

Official government letter

2006/07:54

Environmental public procurement

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The government hereby submits this official letter to the Riksdag.
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The main points of the letter

The letter presents an action plan for increased environmental requirements for public procurement. As a part of the EU's integrated product policy (IPP), the EC Commission has encouraged all Member States to draw up national action plans describing how they intend to increase the level of environmental procurement.

The government's action plan includes assessments of the current situation and targets for the next three years. It also includes four strategic areas with measures for achieving the targets.

There is also clarification of the various actors' responsibilities with regard to promoting development. Monitoring of the action plan and its outcomes is organised and systematised.

The environmental requirements for public procurement should increase. Amongst other things, the measures deal with providing guidance for authorities, involving politicians and other decision-makers at local and regional level, and training and support for public purchasers.

In light of the proposals contained in the 2007 budget proposal, the Riksdag has decided to set aside SEK 10.8 million to support work on environmental requirements for public procurement. For 2008 and 2009, SEK 6.7 million has similarly been allocated for each year.

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1 The assignment and preparations for it

In its Communication to the European Council and the European Parliament, of 18 June 2003: Integrated Product Policy, Building on Environmental Life-Cycle Thinking, COM (2003) 302 final, p. 12, the EC Commission encouraged all Member States to draw up three-year national action plans describing how they intend to increase the level of environmental procurement. At the request of the government, the Swedish Environmental Protection Agency has reviewed the report "A more environmental public procurement – proposed action plan" (report 5520 December 2005). The report includes an account of the current situation, proposed targets for the next three years and also measures for achieving the targets. The report has been submitted. The results of the consideration are available from the Ministry of the Environment (M2005/6241/Hm).

In light of the proposals contained in the 2007 budget proposal, the Riksdag has decided to support the work on environmental requirements for public procurement by increasing the subsidy 34:2 for Environmental monitoring etc. by SEK 10.8 million in 2007 to SEK 15.8 million (prop. 2006/07:1, expenditure area 20, report 2006/07:MJU1, Riksdag letter 2006/07:65). In the budget proposal, the government has calculated a total of SEK 11.7 million per year for 2008 and 2009.

In this action plan, the government reports on how the work on environmental requirements for public procurement is to be supported.

2 The government's action plan for '07 – Environmental public procurement

The government's assessment is: Environmental public procurement is a market-based and powerful controlling tool in the work of guiding society towards long-term and sustainable consumption and therefore production. Environmental requirements are not currently being issued to the degree that they could be. Wherever possible, and in accordance with the law on public procurement (1992:1528) (referred to in the following as the LOU) and Community law, the public sector should issue environmental requirements for procurement.

There is a pressing need for an action plan with targets and accompanying measures for increasing environmental requirements for public procurement. The government's aim is to reduce the regulatory burden for companies and for more companies to take part in public procurement. It is therefore important to clarify for procuring units and suppliers which requirements may be made. The targets and actions should be monitored and the action plan revised as necessary.

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal agrees in the main with the government's assessment.

The consultation bodies: The majority of the consultation bodies are positive towards and support the Swedish Environmental Protection Agency's proposed action plan. *The board for Accreditation and Conformity Assessment* is positive towards the proposals in the report and is of the opinion that they are an excellent resource for making progress towards the objective of the

public administration's environmental work being an example. *The Swedish Consumer Agency* is of the opinion that the Member States' work of drawing up action plans for environmental public procurement is very important. *The Swedish Energy Agency* has a very positive view of the proposed action plan and is of the opinion that there is a very considerable need for control. *AB Svenska Miljöstrykningsrådet (the Swedish Environmental Management Council)* is of the overall opinion that the proposed action plan provides a very good and illuminating description of the needs that exist and the efforts required in order to support environmental procurement.

Linköping city court, the Gothenburg administrative court of appeal and the County Administrative Court of the County of Stockholm have no objections against the proposals in the report.

The National Courts Administration has on the whole no objections against the targets and measures as stated in the proposed action plan. The level of ambition with regard to the environmental requirements should however be set higher than they are in the action plan if they are to result in environmental improvements. *The National Board of Trade* questions whether establishing products in the market that are best in environmental terms will determine which environmental requirements are made in a procurement process, since this favours well established and strong companies over more recent and innovative companies. *The Agency for Public Management* is of the opinion that the action plan should have been preceded by an analysis that discussed both the benefits and drawbacks of various environmental requirements and what considerations should be made between different interests by public purchasers at the time of procurement.

The Swedish Competition Authority considers it to be a serious omission that there has been no analysis of different types of environmental requirement and how they will affect competition, especially for small companies. *The Swedish Agency for Economic and Regional Growth (Nutek)* also stresses the importance of considering the smaller companies. This applies in particular to the potential effect of different environmental requirements on competition between different suppliers. Nutek takes a positive approach to the proposed action plan and sees opportunities for social savings in terms of both costs and environmental benefit. *The Swedish Institute for Growth Policy Studies* is basically positive towards the idea of the procuring unit issuing environmental requirements of the product or service that is the subject of the procurement, as long as it is possible to evaluate the criteria, the procuring unit has sufficient competence to assess different tenders and the environmental requirements are linked to the qualities of the product or service. A great many bodies stress the importance that the environmental requirements that are made should be the result of the opportunities provided by the law and that they should be weighed against other interests.

Företagarna [the Federation of Private Enterprises] is of the opinion that environmental requirements for public procurement should be formulated in such a way as to be directed at the product or service that is the subject of the procurement, and that these should be comprehensible and proportional, and that it must be possible to monitor them. The report that is currently under discussion makes no distinction between the different types of environmental requirement, but instead mentions in general terms that requirements of this kind should be put in place.

The Commission for Competition has no objections in principle against a national action plan for a more environmental public procurement process, as long as fundamental legal procurement principles of transparency, proportionality, equality and mutual recognition are observed.

The Swedish Federation of Consulting Engineers and Architects is of the opinion that environmental issues ought to be a fundamental social interest and is in principle positive to what is being proposed. They do however advise caution when it comes to introducing new requirements in terms of what the procuring units are to observe aside from those that are

applicable to the actual object of the procurement. It is extraordinarily important that the requirements made are relevant to what is being procured. *The Swedish Association of Green Motorists* takes a strongly positive view to the proposal being implemented, with proposals in the form of that-clauses and monetary amounts.

Reasons for the government's assessment

According to the 2006 statement of government policy, the environmental challenges are to be used as an economic lever and the environmental requirements for procuring transport are to be tightened up. Environmental policy can contribute to a strong competitive advantage for Sweden on future markets governed by strong environmental requirements. Environmental public procurement is a market-based and powerful resource in the work of guiding society towards long-term sustainable consumption and therefore production. It has been estimated that public procurement accounts for approx. SEK 400 billion per year.

There has long been considerable interest at an international level for environmental requirements for public procurement. Organisations such as the UN and the OECD have, like the EU, been working for a long time on supporting increasingly environmental public procurement. It is also a prioritised tool in, amongst other things, work in connection with the implementation plan from the World Summit on Sustainable Development in Johannesburg in 2002, and also in the EU's work on an action plan for environmental technology and an integrated product policy, or IPP. The EU's renewed strategy for sustainable development from June 2006 (Council document 10917/2/06) contains a number of operational targets under the overall goal of promoting sustainable consumption and production. One of these is "to strive to achieve, by 2010 at the latest, an average EU level in the matter of environmental public procurement that is as high as the level that has currently been achieved in those Member States that have made the most progress."

Sweden has worked for a long time on developing the work on environmental requirements for public procurement. In international terms, we have come a long way. A delegation for ecologically sustainable procurement was active in the period 1998–2001. Amongst other things, the delegation implemented national training courses and developed an Internet-based resource for ecologically sustainable procurement (the EKV tool). The EKV tool is currently administrated and developed by AB Svenska Miljöstyrningsrådet. The work of the Swedish Environment Management Council also includes training courses and other forms of support relating to environmental public procurement for public buyers.

According to the LOU, there are certain explicit possibilities for taking account of environmental issues when drawing up technical specifications. When choosing which tender is financially the most advantageous, criteria such as environmental impact can be applied. In general it is the case that the requirements made must be compatible with the EU Treaty's fundamental principles and rules on unrestricted movement, equality, non-discrimination, mutual recognition, proportionality and openness. In addition, there must be a connection between the criteria used for selecting tenders and the subject of the procurement process.

On 30 April 2004, two new EC Directives in the area of procurement came into effect. These are Directive (EC) 2004/17 on coordinating the procurement procedures of entities operating in the water, energy, transport and postal service sectors, and also Directive (EC) 2004/18 on the coordination of procedures for the award of public works contracts, public supply contracts and public service contracts. During the legislative work, Sweden worked for increased opportunities

for integrating environmental issues into the public procurement process. Both Directives contain provisions allowing the integration of environmental issues when drawing up technical specifications, and when assessing which tender is financially the most advantageous from the point of view of the procuring authority or unit, in part by setting out special requirements as to how the contract is to be fulfilled. A proposition containing proposals for legislation, which implements the provisions of the Directive (including those referred to here) into Swedish law, has been announced for June 2007. Once the new legislation comes into force, the LOU will be repealed.

The 2004 public procurement commission's final report, "New rules for public procurement 2" (SOU 2006:28), included a proposal that procuring authorities and units should set environmental requirements where appropriate with regard to the nature of the procurement. It is confirmed in the report that a rule of this kind is only a recommendation and does not imply any obligations on the part of the procuring units. The report has been subjected to consideration and is now undergoing further drafting within the Government Offices.

As the Swedish Institute for Growth Policy Studies and Företagarna have pointed out, any requirements that are put in place must be connected with the object of the procurement, they must be proportional and it must be possible to monitor them. The work of the Swedish Environment Management Council on environmental requirements takes account of all these aspects. The Council has been working for a long time with many different reference groups, and all the important actors who are affected by public procurement and environmental requirements are given the chance to express their views on the environmental criteria that are being developed. The aim of the action plan is to come up with targets and measures for promoting environmental requirements for public procurement. There is a consensus that there is insufficient knowledge about the LOU. This is not just the case with regard to environmental requirements, but also other areas, e.g. whether there can be special consideration for small and medium sized companies, innovation or social requirements. The action plan is a first step in dealing with the uncertainty that prevails both amongst procuring units and suppliers. The government's aim is for more small companies to take part in public procurement. Increased involvement by companies at the supplier stage will lead to increased competition, the procuring units will have a greater choice and prices can be forced down. At the same time however new markets will be opened up for those companies that take part in procurements.

Nutek has produced a report entitled "Småföretag och offentlig upphandling" [*Small companies and public procurement*] (R.2005:21), which shows that the administrative burden is too great for these companies. The inquiry documentation creates a great deal of work and a lot of small and medium-sized companies are of the opinion that complications and administration are the main obstacle preventing them from taking part in procurement processes. This means that the regulatory burden must be reduced. Regulatory simplification is a highly prioritised matter for the government. It is important therefore that the measures that are taken do not make the regulatory difficulties worse or lead to an increase in administration, but instead result in simplification and support for the way in which environmental requirements can be issued.

This imposes a heavy responsibility on procuring authorities to ensure that the requirements put in place are proportional, relevant, linked to the object of the procurement and that they can be monitored. If the requirements are not applied properly, they will have a negative impact on the market, and therefore on the government's goals, in that they could entail greater obstacles excluding small companies. Correctly applied requirements could however result in a number of

positive effects, for the environment, innovation and competitiveness. Swedish companies can derive competitive advantages as a consequence of their position at the cutting edge of environmental technology, etc.

It is therefore important that the question of environmental procurement should be coordinated with the government's work of simplifying public procurement and making it more accessible to small and medium-sized companies. The government will report back on proposals for measures in these areas.

So far this work has involved commissioning the Swedish Competition Authority (KKV) with taking the actions required to arrange activities at the Nämnden för offentlig upphandling [*the public procurement committee*] within the KKV. There are a number of reasons for this. Amongst other things, the Upphandlingskommittén [*public procurement committee*] (SOU 1999:39) has proposed this, and it is of the opinion that even though the LOU cannot be entirely regarded as a competition law, the purpose that underlies the LOU and the competition law ought in every respect to be in agreement and consolidation would mean a strong public procurement process. Förtroendekommisionen [*the Commission on Business Confidence*] (SOU 2004:47) has submitted a proposal for consolidation on the grounds that the overall success of the competition policy will be greater if responsibility for and supervision of matters related to procurement and competition were coordinated as much as possible. It is expected that the authorities could benefit from each other's knowledge, and consolidation could result in coordination of the administrative functions.

The Swedish Environmental Protection Agency's proposed action plan etc.

As a part of the EU's programme for the integrated product policy (IPP), the EC Commission has encouraged all Member States to draw up three-year national action plans describing how they intend to increase the level of environmental procurement. The Swedish Environmental Protection Agency was therefore charged with producing a proposal for such an action plan: "The Swedish Environmental Protection Agency, in consultation with the Nämnden för offentlig upphandling, and following consultation with AB Svenska Miljöstyrningsrådet and other concerned actors, is drawing up a proposed action plan for the consideration of environmental impact in public procurement procedures. The EC Commission encourages all Member States to draw up national action plans in its Communication to the European Council no. 302 dated 18 June 2003 concerning integrated product policy. This action plan must contain assessments of the current situation and targets for the next three years. It must also include measures for achieving the targets." A report on this assignment was submitted to the government on 1 December 2005.

The Swedish Environmental Protection Agency's proposed action plan came about as the result of discussions with a large number of interested parties from the public sector, trade and industry and interest organisations, amongst them the Swedish Environment Management Council, Nämnden för offentlig upphandling, Statlig inköpsamordning [*Coordination of government procurement*], the Swedish Association of Local Authorities and Regions, the Swedish Association of Public Purchasers, the Swedish Agency for Economic and Regional Growth, the Swedish Institute for Growth Policy Studies, the Government Offices, the Confederation of Swedish Enterprise, Företagarna, SIS Miljömärkning, TCO Development as well as a number of county councils and municipalities, state authorities and individual companies. Future requirements for environmental public procurement have also been addressed elsewhere. According to the report "Bilen, Biffen, Bostaden – Hållbara laster och smartare konsumtion" [*Car, steak and home - lasting burdens and smarter consumption*](SOU 2005:51) there is a considerable potential in supplementing the EKV tool so that those environmental requirements

that are issued favour the environmentally best products on the market in accordance with the so-called "best quartile model" or "spearhead criteria".

Put simply, this is about providing the opportunity to procure products/services that fall into the 25 percent of the market that has the smallest environmental impact. Thirty-one bodies have commented on the proposal.

Fourteen of these support the proposal that public procurement should be from the best quartile, amongst them the Swedish Asthma- and Allergy Association, the Swedish Ecological Farmers Association, the Swedish Energy Agency, Energirådgivarna, the Swedish Board of Fisheries, the Swedish National Rural Development Agency, the Swedish Consumer Agency, the Federation of Swedish Farmers, the Swedish Environment Management Council, the Swedish Consumers' Association, the Swedish Consumer Coalition and the City of Växjö.

The City of Göteborg believes that public procurement can be a driving force. The Swedish Chemicals Agency writes that public procurement is an important motivating factor for a better range of products. The Swedish Environmental Protection Agency and the Swedish Cooperative Union does not consider the quartile model to be realistically viable at present. Nämnden för offentlig upphandling thinks it is hard to see how the model could be applied in practice. Six bodies think/believe that the proposed system is contrary to existing rules in this area – Swedish and/or EC laws. The National Board of Trade points out that the only permissible method is to determine which properties are to be fulfilled. The Swedish Competition Authority, Nutek, Nämnden för offentlig upphandling, the Swedish Environment Management Council and the Swedish Agency for Public Management however think that this matter should have been addressed in greater detail. It is important in this respect that it is a matter of providing the opportunity to procure products/services that fall into the 25 percent of the market that has the smallest environmental impact. A basic prerequisite when issuing environmental requirements is of course that the requirements are based on what is permissible according to the LOU, Community Law and the principles contained in EC law of non-discrimination, equality, transparency and openness, proportionality and mutual recognition.

Summary – current position and challenges

According to the Swedish Environmental Protection Agency's report, not as many environmental requirements are being issued as there could be. At present, six out of ten procurements contain environmental requirements, but only half of these contain environmental requirements that have a real impact on the subject of the procurement. A third of government framework agreements do not include any environmental requirements that have a real impact on the procurement process. A lack of knowledge as to how environmental requirements can be issued is one of the biggest obstacles to environmental public procurement. The ECU tool is also not used as widely as it could be. Guidance of the authorities is weak and monitoring is insufficient.

For a description of the prerequisites for environmental requirements for public procurement, the current situation and a discussion of the problems and opportunities, see annex 1, which is taken from the Swedish Environmental Protection Agency's report.

As the government sees it, the public sector should, wherever possible and in accordance with the LOU and Community Law, issue environmental requirements for procurement processes.

The government therefore welcomes the EC Commission's encouragement and recognises the urgency of an action plan with targets and measures for increasing environmental requirements for public procurement.

The government's action plan is based primarily on the Swedish Environmental Protection Agency's proposal.

Targets and actions should be monitored and the action plan revised as necessary.

3 Vision and national targets for 2010

3.1 Vision

The government's assessment: wherever possible according to the law on public procurement, authorities at government, municipality and county levels should issue requirements for environmental issues in the public procurement process.

This must not involve an increase in the administrative burden for companies or making participation harder for companies, especially small companies. Public purchasers and suppliers have access to tools, training and other types of support with regard to environmental issues in connection with public procurement.

Reasons for the government's assessment: the government considers that it is important to have a vision describing what is to be achieved in the long term.

A vision must not be set in terms of time, nor must it be specifically definite. It indicates what should be striven for and it should act as a beacon for concerned actors by expressing a desired future situation with regard to conduct and support functions.

3.2 National targets

3.2.1 Objectives

The government's assessment: Attempts should be made to meet the following national objectives by 2010:

- The proportion of public procurements with well-formulated environmental requirements should increase.
- The proportion of state framework agreements with well-formulated environmental agreements should increase.
- The proportion of authorities at government, municipality and county levels that regularly issue well-formulated environmental requirements should increase.

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal agrees in part with the government's assessment. The first target is not included in the Swedish Environmental Protection Agency's report. The second and third targets do not include percentages that should be achieved, as the Swedish Environmental Protection Agency suggested.

The consultation bodies: Most of the bodies are positive towards the targets. *The Swedish Association of Local Authorities and Regions* is of the opinion that the general targets and the consumption targets in the proposed action plan are relevant and extremely important. The targets should also be stated more clearly in order to avoid problems with interpretation and to facilitate

monitoring. *The Swedish National Financial Management Authority* agrees with the action plan's objective that established environmental requirements must have an impact on the subject of the procurement process. *The Swedish Environment Management Council* believes in the importance that the proportion of public organisations issuing environmental requirements must increase, but on the same premises as those being suggested for the framework agreement authorities, i.e. it is not always enough to issue environmental requirements, but rather there must also be an impact on the procurement process, in that greater significance must be attached to environmental aspects in the evaluations that are conducted.

The Swedish Board for Accreditation and Conformity Assessment finds that both the general targets and the consumption targets are well balanced and reasonably achievable. *The Swedish Institute for Growth Policy Studies* believes there are many indications that environmental requirements are currently being issued routinely and arbitrarily during procurement processes, though without being formulated in a way that is relevant to the product or service that is the subject of the procurement. It would be unwise in this situation to establish a target that is based on even more purchasers having to issue environmental requirements, in 80 percent of cases instead of the current 60 percent, without first making sure that the environmental requirements are actually relevant.

Reasons for the government's assessment: The government lays down three objectives that are based on the Swedish Environmental Protection Agency's proposal. State authorities, municipalities and county councils should aim to achieve these objectives.

The government also considers it important to state an objective that is aimed at the number of procurements in general. The government is therefore adding the first target to the Swedish Environmental Protection Agency's proposal. The government does not want to give a specific percentage in the targets proposed by the agency. This is because a better analysis is needed of how many of the environmental requirements for procurements can realistically be achieved, as well as cost-benefit assessments for various parts.

It is also important, as the Swedish Institute for Growth Policy Studies comments, that the environmental requirements are properly drafted from a technical procurement perspective. The Swedish Environment Management Council is an expert body with regard to supporting public purchasers in issuing properly drafted environmental requirements. The extra resources decided on in accordance with the 2007 budget proposal, and which are intended to provide greater support to purchasers in issuing good environmental requirements, is of considerable importance in this respect. For further details, see section 4. The suppliers will also need help and support. The work of supporting various support initiatives should be coordinated with the Nämnden för offentlig upphandling once the authority has been incorporated into The Swedish Competition Authority. The lack of knowledge about public procurement does not just affect the environmental requirements, but goes further than that. It is important that the various assistance initiatives should be coordinated. Environmental requirements are a type of requirement that can be issued for a procurement process. It is important that both procuring units and suppliers should also be given combined support in areas of the LOU other than those relating to environmental requirements. The government intends to come back with proposals for measures in these areas. The Swedish Environmental Protection Agency must carry on with its work of continuously monitoring the development towards the targets, see also section 5. With the targets being based on studies of the current situation, see annex 1, and earlier monitoring by the Swedish Environmental Protection Agency, it will be possible to compare future monitoring of the targets with historical data.

3.2.2 Consumption targets

The government's assessment: The government is of the opinion that the question of any consumption targets at product level should be investigated further.

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal does not agree with the government's assessment. The Swedish Environmental Protection Agency has proposed a number of concrete consumption targets.

The consultation bodies: Most consultation bodies are positive about the proposed consumption targets. *Nämnden för offentlig upphandling (NOU)* is of the opinion that the Swedish Environmental Protection Agency's method, of prioritising simplicity when drafting targets, is a good choice. *The Swedish Construction Federation (BI)* supports the main elements of the proposed targets and measures and considers the report to be admirably clear. A lot of bodies believe the level of ambition should be set higher and that more product groups should be included. *The Swedish Construction Federation* believes that the most serious objection to the report is that an area that is so entirely decisive and of such national importance as the construction industry is not represented at all in the proposed targets and measures. *The Swedish Environment Management Council* also asked about a target for the construction industry. Several bodies, including *Sveriges Ekokommuner*, *Skåne county council* and the *City of Stockholm* think that consumption targets for organic foods in the public sector should be included. *The Swedish Chemicals Agency* suggests that proposed targets should also be for environmental aspects other than just energy-efficient alternatives, for example in the form of a comprehensive document containing guidelines for the development of criteria for environmental procurement.

Stockholm county council believes that the proposed general targets and consumption targets are reasonable and effective, but that it would have been good if the report had suggested at least one consumption target relating to something other than energy use/the climate target.

The Swedish Association of Local Authorities and Regions (SKL) is of the opinion that the consumption targets are suited primarily to the activities of state authorities. It ought to be possible to set the level of ambition with regard to the consumption targets higher than it is in the proposal. The SKL also believes that in order for the consumption targets to succeed, they should be included in the state authorities' environmental and procurement policies. The SKL will work for the introduction of corresponding targets into municipalities' and county councils' environmental and procurement policies.

The NOU approves of the requirement levels relating to electricity and light bulbs being omitted from EC Directives. The requirements cannot therefore be regarded as discriminatory in terms of free movement within the EU. The requirement that 35 percent of procured cars in the public sector must meet the requirements contained in the already-established Regulation (2004:1364) on the purchasing and leasing by authorities of green cars means that this requirement will also be concrete and accessible. *The Swedish Agency for Economic and Regional Growth* supports the proposal that cars, electrical energy and lighting should be prioritised in public procurement based initially on set targets. If these targets are expanded, the prerequisites for small and medium-sized companies must be taken into account. *The Swedish Association of Green Motorists* does not have any consumption targets for services. This is considered a major omission, due amongst other things to the fact that services represent a large and growing part of public procurement. The Swedish Association of Green Motorists would therefore welcome the focus area of cars being extended to include the procurement of services involving cars and other vehicles, such as delivery transport, mobility services, school transport and the county transport companies' supplementary transport services.

Reasons for the government's assessment

The Swedish Environmental Protection Agency proposes the following three consumption targets, to be achieved by 2010:

- 35 percent of purchased cars in the public sector to meet requirements as set out in the Directive (2004/1364) on the purchase and leasing by authorities of green cars.
- 50 percent of purchased electricity in the public sector to come from renewable forms of energy, in accordance with the Directive (EC) 2001/77.
- 50 percent of all light bulbs purchased in the public sector to be replaced by low-energy light bulbs that meet energy class A in accordance with the Directive (EC) 98/11.

The Swedish Environmental Protection Agency states that the main purpose of these targets is to generate commitment in environmental public procurement activities. In drafting the targets, the agency has prioritised simplicity ahead of the best possible environmental benefit. There is also the basic requirement that it must be possible to measure and monitor the targets.

In its investigations, the Swedish Environmental Protection Agency has found that there has long been a centrally expressed intention that authorities at government, municipal and county council levels should green their procurement procedures and set relevant environmental requirements. The agency believes that this is seen as a vague assignment and leaves much of the work to the individual organisations.

It is a widely held opinion that more progress is made by those organisations that choose to focus their work for a specific time on a limited number of product groups.

The agency believes that by setting up consumption targets for a number of products, the work can be made more definite and simplified, and monitoring and assessment is made easier. It is important to start with a few product groups and then gradually build on the action plan. The targets are intended to make it easier for public organisations to start the work on environmental requirements for the procurement process. Where public organisations have already made substantial progress in this work, the targets represent less of a challenge.

The agency states that the following prerequisites for selecting product groups have served as starting points. The products must

- have a reduced environmental burden,
- they must be purchased in sufficient volumes by government, municipalities and county councils,
- and it must be easy to define and formulate environmental requirements for them. At the same time, it must be possible to monitor the environmental requirements and subject them to impact assessment from a cost-benefit perspective.

The Swedish Environmental Protection Agency also believes that the individual organisations can very well add their own product groups.

The government finds this question interesting. The consequences of any consumption targets however require further investigation.

Aiming for simplicity, and as a result getting a lot of public organisations to work with environmental requirements in the public procurement process, can be a good strategy. There can

however also be a number of drawbacks. An important aspect in this respect is that there are a lot of different types of public purchaser. For example, a lot of county councils procure similar product groups to those procured by municipalities. State authorities can perhaps be categorised into those with similar procurement flows. An important product area for municipalities and county councils is food. Examples of other major procurement areas with a large environmental impact are chemicals, transport services, heavy vehicles, public transport, large-scale catering equipment, construction materials, construction services, pharmaceutical products and timber products.

This being the case, it might be better to find consumption targets for different purchasers. The Swedish Environment Management Council has an important role to play here, since the council helps public purchasers to issue well-formulated environmental requirements, by means of the EKU tool, training courses and other forms of support. The web-based EKU tool shows which environmental requirements can be issued for different product areas. An appropriate course of action could be for the Swedish Environment Management Council to adapt its "packaged" advisory service for other users.

The Swedish Environment Management Council should investigate the matter further and if necessary report back to the government with proposed consumption targets.

A lot of public organisations have made considerable progress in their work of setting environmental requirements for public procurement. The government has a positive view of this and would like to use the action plan to encourage this development, and it hopes that more organisations will set up their own procurement policies and action plans for promoting systematic and effective work on expanding the environmental requirements for their procurement procedures. This will allow the individual organisations to develop their own targets. The Swedish Environment Management Council can support organisations in developing targets and action plans which suit their specific operations.

As this work comes to fruition, the targets and the action plans can then be revised.

The Riksdag's decision to pass the 2007 budget proposal has resulted in a significant boost in the resources available for the work on environmental requirements for public procurement, enabling it to live up to this action plan.

Ongoing work on transport procurement

The government has so far pointed to transport as being of particular importance with regard to environmental requirements for public procurement. The 2007 budget proposal states that the environmental requirements for transport procurement must be tightened up. On 21 December 2006, the government decided, in the Directive on the purchasing and leasing of green cars by authorities, to tighten up the requirement relating to acquisitions of green cars by state authorities from 75 percent to 85 percent of purchased or leased cars. As a result of the government's decision, the requirement was also introduced that a certain proportion of the emergency vehicles bought by state authorities must be green vehicles. For 2007, the requirement is that at least 25 percent of the emergency vehicles purchased must be green.

4 The government's four strategic areas with measures for achieving the targets

Achieving the targets that have been set requires incentive for management within the authorities, municipalities and county councils to *want* to set environmental requirements, and the right conditions to be in place so that purchasers *can* set effective environmental requirements for the procurement process.

There are certain differences that must be taken into account for the various target groups. According to the Swedish National Financial Management Authority, purchases by state authorities in 2005 came to SEK 110 billion, with the state framework agreements accounting for about SEK 7 billion. The government can control the state authorities by means of directives, commissions and instructions.

Municipalities and county councils are self-determining and cannot be controlled in the same way. One way in which to bring municipalities and county councils onboard is therefore to involve the local political leadership and those who direct operations.

The government has indicated four strategic areas with measures aimed at achieving the national targets. For each area there is an explanation of the reasons for the measure, how the measure is to be implemented and what benefit will result from it.

4.1 Strategic area 1 – State authorities, guidance and skills

The government's assessment: The Directive (1998:796) on coordination of government procurement should be reviewed in order to investigate the prerequisites for supplementing the directive with a requirement of issuing cost-effective and properly drafted environmental requirements in the state framework agreements negotiated as part of the coordination of government procurement.

The general framework authorities should be provided with specifically tailored training.

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal agrees in part with the government's assessment. The Swedish Environmental Protection Agency has also suggested that the consumption targets should be anchored with the state authorities by means of a directive.

The consultation bodies: *Stockholm University* is of the opinion that environmental requirements should be set for all procurements made by means of state framework agreements. The necessary skills must be available within the general framework authorities. *The Swedish Trade Federation* and *the Confederation of Swedish Enterprise* shares the opinion of *The Swedish Environmental Protection Agency* that it is important for purchasers at all levels to possess the knowledge required both to draft clear environmental requirements and then to monitor these requirements.

The Swedish National Financial Management Authority is proposing an amendment to the Directive on the coordination of government procurement to make it clear that, when making procurements by means of state framework agreements, attention is paid to the opportunities for issuing environmental requirements. Such a wording would then correspond to the current requirement in the directive that opportunities for small and medium-sized companies to take part in the procurement process must be taken into consideration. In addition, the coordinated

responsibility for the objective would be retained by being included in this directive instead of in the individual authorities' letters of regulation.

The National Agency for Services to Universities and University Colleges is positive towards the proposal of instructing state authorities to reach the targets to be set by the state for public consumption. The Swedish Chemicals Agency concurs with the conclusion that the guidance of state authorities must be strengthened by greening the state framework agreements.

Reasons for the government's assessment: It is important for state authorities to have a clear responsibility for issuing environmental requirements as part of their procurement processes. In this way the matter will be anchored at management level, thus entailing a requirement of the authority to issue environmental requirements as part of its procurement process. It also provides scope and a mandate for the purchasers to issue environmental requirements. Issuing environmental requirements can involve a competitive disadvantage, especially for small companies, since the prerequisites for their participation in framework agreements are further restricted. Access to these is already regarded as difficult, due amongst other things to the large volumes required. This problem therefore requires special consideration, and the requirements must be formulated in a way that is competitive. It is therefore important to consider the extent to which competition is affected.

There are at present approximately 220 state authorities charged with the introduction of environmental management systems. A central feature of the environmental management assignment is drawing up an action plan for continued integration of environmental issues in the authority's operations. For most of the authorities, this is also included in the assignment of working specifically to green their procurement processes within the context of the applicable regulations. Authorities with central environmentally-related duties and authorities that are of considerable significance for the environment, representing a total of about 100 authorities, have also been instructed by the government to report every three years on how it is ensured that environmental issues are integrated into the procurement process.

SEK 7 billion of the state authorities' purchases are made by means of suborders on framework agreements agreed as part of the coordination of government procurement. It is therefore important that these general agreements contain good environmental requirements. This is not often the case at present. According to the Swedish Environmental Protection Agency's report, there are some studies showing that 34 percent of framework agreements do not contain effective environmental requirements. One reason for this is a lack of knowledge about how environmental requirements can be set. The Directive on the coordination of government procurement contains provisions on state framework agreements, amongst other things. The twelve authorities that conclude framework agreements are included in this group of authorities described above which, in accordance with the government's decision on environmental management systems, must green their procurement processes.

It is important that the authorities that draft environmental requirements make use of e.g. the Swedish Environment Management Council's skills and exploit the EKV tool's environmental requirements wherever possible. The aim is to make it easier for procuring units to issue relevant environmental requirements and to ensure that the requirements do not make it harder for companies to take part in the procurement processes. It is also important that the regulatory burden for small and medium-sized companies is reduced. The government's aim is to reduce administrative costs for companies by 25 percent by 2010. The EKV tool and the Swedish Environment Management Council is given the important task of providing support, in consultation with other actors and authorities concerned, in order to be able to issue objective, proportional and measurable requirements. The requirements that are issued must be monitored. It may be a matter of seeing how the requirements affect the market, competition and small companies, and also seeing if they have the desired environmental effects.

4.1.1 Requirement of greening the state framework agreements procured as part of the coordination of government procurement

Reason

The framework agreements account for about SEK 7 billion per year and represent a significant proportion of the state's purchases. The twelve authorities that conclude framework agreements are included in this group of authorities described above which, in accordance with the government's decision on environmental management systems, must green their procurement processes. There may be a need for further control, if the framework agreements are to contain more environmental and better quality requirements.

How

By reviewing the Directive for the coordination of government procurement in order to investigate the possibility of supplementing the Directive with a requirement of issuing cost-effective and properly drafted environmental requirements in the centrally coordinated state framework agreements. The opportunity to use e.g. the EKU tool's environmental requirements in framework agreements should be made use of wherever possible.

Benefit

Increased focus on and control over environmental requirements in coordinated state framework agreements will give clear signals to the suppliers.

4.1.2 Provide tailor-made training courses for the framework agreement authorities

Reason

According to the Swedish Environmental Protection Agency's report, a large number of framework agreements contain environmental requirements. According to the Agency however, the way in which these requirements are presented can often be called into question. Very often the requirement has been in the form of an open question that cannot be evaluated. The effects produced by the environmental requirements will then be only modest. The abilities of the framework agreement authorities in terms of issuing relevant and effective environmental requirements need to be improved.

How

Training should be provided for the twelve framework agreement authorities. This training should be designed specifically for each authority's area of activity/procurement operation. The Swedish National Financial Management Authority is given responsibility for ensuring that this training is provided. It is important that there is cooperation with the Swedish Environment Management Council, Nämnden för offentlig upphandling and the Swedish Environmental Protection Agency. Certain consultation bodies believe that the lack of knowledge concerns all of the LOU. The provision of training for the general agreement authorities in only environmental requirements is therefore not efficient. Cooperation with other authorities is therefore needed, and the training should be made broader for any framework agreement

authorities requiring this. The initiatives and the training must always be discussed with the Nämnden för offentlig upphandling.

Benefit

Improved environmental knowledge within the framework agreement authorities results in better quality of the environmental requirements that are issued in state framework agreements.

4.2 Strategic area 2 – Involve politicians and other decision-makers at local and regional level

The government's assessment: There should be an information campaign directed at politicians and other decision-makers at local and regional levels.

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal agrees in the main with the government's assessment.

The consultation bodies: The majority of the bodies are positive towards the proposal.

The Swedish National Financial Management Authority is of the opinion that having as much support as possible for the targets can only be a positive thing, and it can promote skills amongst the target groups that work in public procurement. *The Swedish Environment Management Council* points out the potential value in this respect of also promoting politicians' and managers' knowledge of and skills in the use of the EKV tool. *Västra Götaland county council* considers information and involvement to be extremely important in creating the demand for environmental products and services.

The Swedish Association of Local Authorities and Regions (SKL) has a positive view of the proposed measures for promoting involvement and for providing politicians, municipalities and county councils with information about the work for a more environmental public procurement process. The SKL and others believe that if the environmental and procurement policies of municipalities and county councils are to continue to be living documents, it is not just politicians and purchasers, but also the operations managers, who should be involved and trained in environmental procurement. This group is often involved in procurement processes by placing orders, and their budgetary responsibilities means they have a key role in ensuring that targets in the action plan can be reached. *Göteborg University* warns against arranging a "kick-off" of any kind. If the intention is to reach as many people as possible, it would be better to make use of an existing institution such as Kvalitetsmässan, which is the largest conference and trade fair in the Nordic region dealing with commercial and social development

Reasons for the government's assessment: The support of management is essential for the success of environmental public procurement. If employees in organisations at local and regional levels are to be given a mandate and resources for issuing environmental requirements for procurements, management's decision is required. Decisions of this kind will mean that environmental procurement can be integrated into the organisations' operational targets. It is important therefore to involve politicians and other decision-makers at local and regional levels in

the work of greening procurement processes. All activities of this kind should be in cooperation with the SKL.

Initiatives must be coordinated with any other public procurement initiatives that the government intends to report back on.

4.2.1 Implement an information campaign aimed at politicians and other decision-makers at local and regional levels.

Reason

Creating involvement and inspiring politicians and other decision-makers at local and regional levels to introduce environmental public procurement. It is also important that they are provided with information about the action plan and given the opportunity to discuss it with experts.

How

An information campaign about the action plan should be implemented, amongst other things in the form of a series of seminars aimed at the target groups represented by politicians and other decision-makers at local and regional levels. The campaign should be run by the Swedish Environment Management Council in cooperation with the Swedish Association of Local Authorities and Regions.

The most important messages should be summarised in simple information material and distributed via the Swedish Association of Local Authorities and Regions and other appropriate channels, such as the regional offices.

Benefit

The desired effect is for more politicians and other decision-makers at local and regional levels to become aware of and interested by the introduction of environmental public procurement.

4.3 Strategic area 3 – Secure the skills amongst purchasers

The government's assessment: A helpdesk for environmental public procurement should be set up. Knowledge of how to issue environmental requirement should be integrated into existing procurement training. A web-based basic course in environmental public procurement should be offered. Information material should be produced on environmental requirements, procurement legislation and legal cases.

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal agrees in the main with the government's assessment.

The consultation bodies: The majority of the bodies are positive towards the proposals.

The Swedish Trade Federation and the Confederation of Swedish Enterprise, in common with the *Swedish Environmental Protection Agency*, is of the opinion that it is important for purchasers at all levels to have the required knowledge to both draft clear environmental requirements and

monitor the requirements that have been issued. The Confederation of Swedish Enterprise finds that the proposed measures aimed at securing skills amongst purchasers at different levels could be a step in the right direction. *Gävleborg county council* thinks that the suggested helpdesk function is a very exciting idea that can provide a powerful boost to the help available from the Swedish Environment Management Council. *The Swedish National Financial Management Authority (ESV)* is generally positive towards measures that could promote the development of skills amongst purchasers. The ESV, amongst others, believes the most effective course of action is to integrate the issuing of environmental requirements into the training that is currently being offered. *The National Agency for Services to Universities and University Colleges* regards the work of raising the level of skills amongst purchasers as a very positive contribution. It is also important not to equate government procurements, state framework agreement procurements, municipal procurements and municipal framework agreement procurements, but to be aware of the differences between them and to offer individually tailored training for the different groups. *Sveriges Ekokommuner* agrees that politicians and civil servants are important in the work of promoting environmental procurement. They look forward to cooperation based on skills-improving initiatives for the above groups, and they back the proposals for strengthening the resources for the Swedish Environment Management Council and development of the ECU tool. A lot of bodies also talk about the need for support in terms of social requirements.

Göteborg University believes with regard to this that it would be a shame to concentrate solely on the environment – even if this were the point of departure for the Swedish Environmental Protection Agency's assignment. *The Swedish Consumer Agency* stresses the importance of similar action plans being worked out for socially adapted public procurement. *The Swedish Institute for Growth Policy Studies* believes that the government should consider the need for a future overall approach to sustainable procurement, similar to what has been done in the United Kingdom. This could result in valuable coordination gains for both procuring units and suppliers, especially small and medium-sized companies.

Reasons for the government's assessment: The Swedish Environmental Protection Agency's questionnaire survey shows that a lack of knowledge as to how environmental requirements can be issued is the greatest obstacle to environmental public procurement. At present, only the Swedish Environment Management Council is actually organising training courses in environmental public procurement. SIPU, which is a training and consultancy organisation, offers a training course in environmental public procurement, which is attended by personnel from the Swedish Environment Management Council. The Swedish Association of Public Purchasers (SOI) training course, "diplomerade upphandlare" [*certificate in procurement*] contains an environmental feature, though to a limited degree. The Landstingsnätverket för Upphandling (LfU) [*county council procurement association*] is a forum for development, cooperation and sharing experience in the area of procurement. The LfU provides a large number of courses and seminars each year that are adapted to the county councils' and the regions' procurement processes. There are also a number of actors offering courses in public procurement in general, amongst them the National Agency for Services to Universities and University Colleges and a number of different universities and university colleges.

While the Swedish Environmental Protection Agency, in its follow-ups, found a lack of knowledge to be a problem, it cannot be assumed that the level of knowledge can be increased primarily by means of courses. Advice by telephone, networks and good examples are other important ways of acquiring skills in this area. A lot of people also say that they have neither the time nor the money to attend training courses. It is clear from the in-depth interview-based survey commissioned by the Swedish Environment Protection Agency, that there is a greater demand for

actual examples of how to issue environmental requirements rather than general courses. A lot of people also do not have access to legal cases that can back up various environmental requirements. Another problem is the legal language, which can be hard to understand for people without a legal education.

A number of actors (operations managers, environmental experts, environmental coordinators, purchasers, buyers, users, suppliers, etc.) also need different types of knowledge – everything from basic environmental facts to detailed training in legislation in this area. This makes it difficult to design a major general training initiative for raising the level of knowledge. The ideal situation would be one in which a large number of short and tailored training courses were designed for specific target groups. One way in which to make training more accessible to more people is to offer web-based courses. The government will in future take various measures in order to improve knowledge about the LOU in general. These measures will be coordinated as the government comes up with new proposals. Amongst other things it is important to reduce the number of authorities with which companies need to be in contact in order to get help with various questions relating to public procurement.

It is also important to find out whether purchasers in limited companies, both privately and publicly owned, might be interested in support from the Swedish Environment Management Council. For further details, see Strategic area 4, section 4.4.4.

The government notes that some consultation bodies have addressed the fact that social requirements should also be set as part of a procurement process. The government considers this to be important, though at the same time it confirms that there is no basis now for presenting any proposals for social requirements in this context.

4.3.1 Setting up a helpdesk for environmental public procurement

Reason

There is a considerable need for practical, concrete help in issuing environmental requirements. Suppliers also need support in the procurement process. The Swedish Environment Management Council does not at present provide any organised telephone advice, though it does devote approximately half a man-year to answering questions. These questions benefit the operation since they indicate the areas in which purchasers and suppliers experience difficulties, what is being done, etc.

How

A telephone and e-mail service should be set up at the Swedish Environment Management Council for providing advice in actual questions concerning environmental public procurement.

Benefit

A help desk will provide concrete and practical help for purchasers, with the result that more people will be successful in issuing effective environmental requirements. A help desk should also be able to make a positive contribution to the Swedish Environment Management Council's work since it provides a good idea of which questions are of current interest, and what obstacles

are experienced by purchasers. As long as incoming questions and the way in which they are answered are structured, compiled and assessed, this could represent a valuable contribution to the Swedish Environment Management Council's quality assurance work.

4.3.2 Knowledge of how to set environmental requirements should be integrated into existing procurement training courses

Reason

One conclusion from the Swedish Environmental Protection Agency's questionnaire survey is that those organisations that have provided their personnel with training in environmental public procurement have made more progress in their work on environmental procurement. However, it has not been established precisely what training is referred to in the answers. At the same time however, some people consider training in environmental public procurement to be too restricted, and they would rather update their knowledge in a general course on public procurement. Others think that environmental requirements should not be presented as something that is particularly difficult or special, requiring special training for just that area. Environmental requirements should therefore be included to a greater degree than is presently the case in general public procurement training. The main purpose should be giving the course participants some understanding that it is all right to issue environmental requirements, and knowledge of how to go about this.

How

Training material is being developed that is intended to be included as a natural component of the existing training in public procurement. The material should be offered by the Swedish Environment Management Council to those providing public procurement training.

Benefit

Improved skills in terms of how to draw up environmental requirements for a procurement process.

4.3.3 Offer a web-based basic course in environmental public procurement

Reason

In order to offer a basic introductory course in environmental public procurement to anyone who needs one, but who has neither the time nor money required for a lengthy training course. The course must contain entries, hints and links indicating where in-depth knowledge (literature, training courses, networks, actors, etc.) can be found.

How

A web-based basic course in environmental public procurement should be developed and provided on the Swedish Environment Management Council's website.

Benefit

More people complete the Swedish Environment Management Council's environmental public procurement training, which in turn means more procurements with effective environmental requirements.

4.3.4 Produce information material about environmental requirements, procurement legislation and legal cases

Reason

There is a mistaken conception that the LOU prevents purchasers from issuing environmental requirements. There is also a significant fear that issued environmental requirements will be the subject of revision by an administrative court.

How

Information material should be produced by the Nämnden för offentlig upphandling in collaboration with the Swedish Environment Management Council, containing the message that it really is all right to issue environmental requirement, that it is permissible by law. This material should contain, amongst other things, a summary of legal cases relating to issued environmental requirements. The summary should relate to legal cases in which the matter in principle relating to environmental requirement is assessed, and not cases where the environmental requirements have been of poor quality.

There is some value in the supervisory authority being responsible for sending this out.

The material should be distributed via, amongst other channels, the Swedish Environment Management Council's and Nämnden för offentlig upphandling's websites. It could also be used in public procurement training courses.

Benefit

More people will be encouraged to issue effective environmental requirements.

4.4 Strategic area 4 – Offer an effective and simple tool

<p>The government's assessment: The objective for the EKU tool should be clarified. The quality, content and level of the environmental criteria should be reviewed, as should its user-friendliness and functionality. The EKU tool should be re-launched and marketed. The connection between EKU and environmental marking should be clarified.</p>

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal agrees in the main with the government's assessment.

The consultation bodies: The majority of the bodies are positive towards the proposals. There are many who emphasise especially the need for increased resources for the Swedish Environment Management Council and the work with the EKU. *The Swedish Competition Authority* has no objections against the proposals in this section, the aim of which is to provide a national web-based procurement tool with environmental requirements. The Authority wishes however to point out the importance of the fact that an analysis of the effects on competition is integrated in the work with the tool. *The City of Stockholm* believes that the EKU tool is an important source of help in issuing relevant environmental requirements as part of the procurement process. The criterion documents should be reviewed and in several cases tightened up, and the requirement level needs to be more uniform both within individual product groups and between different product groups. There is also a need for continual updating of the criterion documents in order to promote use of the tool. A clearer structure is also needed. *The NOU* supports the proposed provision of a tool in order to facilitate the issuing of requirements as part of the public procurement process. The tool should be based on the market, insofar as the requirements are not set at a level that is too far from what can be provided. Attention should be paid to the competition aspect when designing a tool of this kind.

The Swedish Administrative Development Agency confirms that the EKU tool does not have any requirements for many of the framework agreement areas within IT procurement. *The Swedish Association of Local Authorities and Regions (SKL)* believes that those areas where the greatest environmental benefit can be achieved by means of effective procurement are transport, energy and energy-efficient products, and also construction, including contracts and services. The SKL assumes that measures in these areas will be given greater priority in subsequent work on the EKU tool, amongst other things. *The Confederation of Swedish Enterprise* believes that, with regard to what is stated in the report to the effect that the EKU tool should move towards environmental marking, it is important to remember that the marking itself must never be a condition in the procurement, but only the criteria on which the marking is based, and that it follows from this that other products that meet the same criteria must also be approved. The criteria must also be open and transparent to manufacturers based outside Europe. *The National Board of Trade* also points out that the EKU tool and environmental marking are two distinct things. Whereas the EKU tool must be based on environmental facts and current requirements contained within existing legislation, environmental marking is a voluntary tool which is intended to tighten up the criteria for pointing out the very best products from an environmental perspective. These two systems should therefore be kept distinct in order not to provide a basis for discrimination against products from other countries. A lot of bodies stress the importance of following up the environmental requirements.

The Swedish Association of Green Motorists is of the opinion that developing methods for following up environmental requirements has so far been a neglected part of the EKU, and one that should be emphasised in future. *Gävleborg county council* stresses the point that effective tools for following up environmental requirements in the assessment criteria are at least as important as actually issuing the requirements as part of a procurement process. *The Swedish Environment Management Council* believes that technological procurement is an important part of keeping up-to-date with technological development in the field and for stimulating the production of front products. Here, the Swedish Environment Management Council could make an important contribution by continuously feeding the results from technological procurement into the daily procurement work using the EKU tool's criteria.

Reasons for the government's assessment: One of the EKU delegation's main proposals was the provision of a national web-based procurement tool with environmental requirements. This resulted in the EKU tool. The tool is administrated by the Swedish Environment Management Council on behalf of the government. Operations have so far been financed by state grants, which in 2006 were increased to SEK 5 million.

A national tool is essential for succeeding in advancing environmental public procurement on a broad front. It saves time and resources for purchasers and presents the suppliers with harmonised requirements. The studies carried out by the Swedish Environmental Protection Agency show however that the EKU tool has a number of failings which should be rectified before the tool becomes ideal for users and achieves its full effect on the market. The criterion documents should, for example, be reviewed and the user-friendliness of the website should be improved. The current user numbers are about 150 distinct visitors each day, and there is considerable potential for expanded use.

The way in which the EKU tool currently works best is in the worst products in environmental terms being dropped. In this way the entire market is shifted towards a better average value. There is however the opportunity for those purchasers who want to go further, depending on how they make use of and weight the suggested evaluation criteria. The EKU tool should eventually be added to so as to include suggestions for particularly high environmental requirement, referred to as "spearhead criteria". This would favour the best products on the market in environmental terms, and it could also stimulate the development of environmental products. In this way, public purchasers can select which level of environmental requirements they wish to use. One prerequisite when issuing environmental requirements is, as has already been mentioned, that the requirements should be compatible with the LOU and with Community law.

Setting higher requirements can also drive the development of innovation and technology. A bigger incentive is created to develop more environmental products, services and technology throughout their lifecycles. Technological procurement, i.e. ordering entirely new technology to be brought onto the market, is important for getting new environmental products and services onto the market. The Swedish Energy Agency has considerable experience of technological procurement. Vinnova and Nutek have submitted proposals to the government as to how technological procurement can promote the development of innovation and technology. It is important that the Swedish Environment Management Council develops this area in collaboration with, amongst others, the Swedish Energy Agency, Vinnova, Nutek and Nämnden för offentlig upphandling.

It should also be noted that the intention with environmental marking criteria is often to encourage the 25 percent of the market with the least environmental impact.

Environmental marking criteria therefore form a good basis and addition to the EKU tool for those purchasers wishing to go further in their environmental requirements. There is however a need to clarify to purchasers how the various tools can be used, e.g. the Confederation of Swedish Enterprise has expressed the important view that it must never be the marking itself that constitutes conditions in the procurement, but only those criteria on which the marking is based, and that it follows from this that other products that meet the same criteria must also be approved. Another clarification also reduces the risk of incorrect use of environmental marking in procurement and the risk of discrimination against products from other countries. It is important to pay attention to the competition aspects.

4.4.1 Clarify the objective for the EKU tool

Reason

There is no overall objective for what the EKU tool is intended to achieve, which results in uncertainty amongst both the interested parties and users as to how the EKU tool works.

How

The Swedish Environment Management Council should develop the tool with a view to offering proposals for environmental requirements for a complete set of product groups for public procurement. Targets should also be established for increasing the number of users of the tool.

Benefit

It is becoming clear to all interested parties what they can expect from the EKU work and the EKU tool in general. Clearer follow-up is essential for assessment.

4.4.2 Review the quality, contents and level of the criteria

Reason

The Swedish Environmental Protection Agency's review of the EKU tool reveals that, in most of the cases investigated, it had an effect in the direction of reduced environmental impact, but that in many cases the requirements were set too low. The requirement level is uneven, both within individual product groups and between different product groups. A general overview is required. Another comprehensive round of analysis is required on which to base both the production of new requirements and a review of current requirements. This analysis work can include a review of what the market looks like in terms of the environmental performance of various products, the level of market maturity for the product group in question, technological development and solutions that are possible in the short and long term, any additional costs that are acceptable in order to develop more environmental products, and also verification methods that are suitable for use in facilitating the purchasers' work.

Work should also be started on specifying "spearhead criteria". There will accordingly be an *opportunity* for purchasers to select which level of environmental requirement they wish to use – "ordinary" or "spearhead". Support is thus provided to those purchasers wishing to set higher environmental requirements. As mentioned previously, it is important that the principles contained in EC law on non-discrimination, equality, transparency and openness, proportionality and mutual recognition are observed.

How

The Swedish Environment Management Council, in collaboration with a group of experts, should review the criterion documents currently contained within the tool with regard to structure and level and suggest how work could be enhanced and improved in terms of the formulation and scope of future criteria for a complete set of product groups in the EKU tool.

Benefit

A more easy-to-use, complete and homogeneous tool supports and increases the use of common and well-founded environmental criteria in public procurement. This measure is essential if the work with the EKU tool is to produce the desired effect. "Spearhead criteria" allow for an even greater driving force in the direction of a more environmental production with innovation and technological development.

4.4.3 Review user-friendliness and functionality

Reason

It is important that the tool is easy for purchasers to use. This applies both to the ease of finding and downloading criterion documents and the aesthetic appearance of the website. Discussions with users have revealed that there are deficiencies in the EKU tool from a user perspective. Amongst other things, the tool is seen as muddled and variable. Another failing is the statistics from the website. For example, it is not possible to extract information about the number of downloaded criterion documents.

How

The Swedish Environment Management Council should put together a working team made up of purchasers with the task of adapting the website to meet the needs of the target group.

Benefit

A tool that is easier to use and which looks better will generate more repeat users. An improved statistics tool will produce more monitorable statistics for the number of downloaded criterion documents, amongst other things.

4.4.4 Re-launch and market the tool

Reason

The survey based on interviews with purchasers shows that there are a great many opinions about the EKU tool. It has a patchy history and some purchasers have not used it since the days of the

EKU delegation. Dissatisfied users have not returned since then. Some purchasers were not even aware of the tool. It is therefore necessary to implement a marketing initiative.

It is important that something is done about the quality of the environmental criteria and user-friendliness before the re-launch.

The Swedish Environment Management Council should also find out whether any support is needed for purchasers in limited companies, both privately and publicly owned.

How

The Swedish Environment Management Council should re-launch and market the tool.

Benefit

Increased awareness of the ECU tool will result in more users.

4.4.5 Clarify the connection between ECU and environmental marking

Reason

Clarifying for users what options they have for using the ECU tool and environmental marking criteria for in their procurement processes. This also reduces the risk of incorrect use of environmental marking in procurement and the risk of discrimination against products from other countries. Particular attention must be paid to the competition aspects.

How

The Swedish Environment Management Council and SIS Miljömärkning should synchronise their announcements to the purchaser target group so as to make clear connections and differences between the ECU tool and environmental marking. This should be included in their training course and in other information for purchasers and other concerned parties.

Benefit

Greater understanding and certainty amongst purchasers as to how they can use ECU and criteria for environmental marking in order to issue environmental requirements with their procurement processes.

5 Monitoring the action plan

The government's assessment: the Swedish Environmental Protection Agency should continuously follow up the development of environmental requirements in public procurement, including the results of the action plan. Where necessary, the Swedish Environmental Protection Agency should collaborate with involved actors, including procuring authorities and suppliers.

The Swedish Environmental Protection Agency's proposal: The Swedish Environmental Protection Agency's proposal agrees in the main with the government's assessment.

The consultation bodies: Most of the bodies are positive towards the proposals. *The Swedish Board for Accreditation and Conformity Assessment* assumes that the implemented proposals will be followed up and that the targets will then be further adjusted. *The Swedish National Financial Management Authority* is in favour of the Swedish Environmental Protection Agency assessing the way in which environmental issues are used in the state framework agreements. It would however be desirable if the assessment could cover more framework agreements than in previous studies in order to achieve, if possible, greater reliability and validity in the results from the study. *Skåne county council* confirms that questionnaire studies, qualitative studies and case studies are mentioned in the report as appropriate methods. The county council does not have any other opinion, but would like to emphasise the last two methods in particular. The possibility of conducting more than the stated 5–7 case studies should be investigated. *Sveriges Ekokommuner* writes that they are collaborating with the Swedish Association of Local Authorities and Regions as part of the MINK project for producing indicators for monitoring local work on environmental targets. Reports received from the municipalities as part of this project can be used as a part of the basic data in the national monitoring of the action plan.

Reasons for the government's assessment

In general, the assessment of public procurement is a neglected area. The statistics that are available are unreliable. There is uncertainty with regard to the amounts of money being handled and what is being procured.

The questionnaire put out by the Swedish Environmental Protection Agency, which has conducted several reviews in this area, included a question asking whether people issue environmental requirements in their procurement processes. As a result, there is some idea of the development in this area. Very little however is known about how environmental requirements are formulated and what effect they have on the actual procurement process. The survey study shows that systematic monitoring from an environmental perspective is restricted. 50 percent of county councils are working on this, and also 34 percent of municipalities and 29 percent of authorities within the state.

According to the assignment concerning environmental management systems for state authorities, see section 4.1, those authorities with central environment-related duties and authorities that are of considerable significance for the environment, representing a total of about 100 authorities, must report every three years on how it is insured that environmental issues are addressed as part of procurement. Municipalities and county councils could report back on their work on environmental requirements for public procurement on a voluntary basis. In order to be able to further follow up development, the following studies should be conducted.

The Swedish Environmental Protection Agency must carry on with its work of continuously monitoring the development of environmental requirements for public procurement, including the results of the action plan. Where necessary, the Swedish Environmental Protection Agency should collaborate with other involved actors, including both procuring authorities and suppliers.

Questionnaire studies on environmental requirements in procurement

Questionnaire studies should be carried out amongst those in charge of procurement at state, municipality and county levels, in accordance with the Swedish Environmental Protection Agency's previous model. The follow-up should also include the national objectives.

Case studies on environmental requirements in procurement

Case studies can give a better picture of what makes the setting of environmental requirement easier or harder, the way in which environmental requirements effect procurement, and prerequisites for following up. A qualitative review of a representative selection of procurements will result in improved knowledge, amongst other things regarding which environmental requirements are issued, what effect they have actually had on the procurement, whether there has been any follow-up, etc. The follow-up must also include the national objectives.

Assessments of environmental issues in state framework agreements

Qualitative studies of state framework agreements should be carried out as in the Swedish Environmental Protection Agency's previous model. The follow-up must also include the national objectives.

6 The way forward – key actors

The government's assessment: Nämnden för offentlig upphandling (NOU) supervises public procurement. The Swedish Environment Management Council however is a key actor in promoting the development of environmental procurement. It is important that the Swedish Environment Management Council carefully follows development of the work on measures and their effects, in order to be able to function as the best source of support for purchasers in the long term. The Swedish Environment Management Council, under the direction of the Government Offices, should participate in the work of representing Sweden in EU collaboration and in international collaboration on environmental requirements for public procurement. The collaboration with the EC Commission is particularly important. Collaboration between the Swedish Environment Management Council, the Swedish Environmental Protection Agency and other concerned authorities is important. The Swedish Environmental Protection Agency should report back to the government as is necessary with proposals for continued work.

Reasons for the government's assessment: Responsibility for developing environmental public procurement is at present unclear. Operational responsibility for implementing the action plan will rest with the Swedish Environment Management Council, which will accordingly be the key actor for promoting development. The Council's role is that of an expert authority to which purchasers can turn for advice on how to issue environmental requirements. It is important that the Council carefully monitors development of the work on measures and their effects, in order to be able to function as the best source of support for purchasers in the long term. The Swedish Environment Management Council should also be able to offer support to commercial purchasers, e.g. training courses.

In international terms, environmental public procurement has long been an important environmental political tool. Like the EU, organisations such as the UN and the OECD have environmental public procurement programmes. It is a prioritised tool for use in, amongst other things, the work in connection with the implementation plan from the World Summit on Sustainable Development in Johannesburg in 2002, and also in the EU's work on an action plan for environmental technology and an integrated product policy, an IPP. The EU's strategy for sustainable development contains a number of operational targets, one of which addresses increased environmental requirements for public procurement. In recent years, the EC Commission has strengthened the development of and coordination in relation to this matter, and it is about to develop a toolbox containing tips and advice for public procurement which is expected to be ready at the start of 2008. A number of consultation bodies have expressed a wish for clarification of the Swedish Environment Management Council's responsibility. The Swedish Environment Management Council, under the direction of the Government Offices, should participate in the work of representing Sweden in the international collaboration on environmental requirements for public procurement. The collaboration with the EC Commission is particularly important.

The Swedish Environmental Protection Agency has responsibility for monitoring the effectiveness of various tools in achieving environmental quality targets. The Agency should be responsible for continuously following up the development of environmental requirements for public procurement processes where the action plan is an essential part, see also section 5. The results of these follow-ups should also be assessed and analysed. Based on these follow-ups and analyses, the Agency should present proposals for continued work on increased environmental requirements for public procurement.

Good collaboration between the Swedish Environment Management Council, the Swedish Environmental Protection Agency and other concerned authorities is important. The Swedish Administrative Development Agency (VERVA) and the Swedish National Financial Management Authority (ESV) are key actors in the work on the state framework agreements. VERVA has responsibility for coordinated procurement for public administration in the field of information technology. The ESV is responsible for developing and following up the coordination of state purchasing and otherwise carrying out the duties as stated in the Directive on the coordination of government procurement. Neither has responsibility for integrating into their regular activities in the best way possible the targets and measures that are of relevance and which follow from this action plan.

The NOU is the supervisory authority for the LOU. The NOU must work to achieve effective procurement and distribute information by means of newsletters, publications, conferences etc. According to the action plan, the NOU in collaboration with the Swedish Environment Management Council, must produce information material about environmental requirements, jurisprudence and legal cases. The material can be distributed via, amongst other channels, the Swedish Environment Management Council's and the NOU's websites. It could also be used in training courses in public procurement. There is considerable value in having the supervisory authority send this out. Increased collaboration between the NOU and the Swedish Environment Management Council is also very important. There is an intention this year to incorporate the NOU into the Swedish Competition Authority.

Municipalities and county councils are some of the principle actors. They make their own decisions as to whether and to what degree they are to green their procurement processes. The Swedish Association of Local Authorities and Regions is working to promote environmental public procurement in municipalities and county councils, amongst other things by means of networks, training courses and information initiatives. It is important that this promotion work continues and that it supports the action plan in its national targets, actions and follow-up work. The government intends to commission the Swedish Environmental Protection Agency and other authorities to carry out the measures described in the action plan. The government also intends, in consultation with the Confederation of Swedish Enterprise and the Swedish Association of Local Authorities and Regions, in an owner's directive to the Swedish Environment Management Council, to commission the Council to take actions and to work in accordance with what is stated in the action plan.

Requirements and current status as in the Swedish Environmental Protection Agency's report

Legal requirements for environmental public procurement

The law does not currently present any obstacle to environmental public procurement. Public procurement in Sweden is regulated by the law (1992:1528) on public procurement, the LOU, which in turn is based on EC Directives. As of 01 February 2006, new EC Directives in this area, these being Directive (EC) 2004/17 coordinating the procurement procedures of entities operating in the water, energy, transport and postal service sectors, and Directive (EC) 2004/18 on the coordination of procedures for the award of public works contracts, public supply contracts and public service contracts. The Directives provide an opportunity but not an obligation to issue environmental requirements for procurement processes. In accordance with the EC Directive, environmental requirements can be issued at the various phases of the procurement: qualification requirements, assessment criteria and in particular terms of contract during the execution phase. The procurement process must be transparent and the requirements must be proportional and in accordance with other fundamental principles of EC law.

Organisation and responsibility for environmental public procurement

Currently there is no clear allocation of responsibility for environmental public procurement at central level. The Swedish Environment Management Council has responsibility for the EKU tool. Other actors do not have any clear instructions with regard to environmental public procurement.

The Swedish Environment Management Council

The Swedish Environment Management Council is a limited company that is jointly owned by the state, the Confederation of Swedish Enterprise and the Swedish Association of Local Authorities and Regions. The Council is currently the central actor for promoting the operational work of environmental public procurement. The Council has been commissioned by the government with the administration and development of the EKU tool, a web-based database containing proposals for environmental criteria for procuring goods and services (www.eku.nu). It also arranges training courses and distributes information about environmental public procurement.

Nämnden för offentlig upphandling

The NOU is the supervisory authority for public procurement. It has a staff of eight whose tasks include (in addition to supervision) monitoring legal developments, providing support to the Government Offices, distributing information and being responsible for statistics. The NOU does not have any specific instructions to promote environmental public procurement. The government has proposed that the NOU should be incorporated into the Swedish Competition Authority in July 2007, which would result in the authority being strengthened. The authority's future instructions and duties relating to public procurement will be reviewed. It is important to have effective supervision of public procurement.

The coordination of government procurement

The coordination of government procurement (SIS) at the ESV has the task of coordinating state framework agreements. The coordination of government procurement is regulated by the Directive (2005:864) Coordination of government procurement. The purpose of the coordination of government procurement is to make the authorities' purchasing activities cost-effective, thus saving money for the state. In 2005, the total turnover on the coordination of government procurement's framework agreements came to a little over SEK 6.4 billion. The coordination of government procurement has no instructions to work on environmental public procurement.

Authorities concluding framework agreements

The twelve authorities that conclude framework agreements are the Swedish Labour Market Administration, the National Courts Administration, the Swedish National Financial Management Authority, the Armed Forces Property Specialists, the Swedish Defence Materiel Administration, the Swedish Armed Forces Logistics organisation, Lantmäteriverket, the Swedish National Debt Office, the National Police Board, the National Tax Board of Sweden, the Swedish Administrative Development Agency (Verva) and the National Agency for Services to Universities and University Colleges. All of them, in their work on environmental management systems, have instructions to green their procurement processes.

The Swedish Environmental Protection Agency

The Swedish Environmental Protection Agency works on monitoring the environmental public procurement instrument by, amongst other things, regular questionnaire studies. The Agency also suggests improvements to the instrument. The Swedish Environmental Protection Agency does not however have any specific instructions to promote environmental public procurement.

State authorities

As part of their work with environmental management systems, state authorities have the task of greening their procurement processes. The environmental management work includes a network for purchasers. A lot of state authorities are very small, with over a half of them having fewer than 100 employees and almost a half fewer than 50. Most of them do not have an appointed procurement manager or any function of this kind.

Municipalities and county councils

Municipalities and county councils decide autonomously if and to what degree they are to green their procurement processes. The Swedish Association of Local Authorities and Regions is an interest organisation for municipalities and counties. The organisation works to promote environmental public procurement in municipalities and county councils by means of, amongst other things, networks, training courses and information initiatives.

The purchaser's role

Procurement processes within the organisations are affected by a number of important actors. Firstly there is the political leadership, which sets overall targets and policy for the operation. Next, there are the operations managers, who decide what their operations will be procuring. Finally, there are the purchasers, who actually make the procurements and draw up the environmental requirements. In order for environmental public procurement to succeed properly in an organisation, all three actors have to work together. The management must want to buy environmental products and services, and at the same time the operation and the purchaser must be able to issue relevant environmental requirements.

Suppliers

Public demand is of considerable importance for the suppliers, and very often the municipality, for example, will be the supplier's only customer and therefore of decisive importance for the supplier's survival. According to Nutek's report "Småföretag och offentlig upphandling" (R 2005:21), the biggest obstacle to the involvement of companies is that they do not have the capacity to supply the volumes required. Complications and administration are also seen as a problem for companies once they have submitted a tender. Large-scale procurements exclude smaller actors, and many more are excluded because the suppliers see the companies' time and costs as an obstacle to submitting tenders. It is very important that the requirements are drafted so as not to exclude small suppliers in particular.

Current situation

The Swedish Environmental Protection Agency regularly monitors the way in which environmental public procurement is developed in Sweden. Both questionnaire studies and qualitative studies have been conducted for both state framework agreements and other procurement processes. Before the action plans are worked out, there is also an interview survey at government, municipality and county levels, as well as an assessment of the EKU tool. Below is a summary of the current situation and also the results from the individual studies.

Summary of the current situation

Sixty percent of procurement managers at government, municipality and county levels say that they regularly issue environmental requirements as part of their procurement processes. About sixty percent of all procurement processes entail environmental requirements. In almost half of these cases however the requirements are worded in such a way that they do not have any consequences in terms of the object of the procurement. Amongst other things, this is a sign of a lack of knowledge as to how environmental requirements should be worded. The same applies to the state framework agreements. Almost all state framework agreements contain environmental requirements, but in a third of these agreements the environmental requirements are worded in such a way that they do not have any consequences in terms of the object of the procurement. The EKU tool is not used as much as it could be. A review of the environmental criteria in the tool reveals that a review of level and structure is required.

Factors in the success of environmental public procurement are support by management, a reasonable budget, knowledge about procurement law, access to environmental skills, a tool that is easy to use and assessment methods.

Environmental public procurement – a 2004 questionnaire study, Swedish Environmental Protection Agency report 5445

The report, which addressed procurement managers at all municipalities, counties and state authorities, and which had a total of 558 respondents and a response rate of 77 percent, shows amongst other things that:

- 60 percent of procurement managers always or frequently issue environmental requirements as part of their procurement processes (municipality 70 percent, county 80 percent, state 40 percent).
- 34 percent have given their personnel training in environmental public procurement (municipality 43 percent, county 86 percent, state 19 percent).
- 42 percent use the EKV tool (municipality 62 percent, county 86 percent, state 14 percent).
- 32 percent work with some form of review of their procurement processes from an environmental perspective (municipality 34 percent, county 50 percent, state 29 percent).
- 48 percent see the biggest obstacle to environmental public procurement as being a lack of knowledge about how to issue environmental requirements.
- 64 percent would like help with drafting environmental requirements.

The study shows that the counties have made the most progress with environmental public procurement, followed by municipalities and finally state authorities.

The study also reveals that a lack of knowledge is a big problem and that those organisations where the personnel have undergone training have made more progress in their work on environmental public procurement.

Environmental issues in state framework agreements, Swedish Environmental Protection Agency report 5400

This study, which was carried out in 2003, involved the detailed review of nineteen state framework agreements in order to see which environmental requirements had been issued as part of the procurement processes. The review showed that, with one exception, all the framework agreements contained environmental requirements. The inquiry documents however were not very different from each other in terms of clarity, and in seven of the nineteen reviewed framework agreements, the environmental requirements were considered to have been formulated in such a way as not to have any consequences for the subject of the procurement processes. The results show that environmental issues had not been integrated sufficiently into state framework agreements for all the agreements to contain requirements that have consequences in the procurement process. The study also indicates a considerable inconsistency in terms of environmental requirements in the various framework agreements. Certain framework agreements contained a number of environmental requirements, while others did not contain any. Such differences were also in evidence between framework agreements that had been procured by the same authority. In many cases, the authorities also chose to issue environmental requirements relating to entirely different environmental aspects.

In-depth study of environmental public procurement in public services, ARS Research 2005

The study, which was conducted in the summer of 2005, entailed in-depth interviews with purchasers and procurement managers in six authorities, three counties and five municipalities. A total of 24 individuals were interviewed.

The study shows that just about everyone claims to work with environmental public procurement in some way. The decision concerning environmental procurement is taken high up within the organisations, usually in the form of guidelines from politicians. The operations managers however make the final decision as to what should be the subject of the procurement.

Environmental requirements however play a secondary role in most organisations' procurement processes. Function and price are of primary importance. There is some uncertainty as to how much more environmental products may cost. Only a few people work on estimating lifecycle costs since this is considered too complicated.

A lot of people see the LOU as an obstacle to environmental public procurement, and there is some anxiety about making a mistake in the procurement process and ending up in a revision procedure. There is a call for legal cases and good examples showing which environmental requirements can be issued. There is also some ignorance as to what is environmental, and a lot of people do not have access to any environmental resource. There is also a call for knowledge about specific products and about what environmental requirements can be issued and there is a desire for training and tools for assessment and review. Use of the EKU tool is low amongst those interviewed, and many of these people have not been on the website for a long time. The tool is considered to be messy. Some people think the requirements in the EKU tool are too low, while others think they are too complicated. A lot of respondents think that EKU is updated too slowly and contains too few products.

List of consultation bodies for the Swedish Environmental Protection Agency's report "A more environmental public procurement process – proposed action plan" (report 5520 December 2005)

The Swedish National Audit Office, Svea Court of Appeal, Linköping city court, Gothenburg administrative court of appeal, Stockholm County Administrative Court, The National Courts Administration, the National Police Board, the Swedish Board for Accreditation and Conformity Assessment, the National Board of Trade, the Swedish Armed Forces, the Swedish Defence Materiel Administration, Apoteket AB, the Swedish National Financial Management Authority, Nämnden för offentlig upphandling, The Swedish Agency for Public Management, Nämnden för elektronisk förvaltning, the National Agency for Services to Universities and University Colleges, Stockholm University, Göteborg University, Umeå University, The Swedish Consumer Agency, the Swedish University of Agricultural Sciences, the Swedish University of Agricultural Sciences, Umeå, SIS Miljömärkning AB, the Swedish Energy Agency, AB Svenska Miljöstyrningsrådet, the Swedish Road Administration, Luftfartsverket, The Swedish Competition Authority, The Swedish Agency for Economic and Regional Growth, the Swedish Institute for Growth Policy Studies, the City of Stockholm, Sölvesborg municipality, City of Göteborg, City of Karlstad, Örebro municipality, Ludvika municipality, Skellefteå municipality, Kiruna municipality, Stockholm County Council, Jönköping County Council, Skåne County Council, Västra Götaland County Council, Gävleborg County Council, the Swedish Association of Local Authorities and Regions, the Swedish Society for Nature Conservation, the Swedish Trade Federation, the Confederation of Swedish Enterprise, Företagarna, Svensk Energi, the Swedish Federation of Consulting Engineers and Architects, the Swedish Confederation of Professional Employees, the Swedish Confederation of Professional Associations, Landsorganisationen i Sverige, Almega, the Swedish Association of Green Motorists, IT-företagen, the Commission for Competition, KRAV ek. för., Sjukvårdsleverantörernas förening, the Swedish Public Transport Association, the Swedish Association of Architects, the Swedish Construction Federation, Sveriges Ekokommuner, the Swedish Renewable Energies Association, the Swedish Association of Public Purchasers, E-nämnden, the Swedish Forest Industries Federation, the Swedish Administrative Development Agency, the Swedish Association of Industrial and Institutional Hygiene Products, the Swedish Chemicals Agency, Däckspecialisternas Riksförbund, Peter Rosengren

Ministry of the Environment

Extract from minutes of the Government meeting on 08 March 2007

Present: Minister Olofsson, chairman, and Ministers Bildt, Ask, Husmark Pehrsson, Odenberg, Larsson, Erlandsson, Torstensson, Carlgren, Hägglund, Björklund, Carlsson, Littorin, Borg, Malmström, Sabuni, Billström, Adelsohn Liljeroth, Tolgfors.

Secretary: Minister Carlgren

The Government decides on official letter re. environmental public procurement
Annex 3