

## The Effect of POPPS in 60 Public Catering Units In the of Municipality of Aalborg

Integrated Food Studies - 4. Semester

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### Abstract

The purpose of the study was to investigate how participators from 60 catering units in the municipality of Aalborg was affected by training provided by project EkoLogika and if the training provided created value for in their daily practise.

All In relation to the implementation of public organic procurement policies supported by the food and farming policies. The training consisted of how to handle organic produce in the kitchen.

**Method** - A document study was conducted with qualitative and quantitative data, gathered by team members of EkoLogika. Practice theory and governance theory was applied as an analytic tool.

**Result** – the result showed an increase in job satisfaction among participators as well as an increase in knowledge of their practise. Also an overall average increase of the

## Effekten af Offentlig Indkøbs Politik I 60 offentlige Catering enheder I Aalborg Kommune

### **Abstract**

Målet med studiet var at undersøge hvordan deltagere from 60 catering enheder fra Aalborg kommune

Blev de påvirket af den træning som EkoLogika stod for og om træningen gav mere mening in deres daglige praksis.

Alt dette I relation til de offentlige økologiske indkøbs politikker som er støttede fødevarer og landbrugs politikker.

**Metode** – et dokument studie med kvalitativ og kvantitativ data indhentet af medlemmer af projekt EkoLogika.

Praksis teori og governance teori blev brugt som analytisk instrument.

**Resultater** – resultatet viste en øget job tilfredshed blandt deltagerne samt I forøgelse af deres viden om deres praksis

En generel stigning af den økologiske køkken procent på 27, 85 % blev målt

**Value** – studiet giver indsigt ind I daglige hso de som arbejder med effekten af de offentlige økologiske indkøbs politikker. Dette kunne potentiel bruges i fremtiden til at forbedre implementeringer inden for samme område.

**Keywords:** Offentlig, Indkøbspolitik, Politik, EkoLogika, Praksis teori, Sustainable Development, Fødevarer og Landbrugs Politik, Aktionsplan, Governance.



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## Introduction

Organic produce has made its way into public institutions in Denmark. In 2013 public institutions were responsible for 36 % or 341 million of the 948 million DKK spent on organic produce by public catering units (Okologi.dk, 2016). This can be seen as a direct result of the Danish government's prioritisation and commitment to public organic procurement policies (POPPs).

The idea of POPPs came about in 1995 when the Danish government commissioned a plan to promote organic food and farming in Denmark (statsnet.dk, 2016)..

This was done as one of the direct responses to the 1987 Brundtland report (Burton, 1987) and the 1992 Rio de Janeiro Earth Summit (Un.org, 2016), both calling for more sustainable development (SD).

The plan was named Aktionsplan 1 (Action Plan 1) and contained 65 recommendations on how to promote organic food and farming policies on different levels. Four of the recommendations suggested how to use public catering units as an opportunity or instrument to market organic produce by creating a steady demand (statsnet.dk, 2016).

For those recommendations to succeed, the Public Organic Procurement Policies – POPPs, have been one the most important policy tools to fuel the adoption by the general public. The use of POPPs was supported by the aforementioned food and farming policies (OFFP) and their role was further extended, developed, and defined with the successors of Action Plan 1, the 1999 Aktionsplan 2 (Action Plan 2) (statsnet.dk, 2016), and the 2012, 2020 Plan. At this point, the role of POPPs had progressively become a very central instrument in reaching the goals of the 2020 Plan (Ministeriet for fødevarer, Landbrug og Fiskeri, 2012).

In 2012, acknowledging a need for trainingal and informative initiatives, the Danish government set aside DKK 28 million for 2012 and DKK 28 million for 2013, that through cooperation with the government, regions, and municipalities would help facilitate the conversion of conventional public catering units into catering units with at least 60 % of the produce being organic (Ibid).

One of the initiatives that was granted funding was the EkoLogika project; this goal of the project was to educate 400 catering employees within the field of applying and converting organic and local produce in public catering units, whilst at the same time facilitating the cooperation between catering unit and local farmers (Appendix 9).

The premises of Ekologika was to ensure that organic produce become an embedded and grounded daily practice among food-services empolyees and practitioners. A major success criterion for the project was to ensure that any changes in existing practices were perceived and understood as meaningful to the every-day of shop floor employees, as this too helped safeguard a successful implementation of POPPS. In light of this, social theories of practices are an important foundation for understanding the dynamics related to such a transition.

A good example being, how might kitchen employees react when asked to change their common praxis, in a very top down approach? An approach which could easily be perceived as a “being told to do so” practice, with little consideration for what the employees might actually be able to offer; hereby also hinging the ultimate success or failure of the implementation to the competency and talent mix of the employees.

To understand what happens when an employee praxis is changed, and how a said praxis can be influenced by employees, as well as how it affects them, I will use practice theory and governace theory implementation and data gatrher by team EkoLogika as means to analyse the phenomenon. Practice theory offers an analytic approach into investigating everyday social life by focusing on practices as being performative and positioning social life in performative processes, thereby making theoretical assumptions about the practices more open (Halkier and Jensen, 2008).

This leads to the research question: “In relation to the implementation of public organic procurement policies, supported by the Actions Plans and Organic food and farming policies, what effect has the training had, and did it create value for the participants?”

**Key Words:** Public, Organic, Procurement, Policy, Ekologika, Practice theory, Sustainable Development, Food and Farming Policy, Action Plan, Governance.

## Abbreviations

SD = Sustainable Development

POPPS = Public Organic Procurement Policy

Catering unit = kitchen that is selling, serving or producing meals for customers, patients, children, and or employees

The Conversion = In reference to the organic conversion this paper revolves around.



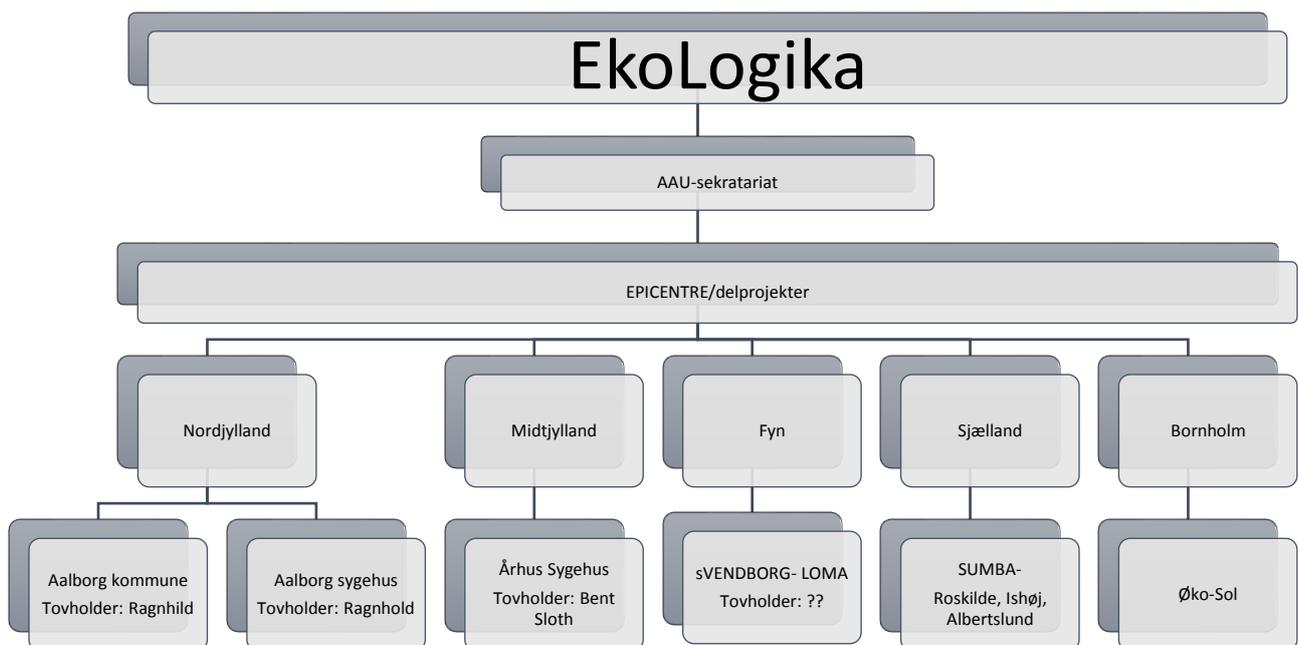
## EkoLogika

The purpose of EkoLogika was to promote the use and adoption of organic produce and production in public catering units (such as schools, nurseries, hospitals, public workplaces, central kitchens and so on) to spur an increased demand for the conversion of agricultural land into organic production

in Denmark, for the benefit of nature, groundwater, animal welfare, community health and sustainable development.

EkoLogika was created by The Secretariat of AAU-MENU and had the overall responsibility to support and manage the level of quality in the tasks performed, including the documentation of any positive and indirect effects of the Conversion. EkoLogika was built on local actor networks and communities of practices established by AAU-MENU in connection with development and research projects in commercial kitchens in municipalities and regions in Denmark. EkoLogika is divided into five regions in total:

Figure 1 shows the structure of EkoLogika.



EkoLogika's concept model and activities were made to promote knowledge about organic food production and the conversion to organic products in public catering units. This was done by training the staff that handle food production in the catering units through training activities.

Such training activities were carried out through a series of seminars, facilitated workshops, and courses, both in individual catering units and in cooperation between several catering units.

EkoLogikas training activities revolved around situations where users were actively involved through hands-on cooking lessons and field trips so that learning in school was minimized. (Appendix 9)

## Delimitations

This paper is build around data from project EkoLogika Aalborg, with the exeption of three interviews from others parts of Denmark. The study only represents the progress and statements from the 60 catering units with exeption of statement the three interviews from other parts of Denmark.

EkoLogika used as a parameter to measure success that each catering unit should advance from one certification of organic to the next. This paper cannot use that parameter, since information of on the different catering units certification was not available.

## Integrated Food Studies

The author of this paper is a Master student at Integrated Food Studies at Aalborg University Copenhagen. The program is built on three pillars, Public Health, Nutrition, Food Networks & Innovation and Food and Design (AAU-CPH et al., 2016). This study embodies all three pillars with the greatest emphasis on Public Health, Nutrition, and Food Networks & Innovation.

Problem based learning is a big part of the training as stated on the university's website,

“A trademark of Aalborg University is its unique pedagogic model of teaching: the problem---based, project---organized model. With this method a great part of the semester teaching and student work revolves around complex real---life problems that the students wonder about and try to find answers to in scientific manners while working together in groups” (En.cph.aau.dk, 2016)

As stated in the introduction, organic produce has made its way into public institutions in Denmark, as a result of POPPs supported by the OFFPs. The research question aims to investigate how these policies are implemented and to uncover any implications and challenges that might occur during the process of converting to production that is more organic. EkoLogika was made available as a case study, with which to measure the effect the project and its training has had on participants, and to use their experiences to offer an explanation on the challenge and positive effects of the Conversion.

The results might be able to offer empirical research and data to help improve any future POPPS implementations.

## Empirical material

The empirical material in this paper consists of the following.

- Four transcribed interviews

**Table 1 overview of interviewees**

Who	Catering Unit	Where	Appendix
Thomas Bjerregaard Nielsen	The Kennedy Arcade Aalborg employee Canteen	Aalborg Municipality	1
Anne Heide Sørensen	Børnebåndet (Kinder garden)	Roskilde Municipality	2
Mette Kjøller	Børnehust Troldhøj (Nursery and kinder garden)	Roskilde Municipality	34
Sisse Sejer	Sct. Jørgens Skole (School)	Roskilde Municipality	4



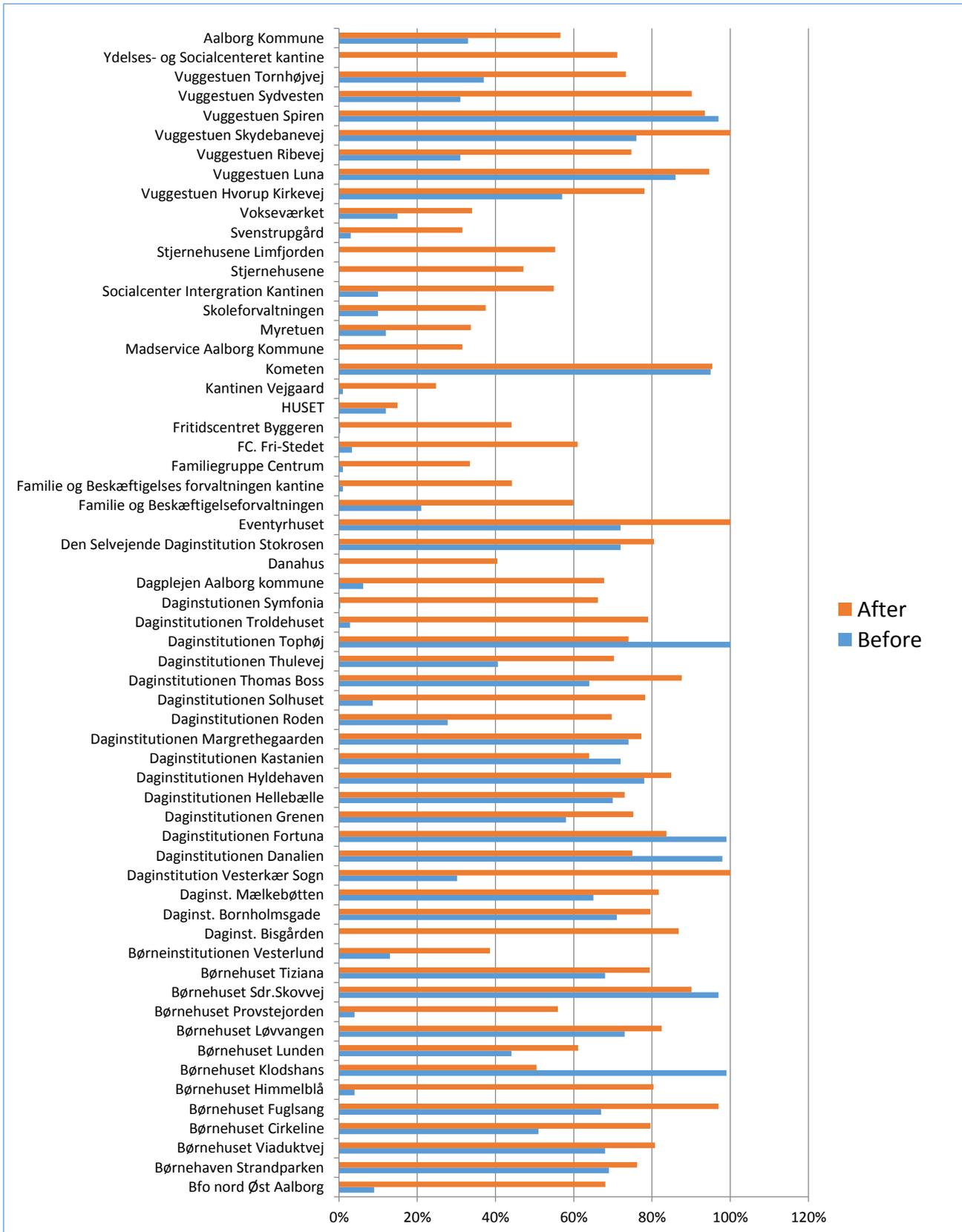
Table 2 provides an Overview of catering unit and number of groups and participators.

Catering Unit	Number of groups who have conducted the questionnaire	Estimate of people in groups from low to high
Aalborg Madservice central kitchen	5	20-25
Sygehus Vendsyssel Hospital kitchen	3	12-15
Canteens Unspecified canteens	4	20-25
Sygehus Himmerland Hospital kitchen	2	8-10
Aalborg Universitets Hospital Hospital kitchen	2	8-10
Unspecified groups	7	28-35
Total	23	96-120

- Before and after measurement of the percentage of organic produce in the 60 catering units.  
See next page.



Table 3 shows the organic percentage of each catering unit, Shown as before EkoLogika and after EkoLogika results.



This section explains the methodological approach used to answer the research question and provide the reader with an overview of how the study was conducted.

## Methods

The data used for this study was made available by EkoLogika and the author did not have any influence on the type of data made available. Both qualitative and quantitative data were a part of the data received. It was therefore natural to choose mixed methods, as it provides a more complete understanding of a research problem, by applying and merging both qualitative and quantitative methods and data (Given, n.d.).

In the section, the data will be presented and explained.

All data have been assessed in order to determine relevance in answering the research question. Please note that not all of the relevant qualitative data have been marked consistently with time/date and name/group/who therefore there may be differences in the way the time of collection or execution is being referred to.

The analysis will mainly focus on data gathered from EkoLogika's engagement in the municipality of Aalborg.

## Qualitative

Qualitative research strives to investigate the human elements or examine the qualities of a given subject, while other qualitative methods such as the qualitative interview examines how individuals see and experience the world. Qualitative methods are often used to explore phenomena and/or stakeholders (Given, n.d.).

Furthermore collecting empirical data is *“... suitable when the research objective is to gain knowledge and understanding of human experiences. Intentions, actions and motives, and of the importance of different experiences have for the individual”* (Christensen et al, 2001: p61).

## Questionnaires

The questionnaires were conducted in a group assignment on a lecture day as a part of the course.

The questionnaire consisted of two questions, both in relation to the conversion. The first focusing on positive changes participants had experienced, and the second, which obstacles they had experienced. Each group consisted of four to five people from the same workplace. It was, however, unclear if the canteen groups came from the same workplace, and therefore it is likely the groups consist of people from different canteens. In addition, seven groups were not marked by name and it was otherwise not possible to identify the group in another way.

Nonetheless, this paper only looks into the effect the training EkoLogika may have had. If it created value for the participants, the origin of the groups is deemed less important than what their statements can contribute with, and is therefore regarded with the same terms as the rest of the groups.

All questionnaires were conducted between January 2014 and March 2014.

## Interviews

Interviews conducted by members of the EkoLogika team have been examined to gain an in-depth understanding of what it means to be an active part of the organic conversion and EkoLogika.

Four people were interviewed in August 2014 with the questions revolving around challenges, obstacles, success and change in the workplace in regard to the conversion.

Please note that only one of the people interviewed is from the municipality of Aalborg.

The decision to include all the interviewees was made on the grounds that even though they were not a part of the Aalborg cluster, their situation was similar. Hence, their statements would provide a broader view and understanding into a person’s perception of who is “living” the organic conversion, and as a part of EkoLogika.

## Quantitative

Quantitative research is an empirical systematic approach that seeks to collect, investigate, analyse data via statistical, mathematical, computational techniques, and display the results in numerical rather than a narrative form.

The process of measurement is important to quantitative research since it can provide a connection between empirical observations and mathematical expression of quantitative relationships (Given, n.d.).

The quantitative data-set consists of data from 60 workplaces/institutions in the municipality of Aalborg.

Table 4 shows key figures at the 60 catering units.

Fulltime Employment positions	Breakfast servings a day	Lunch servings a day	Dinner servings a day	Snacks servings a day	Other servings a day	Total servings A day
175	12956	23267	12319	16329	5421	75788

The quantitative data consists of before and after measurements of the percentage of organic produce in each of the 60 catering units.

## Literature

Primary and secondary literature was used to find the appropriate background knowledge as well as state of the art studies and theory for the purpose of discussing the results from a theoretical point of view.

## Internet Research

Online databases such as Google scholar and databases available through the Aalborg university library were used to search for literature. Webpages were also used to find additional detailed information to further support the background knowledge and findings.

## Bias

The survey was conducted on lecture days, and it is possible that the subjects brought up during the lecture could have an effect on the answers. Furthermore, the survey was answered in groups and it could be possible that the statements were influenced by dominate members.

It is also this author that has determined which statement, from both interviews and surveys, was most relevant to investigate the aim of the paper, lending a natural subjective bias to the research.

## Concept of Sustainable Development

The concept of sustainable development (SD) emerged in the 1980's as a realization of the fact that the resources on earth are limited, along with the carrying abilities of relevant ecosystems (Talbot, 1980). One of the earliest references to SD was in 1980 when the International Union for Conservation of Nature published a paper titled "World Conservation Strategy, Living Resource Conservation for Sustainable Development" (Ibid).

The paper did not present SD as a concept but merely as a way to describe a function within their terminology of conservation, as highlighted in this quote:

*“If the object of development is to provide for social and economic welfare, the object of conservation is to ensure Earth's capacity to sustain development and to support all life.”* (Talbot, 1980 p.8)

In 1987, the World Commission on Environmental and Development published a report called our Common Future, also known as the Brundtland report. The report presented a new concept called “Sustainable Development”, in which SD was defined as *“Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”* (Unece.org, 2016).

The concept would further support economic and social development and put an emphasis on the importance of protecting our finite natural resources and the environment, whilst at the same time stating that *“Economic and social well-being cannot be improved with measures that destroy the environment”* (Unece.org, 2016). The concept would spark international attention and create a forum for debate, where many would see opportunities in the concept and others would criticise it for being too broad and open to interpretation (Ibid).

Nonetheless, the concept proved to have an audience for its approval, and at the 1992 Rio convention the United Nations adopted the agenda 21, which contained actions for sustainable development, among those the Rio declaration of Environment and Development (Uncsd2012.org, 2015)

The point of the next paragraph is to give the reader a view into the background and policy that lies behind public procurement, so as to understand the limitations and advantages of the approach.

## Public Procurement Background

A government is responsible for maintaining and developing the country it represents by securing national defence, infrastructure, hospitals, schools, prisons, health promotion, tax collecting and the general well-being of its citizens.

This means that a government has to rely on an array of different tools and approaches to acquire the goods and services to accommodate the differing needs in society. These tools consist of contracts with private suppliers, contractors, and other third party stakeholders. When acquiring these goods and services, it is the common policy that it is done in an accountable and efficient manner (Thai, 2009). The acquisition of goods or services by a public agency, institution, or private company that receives funds from the government can be considered as an act of public procurement. Public procurement in general can be seen from both conceptual and organizational points of reference.

The evolution of public procurement accelerated in the 1990's as a result of governments struggling with budget constraints and an increased pressure to do more with less. At the same time, there was a rising public demand for more transparency, and a concern in regard to efficiency, fairness and equity in public procurement.

The subject has always been and is subject to rapid changes from changing public opinion, environmental concerns, product choice, emerging technologies and furthermore policymakers have begun to use public procurement to change socioeconomic goals (Ibid.).

## Public Procurement in Denmark

The public sector in Denmark spends on average DKK 290 billion each year on goods and services (Statensindkob.dk, 2016a).

The Danish government is responsible for the management of the national treasury, and as mentioned above, this has to be done in an accountable and efficient manner.

In 2006, the Danish government found that there was little coordination between the different ministries in regard to their procurement strategies and practices. An analysis was conducted and it was found that there were big differences between what the different ministries paid for the same products, as shown in the model below (Statensindkob.dk, 2016d).

Table 5 shows an example of the difference between items that different ministries acquired before the Public Procurement Program was initiated.

Product	Highest price DKK.	Lowest price DKK	Difference price %
Toner	688	340	51
Office chair	2.900	2.220,23	23
Laptop (standard)	8.611	4314	50

(Statensindkob.dk, 2016c)

On the basis of the analysis, the Danish government set up the Public Procurement Program to ensure a more efficient and coordinated use of invested funds. The policy within the program was based on the three principles of Standardisation, Coordination, and Obligation (Statensindkob.dk, 2016d).

Firstly, “Standardisation” was to ensure that when similar product types were being acquired, such as office chairs, that they were the same type to create greater bulk orders and economics of scale, consequently prompting better procurement prices with suppliers. Secondly, the principle of “Coordination” made sure that only few suppliers were used in order to be able to put in larger orders and further achieve better prices. Thirdly, “Obligation”, meaning that any public institution is obligated, when placing orders, to use the agreed upon procurement contracts entered into with

specified suppliers. This gives the suppliers a returning customer base and guaranteed sale, and that too makes room for better prices on the longer run. The Public Procurement Program also points out that every ministry has to take part in making public procurement more efficient, and coordinate procurement within their field while co-operating with other ministries (Statensindkøb.dk, 2016d).

## Public Organic Procurement Policy History

Denmark has one of the world most ambitious public organic procurement policies (POPPS).

These policies are committed to the promotion of organic marketing to public catering units in Denmark. POPPS have emerged in Denmark as a result of Aktionsplan 1 (Action Plan 1), a plan made in 1995 by “Det Økologiske Jordbrugsråd” (The Organic Farming Council), today named “Det Økologiske Fødevareråd” (The Organic Food Council). The plan contained 65 recommendations on how to promote the organic production in Denmark. Among these recommendations was one to promote a conversion from conventional produce to organic produce in large public catering units. Another recommendation was to create a plan for purchasing of organic produce for public institutions. (Statensnet.dk, 2016).

In 1999, the Danish government set aside DKK 40 million for the promotion of organic procurement for municipalities and districts (Ministeriet for Fødevarer, Landbrug og Fiskeri and Strukturdirektoratet, 1999). The recommendations helped the organic sector in Denmark to grow along with an increased general demand in society for more organic produce

This created a need for more government involvement to coordinate the development of the organic food production. (Ibid). This need was addressed with the 1999 Aktionsplan 2 (Action Plan 2). The new plan focused more on how to use organic produce in public catering units and private institutions and how to solve problems that had arisen since the first action plan.

It pushed for better grant policies and to include more actors, while maintaining and building on the competences that already had been developed in regard to the conversion from conventional

produce into organic produce in catering units (Ibid). In 2012, the Danish government announced Økologisk Handleplan 2020 (Organic Action plan 2020) the successor to Action Plan 2.

The goal of the 2020 plan was to double the area of organic farmland by 2020 (Ministeriet for fødevarer, Landbrug og Fiskeri, 2012), however, this goal was dropped in 2015 when the government did not find it realistic to reach the goal (Altinget.dk, 2015). The positioning and reference to POPPS, as a tool to reach the goal, now plays a very central role and function in the plan (Ministeriet for fødevarer, Landbrug og Fiskeri, 2012).

## Conceptual and Theoretical

In order to investigate the research question, conceptual and theoretical boundaries and key concept definitions have to be set up to create measurable parameters with which a basis for the analysis of the empirical data can be formed.

### Concept of Governance

The term “governance” can be used to refer to how governments and other social organization interact and how they relate to their citizens. It is the process where societies or organizations make their decisions, determine who to involve in the process, and how to account for it.

Governance is difficult to define due to the nature of its complexity, but abstractly it can refer to

*“All processes of governing. It supplements a focus on the formal institutions of government with recognition of more diverse activities that blur the boundary of state and society.”* (Bevir, 2014 p.20.)

This means that much of the focus of the governance system is on the agreements, procedures, conventions or policies that decide who gets the power.

Governance can be put into four zones where it is particularly useful. The first zone is governance in “global space”, that deals with issues outside an individual government. The second is

governance in "national space" which relates to governance that is exclusively connected with the government and is divided into different levels: national, regional, municipalities and cities. It also refers to other actors, such as voluntary organisations and organisations that can play a part in decision making on matters of public concern (Plumptre, Amos and Graham, 2003).

The third is governance in "organizational space" that embodies organisations accountable to a board of directors, which can both be private and cooperations. Other insitutions could be publicly owned such as hospitals and schools. The fourth is governance in "community space" and includes a local level where the organizing body may not assume a legal form and where there may not be a formally constituted governing board (Ibid).

Governance in the national space is relevant to this paper to better understand the sector of society involved. The figure below shows the four sectors of society situated among its citizens, technology, culture, tradition, and history. The four sectors consist of business, the institutions of civil society, government, and the media. The size they have been giving in the figure gives an indication of their power in society.

The power will over time vary and the circle boundaries overlap and illustrate that these organizations are permeable (Ibid).

Figure 2 example of the four sectors of power situated among its citizens.



Governments today have shifted away from their former bureaucratic hierarchies towards markets and networks, as the governments have become more reliant on service contracts and partnerships with the private sector, actors, and organizations (Plumptre, Amos and Graham, 2003).

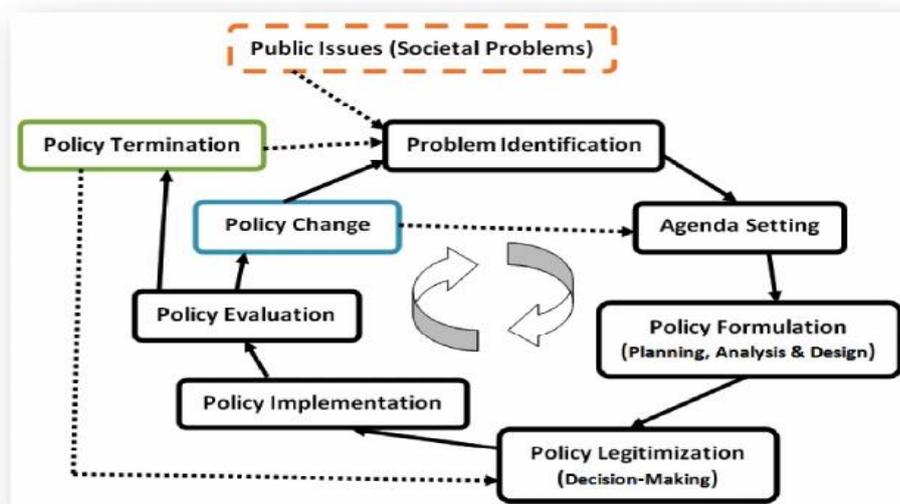
This type of new governing working with multiple stakeholders working in networks is a notable characteristic of the new governance, is that more interest groups are being included in a larger variety of non-governmental organizations. This has led to stakeholders becoming more active in promoting new practises and higher engagement in public-private cooperations (Bevir, 2014)

## Policy Cycle

The policy cycle is a way to study policy making by breaking it into stages.

It can be used to describe a complex world by identifying elements and it can help to work out how a policy is adapted to fit public demand and thereafter be carried out by the government (Badie and Berg-Schlosser, 2011).

Figure 3 Policy Cycle



The cycle divides the policy process into five different stages from a theoretical starting point where the policymakers start to contemplate about a political issue through to the end point where the policy is carried out. The policy makers then reflect on the success of the policy and reassess what the next step will be.

The five stages are:

1. **Agenda setting:** Herunder, identifying and scoping problems that require government attention, deciding and prioritizing the issues that warrant the most attention at the given point in time, and ensuring an adequate problem statement is formulated
2. **Policy formulation:** Herunder, setting required objectives for policies, identifying any cost-benefits, and estimating the resulting effect of proposed solutions, choosing from a list of solutions and selecting the necessary policy instruments
3. **Legitimation.** Herunder, confirming that the chosen policy instruments have the necessary support for successful implementation. This can involve one or a combination of the following: legislative approval, executive approval, seeking consent through consultation with interest groups, and referenda
4. **Implementation.** Herunder, facilitating the roll-out of legitimized policies, through an appointed organization or authority that is made responsible for implementation, and any functional project management needed to do so (such as staffing, funding, and legal authority), and making sure that policy decisions are carried out as planned
5. **Evaluation.** Assessing the extent to which the policy was implemented successfully or the policy decision was the correct one; if it was implemented correctly and, if so, had the desired effect

The process should be seen as a continuous process rather than a single event. The evaluation stage of policy one represents the first stage of policy two, as experiences in the past set the agenda for choices to be made in the future (Ibid).

The cycle is useful in many ways as it is simple and understandable. The stages can be used to organize the policymaking and identify the policy maker's aims and the policies/instruments that can achieve those aims. It can measure and ensure that the population and or its legislatures legalize the selection and identify the needed resources and implement and evaluate the policy again and again (Fischer, Miller and Sidney, 2007).

It is important to know and understand the whole policy process, the next paragraph while explain the process of policy implementation.

## Policy implementation

Policy implementation can be spilt up in to two approaches, top-down and bottom-up.

### Top-down

The Top-down approach is focused on the actions of those actors who are central to the implementation and can influence the authoritative decision the most, including the goals that are embodied in the authoritative decision equal to the target group (Matland, 1995).

Mazmanian and Sabatier have defined implementation as

*"The carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions . . ."* (Mazmanian and Sabatier, 1983 p.20.)

The Top-down approach has a clear division between policy formulation and implementation. It has been criticized for the focused emphasis on statute framers as key actors and the view on local actors as a weakness and as something that needs to be controlled to ensure a successful implementation. Where it has been argued from a normative perspective that local services have local expertise and local knowledge of the true problem at hand, and are therefore in a better position to propose a meaningful policy, it has further been argued that due to the distance between the authoritative decision-making, the policy designers, and the street level bureaucrats, that the actions of these agents cannot be controlled (Matland, 1995).

## Bottom-up

The bottom-up approach argues that by looking at a policy from the perspective of the target group and service deliverers will provide a more realistic understanding of the implementation required.

The bottom-up approach divides the implementation into two levels, macro and micro-implementation. The macro-implementation refers to those local actors who are a central device to a government program. At the micro-implementation level, the local organizations react to the macro-level plans and develop and implement their own programs. With most of the implementation implications coming from the interaction between a policy and the micro-level institutional setting, it is difficult for the central planners to influence the micro-level directly which can result in a policy being implemented with some variation on the micro-level. The local actors have a lot of power in bottom-up policies and if they are not given the freedom to adapt the program to local conditions, it is likely to fail (Matland, 1995).

## Politicization

Politicization describes the process in which certain issues become subject to public contention and debate, and thereby become legitimised as concerns of the state or political sphere and objects for politicisation. The process should be seen as continuous since it introduces new demands for resources, justice, or recognition (Calhoun, 2002).

## Practice theory

Practice theory is not one unified theory, but a body of theories by diverse thinkers who have adopted a loosely defined practice approach adding to the vocabulary of the social theories. Some of these thinkers include Bourdieu, Giddens, Foucault, Heidegger, Wittgenstein and Butler and Latour (Halkier and Jensen, 2008). Internationally there are different positions on the theory in which some are discussing how to systemize and position the theory into a more general theory, and others are



trying to make it more operational for use in for example consumer sociology (Ibid). As mentioned above, the theory is still not a coherent theory, therefore, this author will take point in the works of Bente Halkier, Sherry Ortner, and Andreas Reckwitz since they seem to share parallel assumptions of their interpretation of practice theory. Even though these thinkers share a parallel assumption, they still differ compared to each other as the two quotes below exemplify. Sherry Ortner defines practice theory as:

*“to explain the relationship(s) that obtain between human action, on the one hand, and some global entity which we may call “the system,” on the other.” (Ortner, 1984 p.148.).*

Compared to Andreas Reckwitz's definition as:

*“A practice ... is a routinized type of behaviour which consists of several elements, interconnected to one other: forms of bodily activities, forms of mental activities, “things” and their use, a background knowledge in the form of understanding, know-how, states of emotion and motivational knowledge. A practice – a way of cooking, of consuming, of working, of investigating, of taking care of oneself or of other etc....” (Reckwitz 2002 p.7.).*

Practice theory can easily appear trivial, as it might seem relatively close to everyday talking about ‘agents’ and their behaviour. This is not the case, although its vocabulary is still very modest in its terminology in contrast to more hard theories. The theory *“implies a considerable shift in our perspective on body, mind, things, knowledge, discourse, structure/process and the agent”* (Reckwitz 2002 p.250.). And it *“invites us to regard agents as carriers of routinized, oversubjective complexes of bodily movements, of forms of interpreting, knowing how and wanting and of the usage of things routinized, oversubjective complexes of bodily movements, of forms of interpreting, knowing how and wanting and usage of things”* (Reckwitz 2002 p.259.).

To understand the vocabulary in the theory, please find descriptions of Body, Mind, Things and Knowledge below:

## **The Body**

Bodily performance is at the site of the social order, where social is at the site of the practises and gives the world of humans its visible orderliness (Reckwitz, 2002).

## **The Mind**

The mental routines and their knowledge are integral parts and elements of practices since the mental patterns are not possessed by an individual and mental routines and their 'knowledge' are at the place of the social, but a part of the social practice (Reckwitz, 2002).

## **Things**

*"Things are not used, they are known and interpreted, they are objects of the knowing subject (even if the subject might be replaced by discourse or the intersubjective community). Of course, in practice theory things also appear as always-already-interpreted – but here they are things to be handled and constitutive elements of forms of behaviour"* (Reckwitz, 2002 p.253.).

## **Knowledge**

Knowledge can be seen as a way of understanding the world and the understanding of objects including abstract ones, of humans and oneself. *"it is this form of interpretation that holds together already for the agent herself (the carrier of the practice) the single acts of her own behaviour, so that they form parts of a practice. This way of understanding is a collective, shared knowledge – but not in the sense of a mere sum of the content of single mind"* (Reckwitz, 2002) p.253.).

### **Discourse/Language**

Practice theory discourse contains bodily patterns, routinized mental activities, and forms of understanding, know-how, motivations and objects that are linked to each other.

The discursive practices embrace different forms in which the world is meaningfully constructed in language or in other sign-systems. At any rate, discursive practices must, as practices, be more than chains of signs or communication (Reckwitz, 2002).

### **Structure/Process**

In practice theory, the social structures are a part of the routine. The social routines are those of moving the body, of using things, of understanding and wanting are interconnected in a practice. These structures are deconstructed and reconstructed everyday as the inadequacy of knowledge with which the agent, carrying out a practice, is confronted in the a giving situation (Reckwitz, 2002).

### **The Agent/Individual**

In practice theory, agents are as previously mentioned a carrier who can carry and carry out social practices and exist only in the performance of practices as the agent understand the world and themselves, and use know-how and knowledge, according to a practice.

It is this vocabulary that makes it possible to use practice theory as a tool and as an analytic approach into investigating everyday social life by focusing practices as being performative and positioning social life in performative processes, thereby making theoretical assumptions about the practices more open (Halkier and Jensen, 2008).

This section aims to present and provide a critical review of the literature produced and the current thinking within the field of POPPS.

## State of the Art

### **Multistakeholder governance as a way to promote sustainable food & farming strategies—case of Public Organic Procurement Policies (POPPs) in Denmark.**

The aim of the study was to investigate the implementation of POPPs in Denmark using Qualitative methods and document the study using a multi stakeholder governance approach.

The results showed that POPPs had an important role for the use of organic produce in public caterings units. The strength of POPPS was found to be *“the political decision support, a strong financing from government, the innovative methods of training and teaching of all stakeholders, and the special focus on personnel in public kitchens, craftsmanship, and inspiration about organic food and the implementation of a mix model strategy of participation.”* (Spyridon and Mikkelsen, 2016 p.1.)

It was also estimated that Denmark would have a decent chance to reach its 2020 goal of 60% organic produce in all public catering units before 2020 if the POPPs were reinforced. It was concluded that the Danish organic model for organic procurement with cultural modifications could be used by other countries (Spyridon and Mikkelsen, 2016).

### **ORGANIC FOODS ON THE PUBLIC PLATE – TECHNICAL CHALLENGE OR ORGANIZATIONAL CHANGE?**

The point of the paper was to study the effects related to the introduction of organic foods in institutional food service and offer possible explanations.

Public procurement organic policies have become a common used instrument to increase sales of organic products. The 1995 Action Plan identified public food-service as an instrument to promote

organic produce, and the funding scheme Danish Green Procurement Programme (GPP) was adopted, however, the implementation of organic foods in public food systems also had its constraints and barriers.

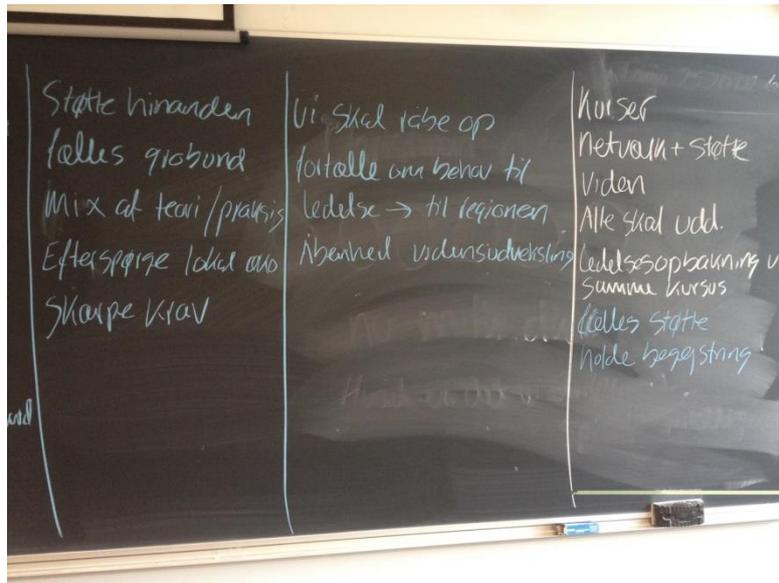
It was found that all GPP projects had start up challenges that all seemed related to the inconsistent flow of organic produce. It was also found that the practitioners were successful in adopting the new practises into their rounes and overcame constraints but that the practitioners lacked strategies to handle price and end point evaluation measures (Mikkelsen and Sylvest, 2012).

### **Organic school food policies are supportive for healthier eating behaviours – results from an observational study in Danish schools**

The aim of the study was to investigate if organic food intervention strategies in Danish school meal systems would support the development of healthier eating patterns among pupils.

The study was performed among school food coordinators to explorer strategies from “organic” and “non organic” using a web based questionnaire exploring the attitudes, policies/intentions, and actions in relation to organic and healthy foods.

The result showed a correlation between having organic procurement policies and practices and improved pupil health. The results highlighted that differences between schools with conventional and organic food was not so much in the actual use of organics but the attitude of the school coordinators. The coordinators from the schools with organic food were better at promoting the organic food and promoting health among the pupils by recommendation and calculating the nutritional value of the meals (Chen, Løes and Mikkelsen, n.d.).



The point of this section is to present and discuss the qualitative and quantitative results and

## Results

### Qualitative results

The findings from the questionnaires and interviews will be presented together. The interviews are used to explain and or support statements from the questionnaires. The Positive change will be presented first, and lastly, the challenges will be discussed together.

*“Interview transcripts, field notes and observations provide a descriptive account of the study, but they do not provide explanations. It is the researcher who has to make sense of the data that have been collected by exploring and interpreting them.”* (Burnard et al., 2008).

It was not possible to include all statements, since many of the statements were not relevant in regard to the research question. The statements are divided into three themes that embody the essence of the statements. The themes are Job Satisfaction, Social Learning and EkoLogika.

Each theme presents points from the surveys two questions that are themed as Positive changes and Challenges.

1. **Eco Responsibility** covers statements in the nature of food waste, animal welfare, environment and practices related to it.
2. **Job Satisfaction** covers statements that display entities that could influence professional pride.
3. **EkoLogika** covers statements in the nature of learning experiences, new knowledge, procurement, quality of produce, and economy.

### *Eco Responsibility - Positive changes*

The questionnaires showed that over half of the participators mentioned food waste management as something they felt had changed their practices.

Table 6 shows the number of groups and persons who answered ECO Responsibility as positive changes.

Number of groups who answered <b>Eco Responsibility</b>	Estimate of persons in groups who answered <b>Eco Responsibility</b>
13	52-65

All statement in regard to food waste management was positive and the new practise seems to be well received. However, the motives to focus on food waste management differed significantly. The interviews provided an interesting view into this.

*“Yes it has become something of a sport. We are constantly trying to see how much we can use and re uses, and how we can develop new. In this way, we also get a clear sense of greater professional pride in what we deliver. Yes, we are generally happier to go to work and find it more satisfying because we are more challenged and developed”. (Appendix 4)*

Here it is obvious that they have approached the challenge in a positive manner and made it into a “game” taking pride in being great at it, which also have increase their degree of job satisfaction.

*“Increased focus on food waste because there is a great economic benefit associated with it.”*  
(Appendix 2)

The interviews also showed that economy was another motive to prioritising food waste management, and making it sort of loophole where money and food could be saved or freed.

There was not any mentioning of the extra planning and time that food waste management is usually associated with.

### *Eco Responsibility - The Challenges*

The survey showed that the challenges experienced in their practise in regard to food waste management was usally of no control of the catering units

**Table 7 shows the number of groups and persons who answered ECO Responsibility as a challenge.**

Number of groups who answered <b>Eco Responsibility</b>	Estimate of persons in groups who answered <b>Eco Responsibility</b>
2	4-10

*“Food waste as a challenge such as portion sizes are politically determined - does not make sense if people cannot eat the amount”* (Appendix 5)

In this case, it was a policy that did in fact determined how much food should be on each plate.

Whereas the catering unit staff knew that the food served would not be eaten and could not, due the policy, adapt the serving size to a more appropriated portions.

*“Food waste will help to fund an additional cost, as work on this should be prioritized.”*

(Appendix 5)

Another point is that food waste management can help save money and food; however, it needs to be prioritized to do so. The aforementioned quote tells that this does not always happen, and when it does not, it can be difficult to fund the extra there are on organic produce.

These two examples reveal that there are different challenges from catering unit to catering unit, which will vary in accordance to example their catering function, funding, internal and external.

### *Eco Responsibility - Result*

The survey showed that the participants were very aware of food waste management without any mentioning of the extra planning and time that is associated with food waste management. Furthermore, it looks as if food waste management have been embraced for its environmental benefits along with its ability to save money and stretch food.

It can also be said that working with practises that facilitated less use of pesticides, and promoted animal welfare in general were more sustainable and has been a motivation for the participants.

*“Everything is used, the vines of the cauliflower and broccoli, if I have a remnant of something, it will be put into something else. I have almost no food waste any more. Before one might if you had leftovers or something that you usually wouldn’t use anything, then just throw it out. However, it has ended.”* (Appendix 3)

The take home message here is that the food waste practice has been accepted and integrated part of the daily routines. There are however, challenges that need to be addressed, for it to reach it’s potential.



### Job Satisfaction - Positive changes

The survey showed participators had experienced a higher degree of job satisfaction with the new practices.

*“Professional pride is on the way back, as the conversion process requires that we know our craft.”*  
(Appendix 7)

Table 8 shows the number of groups and persons who answered Job Satisfaction as positive changes

Number of groups who answered <b>Job Satisfaction</b>	Estimate of persons in groups who answered <b>Job Satisfaction</b>
7	28-35

The reasons for the increase can be found in the new practices the Conversion has brought.

The practices that have affected the job satisfaction according to the survey are having to cook from scratch, working with seasonal and fresh produce, focus on taste, and having to manage food waste.

*“Professional pride - positive challenge to cook from scratch and use the raw materials available.”*  
(Appendix 6)

### Job Satisfaction - The challenges

It could have been anticipated that when implementing a new practice that not everyone would have been happy to change their current practices.

Table 9 shows the number of groups and persons who answered Job Satisfaction as a challenge.

Number of groups who answered <b>Job Satisfaction</b>	Estimate of persons in groups who answered <b>Job Satisfaction</b>
9	36-45

It is was expected to find statements that would show that in some way a degree of opposition to the new practices in acknowledgement that kitchens have to spend more time on work and consider routines such as peeling and cutting carrots, chopping onions etc, a less attractive part of their work... This notwithstanding the fact that the kitchens have to put more time in preparing organic produce with no mentioning of it. However, there seemed to be a common concern about being able keep developing their practices.

*"I'd like that the group I was in the EkoLogika, could still hold together, spar together, share recipes and experiences and go to organic events and trips." (Appendix 3)*

There was a call for a place where they could meet others in the same position and exchange experience, recipes and further go on trainingal trips and seminars.

*"Could do with some of the others' recipes for inspiration, since it quickly becomes the same and the same. I'm constantly looking for recipes!" (Appendix 3)*

### *Job Satisfaction - Result*

It is obvious that The Conversion and the new practices it has brought have raised the level of craftsmanship needed to live up to the new standards. Moreover, it seems to have been well received, in the catering units and raised the level of job satisfaction.

### *EkoLogika - Positive changes*

It was obvious that there was an awareness that only could it have been derived from being a part of project EkoLogika and working with the Conversion.

Table 10 shows the number of groups and persons who answered EkoLogika as positive changes

Number of groups who answered <b>EkoLogika</b>	Estimate of persons in groups who answered <b>EkoLogika</b>
10	40-50

*“My employees say that they have gained a greater knowledge and are able to better see the purpose of what happens with our environment and what consequences it has for the kids we produce food for. It actually co-creates a significant increase of professional pride”* (Appendix 2)

This shows clearly that the training EkoLogika has provided has been successful and that the target groups have been able to use the knowledge they have acquired in their daily work routines.

*“And then we have been able to spare a lot with each other and use each other very much in the group.”* (Appendix 4)

EkoLogika has also functioned as network between peers in the same position thereby facilitating a situation where experiences could be shared. The survey also showed wish to continue meeting in the groups from EkoLogika, to network.

*“Most of the knowledge of ecology and the organic conversion I have today, I've gotten through EkoLogika and subsequent experience”.* (Appendix 1)

The fact the participants were able too directly credit project EkoLogika with their gained knowledge reveals the importance of a project such as project EkoLogika to help facilitate the implementing of

the public organic procurement policies supported by the Actions Plans and Organic food and farming policies.

*“After 1.5 years of EkoLogika I have moved me to 79%. Having learned through EkoLogika, to think more about how I use my ingredients.” (Appendix 2)*

### *EkoLogika- The Challenges*

The answers showed that there was a challenge with supply, quality, produce selection, procurement, and economy.

Table 11 shows the number of groups and persons who answered EkoLogika as a challenge.

Number of groups who answered <b>EkoLogika</b>	Estimate of persons in groups who answered <b>EkoLogika</b>
23	96-120

*“It is difficult to get organic products in sufficient quantities when you have a large production” (Appendix 8)*

Some catering units had experience that they could not order enough quantities and others discovered that the products they needed did not exist as organic.

*“Those producers can deliver the organic produce in sufficient quantities.” (Appendix &)*

Another concern was raised about the nutritional quality of the produce along with the lasting abilities. Some also experience that the organic milk products did not act as conventional milk products do.

*“The quality standard of the quantity / nutritional needs of the target groups.” (Appendix 5)*

Time spend on preparing vegetables was also a challenge, due to the extra time required, and in one case this created a need for a larger “vegetable kitchen”.

*“Organic means more working hours in production” (Appendix 6)*

The procurement policy was also a challenge for some due the fact that it does not allow them to buy from other producers or distributors other than those who are a part of the procurement network.

*“Economy, procurement - that is opened up to the kitchens can act locally.” (Appendix 7)*

Which is easily understood given the many statements on how the supply is not satisfying?

#### *EkoLogika result*

The training that EkoLogika have provided has proven to be relevant and needed.

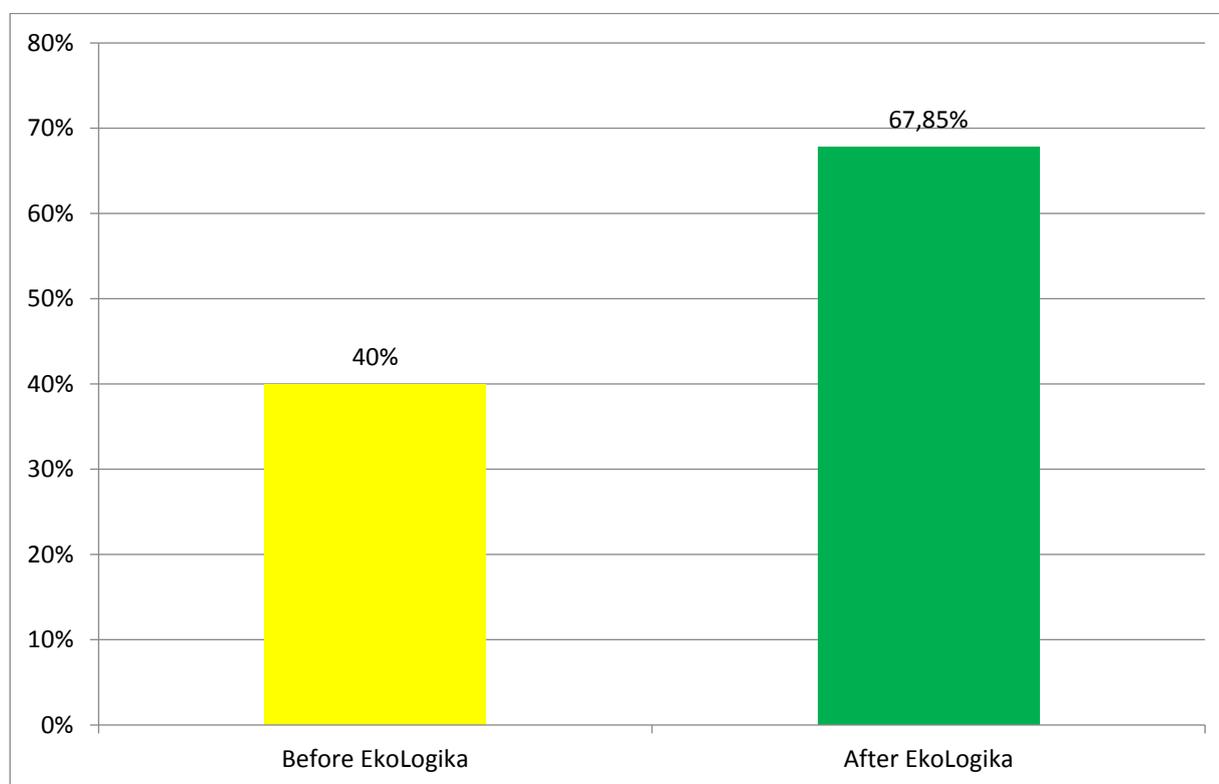
The participants have shown that they have been able to utilize the training and gain an understanding why they have it, to the degree that they are asking for more.

The challenges the participants have mentioned have at no point been turned against project EkoLogika or the Conversion. It has been more an observation or statement of things around them that they themselves could not change and would need attention from people either via in-house management or politicians.

## Quantitative

The results show that after EkoLogika that the 60 catering units had collectively gone from an average of 40 % to 67, 85 % of organic produce used in each catering unit. This means an increase of 27, 85 over a two year period.

Figur 4 show the average percentage of organic produce in the 60 catering units before EkoLogika and after EkoLogika.



## Discussion

### Results

The data shows that EkoLogika in general has been well received in all the catering units with no statements saying otherwise. The training that EkoLogika communicated has provided the participants with knowledge they have found useful and are able to use in their practice. Moreover, the training from EkoLogika has provided an understanding of why the Conversion makes sense.

This has created catering units with employees who are able to see the purpose of The Conversion instead of seeing it as a new impractical practice that they just have to follow.

The reason for that might be found in the bottom-up approach that EkoLogika have facilitated as well while providing enough freedom for the participant to adapt the new practises into their routines and daily practise.

The values that the Conversion embodies seems sympathetic for most people and are easy to agree upon, this along with a higher required craftsmanship have also meant increase in their sense of job satisfaction, and thereby, increased the value of their work. It can be concluded that the training have affected the participants in such a way that they now actively work with the Conversion as competent, dedicated, and motivation individuals. Through this process, the participants have achieved an increase in their professional pride, due to the new challenges and values represented with the Conversion. Finally, the quantitative results show that the catering units that have been a part of EkoLogika on average has increased the organic percentage with 27, 85 % resulting in 67 and 85 % average organic.

This exceeds the municipality of Aalborg 2020 goal of reaching 60 % organic in all public meals, with 7, 85 %. A goal that the Danish government have found to be unrealistic and therefore dropped (Altinget.dk, 2015). It should be noted that the 60 catering units do not make up all the public catering units in Aalborg and the goal has therefore only been reached within the 60 catering units. This result shows the strength of the training in addition to the competences and values of the participants have brought whit.

Practice theory tells us that that an agent is a carrier who can carry out a practise and only exist the in the performance of the practices and when knowledge is not sufficient in a given situation the agent will deconstruct the structure that are a part of its routine and reconstructed it from the new point of practise. It also tells us that discourse is linked to know-how and motivation.

If this is put together agents can be seen as individuals who are willing to change their practise, however it is the language/discourse, the knowledge, motivation and that the new structure / routine that determined how the agent / individual will interpret the new practise presented and choose to embrace or denied it. This means in theory that any new initiative will rises and fall with the way it is communicated to the agent and how the agent chooses to reconstruct it new structure / routine accordingly

The take-home message here is that the POPPs are the new structure whether the agent likes it or not, but the success of implementation rises and fall with the success of the agent. Therefore it would be recommend to use a bottom up approach to engage agents on local level to ensure a motivated and competent service provider.

## Methods

It can be hard to take over a data one have not be a part of collecting and make sense of it.

The qualitative data could seem quite weak only having two question in the survey and four interview, with only one being from Aalborg. However, the simple nature of the survey might also prove a more focused view on the positive and challenge and it is important to note that behind all the groups together was between 96-120 individuals representing 60 catering units.

It would have been interesting to have access to data from other EkoLogika engagements for comparison purposes. Moreover, process questionnaires would have been useful in understanding the process on an individual level.

## Policy implications

The Implications of public organic procurement policies vary greatly in theme and size.

POPPs is the instrument of the government to promote organic produce in Denmark, but could also be seen as an implication. The fact that the government favour organic production over conventional distorts the completion and has character of the government have politicized the market of agriculture and farming in Denmark. This mean conventional farmers to shut down production or convert their production into organic in order to adapt to the market, which seems unfair giving that it is the government who have decided to favour one side, however that is the result the government wishes, but it is not a very democratic way go about it.

The questionnaires revealed a lot of room for improvement, especially with the procurement policies, supply, and nutritional quality of the produce and selection. All these issues need to be addressed from a higher level.

The problem is that the earth to table supply does not work properly with organic food. The demand for organic is in many cases higher than the supply. This means in practise that the catering units cannot be sure that they will get what they have ordered. Additionally, the nutritional qualities are lower than that of conventional farming, which presents a problem for nursing homes and hospitals.

The organic selection is also not as wide as conventional with event fewer lasting abilities.

However, these issues will likely be solved in the future as the organic market expands with the expectation of the lasting abilities and nutritional quality, since it is the biology that determines factors such as those.

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