andra kriterier än anbudspriset blir utslagsgivande (att kontraktet inte tillfaller den entreprenör som offererat lägsta priset)?
- 38) Försöker entreprenörerna anpassa sig till de utvärderingskriterier ni använder (t.ex. certifiering av miljöledningssystem, miljökrav och sociala krav)?

#### *Överprövning, relationer och bevisfrågor*

- 39) På vilka grunder har anbudsgivare begärt överprövning av era tilldelningsbeslut? Vilken grund är vanligast?
  - a) Har någon begärt överprövning på grund av miljökrav? I så fall, hur har det påverkat ert arbete?
  - b) Har någon begärt överprövning på grund av sociala krav? I så fall, hur har det påverkat ert arbete?
- 40) Händer det att det uppstår åsiktsskillnader mellan er och entreprenören under själva projektet?
  - a) Vilka är anledningarna till att detta uppstår?
  - b) Vad kan ni som beställare göra för att säkerställa ett gott samarbete och undvika tvister under själva projektet?
- 41) När kräver ni in bevis av något slag?
- 42) Vilken typ av bevis kräver ni in? (T.ex. muntlig, skriftlig, referenser, intyg, certifikat, etc.)
- 43) Har kommunen förändrat sin upphandlingspraxis till följd av överprövningsärenden? (Som gällt den egna organisationens eller andra myndigheters upphandlingar.)

#### *Särskilda kontraktsvillkor*

- 44) Ställer ni särskilda kontraktsvillkor?
  - a) Hur kan de se ut?
  - b) I hur stor utsträckning är de exempelvis kopplade till hållbarhetsaspekter? Procent?

### *Offentlig upphandling som politiskt styrmedel*

- 45) Hur ser du på att offentlig upphandling används som ett medel för att uppnå långsiktiga mål i kommunen eller i samhället?
  - a) Hållbar utveckling (långtgående miljökrav, effektivare energianvändning).
  - b) Teknisk utveckling (t.ex. genom att premiera nya produkter, företag som bedriver forskning och utveckling, innovationsupphandling).
- 46) Händer det att (kommun)politiker försöker påverka upphandlingar?

### *Lagen om offentlig upphandling (LOU)*

- 47) Hur ser du allmänt på lagen om offentlig upphandling?
- 48) Vad anser du att ”proportionalitet” representerar i relation till offentlig upphandling?

### *Nya EU-direktiven om offentlig upphandling 2014*

- 49) Vad vet du om de nya EU-direktiven på upphandlingsområdet?
- 50) Vad vet du om upphandlingsutredningen?
- 51) Planerar ni att ändra kommunens upphandlingspraxis till följd av de ändringar i LOU som det nya EU-direktivet kan ge upphov till?
- 52) Vilka ändringar skulle det kunna innebära?

### *Allmänt*

- 53) Har kommunen någon upphandlings- och/eller inköspolicy och vilken funktion har den i så fall i praktiken?
  - a) Tas någon av följande aspekter upp i policyn:
    - i) Miljöhänsyn?
    - ii) Sociala hänsyn?
    - iii) Innovationer eller innovationsupphandling?
- 54) Upplever du några nackdelar med er nuvarande upphandlingsorganisation?
- 55) Vilken miljöpåverkan anser du att ditt beslutsfattande har?
  - a) Vilka faktorer anser du påverkar dig mest i ditt beslutsfattande när det gäller miljöhänsyn i upphandlingen? (Ekonomi, relevans, miljömål, inköspolicy, uppföljning, mätbarhet, annat?)

- 56) I vilken utsträckning förekommer erfarenhetsutbyte eller annat samarbete med:
- a) Andra enheter inom kommunen/myndigheten?
  - b) Andra svenska kommuner/myndigheter?
  - c) Externa organisationer eller myndigheter (t.ex. MSR, KKV, SKL)?
  - d) Externa konsulter (t.ex. advokatbyråer)?
- 57) Vad anser du är viktigast i ert hållbarhetsarbete?
- a) De skall-krav ni sätter i bedömningen av leverantörer/entreprenörer?
  - b) De utvärderingskriterier ni använder er av i utvärderingen av anbud?
  - c) De kontraktsvillkor ni använder er av?
  - d) Annat?
- 58) Hur initieras förändringsarbete, dvs hur tas initiativ till förändring, i er organisation? (Ge gärna exempel från tidigare erfarenheter.)
- a) Av vem?
  - b) På vilken nivå?
  - c) Hur motiveras dessa initiativ?

*Avslutande frågor*

- 59) Finns det frågor gällande offentlig upphandling som du tycker vore intressant att få svar på?
- 60) Övriga kommentarer?



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# Report on Best Practice

## Interviews on sustainable and innovative public procurement

The background to this report is a research project named “Green innovations in construction – investigating the regulatory space for sustainable solutions in the construction sector”, funded by the Swedish Foundation for Humanities and Social Sciences in collaboration with Skanska Sweden AB and in affiliation with Sociology of Law Department, Lund University, in a postdoctoral research project called Flexit. There are two main purposes of the project. One is to investigate sustainability norms in the regulatory space of the construction sector in order to generate knowledge about the values influencing private and public actors in terms of environmental consequences of their decisions. Another purpose of the project is to investigate ecologically sustainable innovation processes within the construction sector, examine how they function and how they can be steered or influenced. The findings point at several interesting aspects of sustainable public procurement practice in Sweden. Although the findings must be weighed against the small number of organisations interviewed and lack of replies in some instances, the findings represent the viewpoints of those at the forefront of sustainable public procurement in Sweden over a number of years. This report will for that reason paint the picture of some of the ingredients to proactive and successful sustainable public procurement.



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