
Sustainable Public Procurement in Brazil: History and the Proposition of a Taxonomy

Compras Públicas Sustentáveis no Brasil: histórico e uma proposta de taxonomia

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Abstract: This paper aims to explain how Sustainable Public Procurement (SPP) has been operationalized in the Brazilian context. Despite it has gained space on the Brazilian political agenda in recent years, the path towards the applicability of sustainable public procurement still seems to be under construction, especially due to the institutional and operational limits, in addition to the different meanings attributed to the notions of sustainability and the very role of the State assimilated by the actors. Based on a systematic review of the literature and legislation, the study traced a history of the main events that accompanied the trajectory and institutional evolution of public procurement in Brazil and developed a proposal for a taxonomy of sustainable public procurement models applied by public administration in the period recent. By mobilizing theoretical framework that articulates concepts of sustainable development, sustainability and public action, the utility of the instrument was demonstrated in identifying the main attributes of sustainability inserted in the referred practices as well as it was possible to establish criteria to analyze public actions that have public purchases as a node articulator.

Keywords: Sustainable public procurement; sustainability; public action; public procurement.

Resumo: Este artigo tem por objetivo explicar de que forma as Compras Públicas Sustentáveis (CPS) têm sido operacionalizadas no contexto brasileiro. Embora tenha ganhado espaço na agenda política brasileira nos últimos anos, o caminho para aplicabilidade das compras públicas sustentáveis parece ainda em construção, sobretudo pelos limites institucionais e operacionais, além dos diferentes sentidos atribuídos às noções de sustentabilidade e ao próprio papel do Estado assimilados pelos atores. A partir de revisão sistemática da literatura e da legislação disponível, o estudo traçou um

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histórico dos principais eventos que acompanharam a trajetória e evolução institucional das compras públicas no Brasil e desenvolveu uma proposta de taxonomia dos modelos de compras públicas sustentáveis aplicados pela administração pública no período recente. Ao mobilizar referencial teórico que articula conceitos de desenvolvimento sustentável, sustentabilidade e ação pública demonstrou-se a utilidade do instrumento em identificar os principais atributos de sustentabilidade inseridos nas referidas práticas bem como foi possível estabelecer critérios para analisar ações públicas que tenham nas compras públicas seu nodo articulador.

Palavras-chave: Compras públicas sustentáveis; sustentabilidade; ação pública; compras governamentais.

Resumen: Este artículo tiene como objetivo explicar cómo las Compras Públicas Sostenibles (CPS) se han operacionalizado en el contexto brasileño. Si bien ha ganado espacio en la agenda política brasileña en los últimos años, el camino hacia la aplicabilidad de la contratación pública sostenible aún parece estar en construcción, especialmente por los límites institucionales y operativos, además de los diferentes significados atribuidos a las nociones de sostenibilidad y al rol mismo del Estado asimilado por los actores. A partir de una revisión sistemática de la literatura y la legislación disponible, el estudio trazó una historia de los principales eventos que acompañaron la trayectoria y evolución institucional de la contratación pública en Brasil y desarrolló una propuesta para una taxonomía de modelos de contratación pública sostenible aplicada por la administración pública en el período reciente. Al movilizar el marco teórico que articula conceptos de desarrollo sustentable, sustentabilidad y acción pública, se demostró la utilidad del instrumento en la identificación de los principales atributos de sustentabilidad insertados en las prácticas referidas, así como se logró establecer criterios para analizar las acciones públicas que tienen en las compras públicas su nodo articulador.

Palabras claves: Contratación pública sostenible; sustentabilidad; acción pública; compras del gobierno.

1. Introduction

This article aims to contribute to a recurring topic in the public sector: the public procurement. In Brazil, this topic is surrounded by an intense debate characterized by a remarkable complexity, both in institutional as well as in organizational terms. In addition, there is an array of actors involved throughout the implementation process of public procurement and its control mechanisms. Furthermore, the complexity of this process can be observed through the economic prism: it requires a considerable amount of financial resources, reaching between 10% to 16% of the country's GDP (Araújo Júnior et. al, 2018).

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On the one hand, public procurement is comprehended as a mere part of public administration's routine, targeting the maintenance of its supply chain. On the other hand, other conceptions consider it to have the criteria and the mechanisms of strategic instruments of public policies. This characteristic distinguishes the Sustainable Public Procurement (SPP), which is the object analyzed in this study. Also known as Sustainable Public Tender (SPT), eco acquisitions, environmentally responsible procurement, conscient consumption and positive public tender, the SPP is a "solution to integrate environmental and social considerations in all stages of the process of procurement and hiring of public agents, aiming to reduce impact on human health, on the environment and on the Human Rights" (Biderman et al., 2008, p. 21). The Sustainable Public Procurement (SPP) consists of a group of initiatives and devices of coordination in which public policies are inserted, therefore being comprehended as public action (Massardier, 2006), although not restricted to State's institutional sphere. Moreover, there must be an emphasis on the importance of non-State and State actors concerning the production of ideas, negotiations and society's political decisions.

Thus, Sustainable Public Procurement is inserted in a broader global agenda that addresses ideas on sustainable development and sustainability (Nobre, 2002; Lelé, 1999), in which it has been gradually gaining space as a locus to the establishment of cooperation between governments, groups and actors towards responsible consumption. Consequently, SPP has gained recognition due to its influence and its effects upon the sustainability tripod (Hacking & Guthrie, 2008), which comprehends social, economic and environmental dimensions. From this point onward, it is possible to observe the emergence and strengthening of numerous practices and policies, lead mainly by the governments of the European Union, the United States of America and Canada, as well as private international organizations and civil organizations. (Biderman et al., 2011), consequently mobilizing learning tools, financial means and networking, aiming to disseminate this strategy to other territories, pressuring other developing countries to adhere to the same criteria in their institutional arrangements.

Although the use of criteria concerning sustainability has been gaining space in Brazilian public administration's agenda, the path to its applicability is still under construction. The meanings attributed to sustainability in the operationalization of public procurement are neither in unison nor consensual. Anchored by sociotechnical networks,

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a diverse group of actors – such as academic specialists, politicians, jurists and civil organizations – is discussing the meanings and attributing materiality to “sustainability”, a term frequently characterized by nebulous semantics, in addition to a dispute over the conceptual definition on the debate about its operationalization and effectiveness (Lelé, 1991).

This article aims to address the following issue: how the Brazilian public sector has been incorporating Sustainable Public Procurement? To answer this question, the article retraces the history of the SPP in Brazil and proposes a taxonomy to encompass the main characteristics of the models recently utilized by public administration.

From a methodological point of view, this study is based on a systematic revision of the literature and of the available legislation to create a panorama of public procurement in Brazil, in particular the main events that marked its evolution on the institutional environment, from a temporal and processual perspective (Langley, 1999). Furthermore, the study uses a profound analysis of empirical studies about SPP in the subnational context. Therefore, the study was designed to facilitate the identification of patterns and peculiarities of the practices that take place in the public sector, contributing to instrumentalize practices and policies, in addition to subsidize public managers and other people interested on the subject, targeting the adoption of the SPP on the public sector on a daily basis, as well as the advancement on the Objectives of Sustainable Development (OSD).

In addition to the introduction, the text is composed by four parts. The first part presents a general vision of the literature addressing SPP, highlighting the main events that allowed its emergence and its development in the public debate. Subsequently, the study presents a historical recollection of public procurement in Brazil, reflecting the symbolic aspects of the role of the State that marked the institutional domain during the period. The third part describes the methodological protocols to the inductive development of the previously mentioned taxonomy, followed by an exposition and discussion of the results.

2. How did the term “sustainable” emerge in public procurement?

The debate around Sustainable Public Procurement is strongly connected to other discussions concerning sustainable development and sustainability, belonging to a field of study about different notions of development of the post-war period (Veiga, 2008).

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The task of systematizing and deepening such discussions would surpass the limits of this article, but they were very well addressed by José Eli da Veiga (2008), Ignacy Sachs (2004; 2010) and Renato Maluf (2013). Therefore, the main events that marked the trajectory of the SPP, considering the articulation and interaction between individual and collective actors, are here focalized due to their contribution to the construction of sustainable development and sustainability.

The first point of inflexion corresponds to the Rio de Janeiro Earth Summit, that took place at Rio de Janeiro in 1992, in which “consumption” appeared as a central concept. During the occasion, a plan of action named Agenda 21 was institutionalized, and 178 governments committed to discuss the terms of an agenda for the international community (Yaker, Bacetti & Enmanuel, 2014). Their commitment was reaffirmed during the World Summit on Sustainable Development in Johannesburg, in 2002.

The Implementation Plan at Johannesburg disclosed the need to change the unsustainable standards of production and consumption, a change that required the inclusion of sustainable development in decision-making, also impacting public procurement, consequently incentivizing environmentally-friendly services (CMDS, 2002, p.10). As a response to this change, the United Nations Environment Program (UNEP) conjointly with the Department for Economic and Social Issues of the United Nations mediated a process known as Marrakesh Process (Yaker, Bacetti & Enmanuel, 2014). The aim of the Process is to support projects about Consumption and Sustainable Production, establishing mechanisms of North-South cooperation through task-forces, including the Marrakesh task-force.

In 2005, the Swiss government launched a SPP task-force. The member states were Argentina, China, United States, Philippines, Ghana, Mexico, Norway, United Kingdom, Czech Republic. In addition, the task-force also was composed by the International Labor Organization (ILO), the United Nations Environment Program (UNEP), the European Commission, the International Instituto for Sustainable Development (IISD) and ICLEI – Local Governments for Sustainability. The activities of the task-force consisted of the development of a methodology aiming the training, research and dialogue among actors of the Market and the countries (Bidermand et al., 2011).

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In 2002, further debates took place at Rio +20 and the International Initiative on SPP was launched. Different actors from different sectors of Society were present at the event to debate mechanisms that could facilitate sustainable offer and demand. From this moment onward, it is possible to identify a rise of SPP programs in the international scenario. There were SPP experiences in Germany, Austria, Denmark, the Netherlands, Sweden, Japan, United States and Canada. Among the developing countries, there were similar initiatives in South Africa, Chile, India, Costa Rica, Colombia, Uruguay, Mexico, Argentina and Brazil (Conway, 2012; Mccruden, 2004; Biderman et al., 2011; Bramer & Walker, 2011).

Concerning the SPP trajectory in the international scenario, Bramer and Walker (2011) conducted a study about SPP using a sample of 280 organizations that made public sector contracts in 20 countries, estimating the cost in US\$ 45 billion, which was a collective responsibility. Among the organizations that adhered to SPP in their work routines, 50% emphasized green purchasing, while the others included social, environmental and economic issues. The authors argued that financing (30,4%), lack of information (9,9%) and legal barriers (4,6%) are the main obstacles to implement SPP in the organizations.

Tendler (1998) addressed small scale suppliers and argued that there are three objections faced by this strategy: (i) governments aren't prone to buy from those specific suppliers, due to their lack of capacity to large-scale production; (ii) fallibility of public sector as a client; (iii) risk of State's "overprotection" as a result of this strategy. Therefore, the word "sustainable" in public procurement is reestablished by actors with trajectories that are mainly connected to the debate on sustainability and sustainable development in its multidimensional aspect. To comprehend the operationalization and applicability of the SPP it is necessary to analyze the institutional context. Thus, the institutional framework concerning governmental public procurement in Brazil will be analyzed in the following section.

3. Public Procurement in Brazil: the paradigm of controlling sustainable development

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The institutional design of public procurement is part of a context of many administrative reforms in Brazil, including: (i) the centralization of public procurement, until 1967 marked by a bureaucratic rigor; (ii) the political centralization and administrative fragmentation/the State as administrator of contracts (1993-2010); (iv) the strategic focus on socially relevant segments/State as promoter of sustainable development, an option still under construction.

The decree n. 2.296 of 1862 is the origin of the institutional toolkit of public procurement. It addressed public tender of services under the responsibility of the ministry of Agriculture, Trade and Public Construction (Faria, Filho & Aguiar, 2011).

After a period of strengthening the centralization of public procurement during the provisory government of the “Estado Novo” period, there was a bureaucratic reform. In 1967, there was a systematization of public tender, as a consequence of the decree n. 200/1967 and during the subsequent year, due to the law n. 5.456/1968, also implanted at state and municipal levels (Faria, Filho & Aguiar, 2011).

In the aforementioned context, the harshness of Brazilian bureaucracy, the lack of informational control and the lack of technical and administrative organization were relevant complications to public procurement. Due to the bureaucratic reform promoted by the n.200 decree. In the words of Bresser Pereira (1996, p. 7) “to assure the autonomy of indirect administration, all the emphasis was given to decentralization, presupposing the harshness and a superior efficiency of indirect administration”.

Furthermore, the same author states that “the aim of the flexibilization of the administration was to augment the State’s efficiency in its economic activities, strengthening the political alliance between the higher State’s technobureaucracy, both civil and military, and the entrepreneurial class” (1996, p. 7). From the point of view of the bureaucratic profile in that period, although the decree n.200 addressed the training of high administrators (art.94, V) and the creation of a Center of Improvement under the authority of the Administrative Department of Public Services (DASP), Bresser Pereira (1996) argues that the strategic core was depleted by the military regime, facilitating the perpetuation of patrimonialism and physiological practices.

Approximately twenty years after the decree n.200, the Federal Constitution brought a new approach to the institutional changes that preceded the current institutional arrangement of public procurement in the country. In 1988, through three direct

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references (articles n.22, XXVII, n.37, XXI, and n.175 of the Federal Constitution) and one indirect reference (article n.195, § 3º), public tender became a constitutional principle. In the political scenario, the political, administrative and tax reforms, consequences of the decentralization process, also contributed to redefine the role of the State and include new actors in the process.

Thus, the Law of Public Tender and Contracts n.8.666/1993 represented the formalization of a system of rules and standards of conduct aiming to institutionalize public procurement. It is pertinent to observe how the aforementioned law was elaborated in a historical context notorious for an upswing of corruption claims that took place in public procurement. Consequently, it created an unfavorable environment to renew the institutional arrangements put in practice at the time.

In this context, the role of the individual and collective actors in proposing institutional changes became highly relevant: the entrepreneurial sector of civil construction, the control agencies, the professional corporations and the political class intimately participated in this paradigm change of public procurement (Fernandes, 2008).

Some actors argued that the result of this process is characterized by an excessive meticulousness concerning the procedural acts, leaving little or no margin to the discretion of public administrators to adapt to the norm (Fernandes, 2008). The current design of public procurement is changing, which could open a “window of opportunities” to the State to use public procurement, promoting sustainable development, including the SPP.

There is an orientation of the acquisitions towards a specific type of supplier: The Micro and Small-scale Enterprises (represented by the acronym MPEs in Brazil). It is the first element to be included in the construction of a new paradigm concerning public procurement, institutionalized by the law n. 10.973/2004, which initiated the process of including mechanisms favoring the industries and the development of national technologies, including the microenterprises and technology-based small-scale enterprises.

However, the supplementary law n.123 of 2006 December 14th which instituted the Statute of the Micro and Small-scale Enterprises that emerged as a legal hallmark to this type of supplier. Among other aspects, the law guarantees the preference to associative organizations, including during the process of public tender.

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Furthermore, the law established separate deadlines as well as eliminates steps to the aforementioned type of companies. It also established the “Simples Nacional” as the procedure to tax payments, thus reducing the total tax burden, following the specification of the organization. In addition, the supplementary law n.123/2006 settled the possibility of MPEs participating in public tender, if the maximum value is R\$ 80.000,00. The law also authorized the preference for MPEs in public tender.

The second point to be included corresponds to the vulnerable groups enduring complications concerning the commercialization processes. The federal law n.11.445, dating from 2007 January 5th, authorized the dismissal of public tender if the companies are cooperatives of waste pickers, a possibility reinforced by the National Policy of Solid Waste.

Another group that is part of this new normative framework is formed by family agriculture, as a result of the historic articulation and mobilization of a collective apparatus (Sabourin, 2010). Due to the federal law n.10.973/2004, using the resources of the National Education Fund (represented by the acronym FNDE in Brazil), it is allowed that at least 30% of the food of the National School Lunch Program (represented by the acronym PNAE in Brazil) come from family agriculture, favoring the local production on public procurement, widening the possibilities to the cities to adopt it almost completely, such as the case of the cities of Conchal, in the state of São Paulo, and Apucarana, in the state of Paraná (Caldas e Nonato, 2013).

The normative landmark that guaranteed SPP more space in legal discussions consists of an alteration of the general rule and, more specifically, an alteration of article n.3 of the law n.8.666/1993. The article establishes the promotion of a national sustainable development as a function of public tender, not only restricted to the most economically advantageous tender. Since this alteration, the insertion of SPP moves towards a new stage: the standardization and higher celerity of public tender, conditioning its access to the attendance of socioenvironmental criteria, defined by the hiring organisms. Following this discussion, the Ministry of Planning, Budget and Management elaborated a Normative Instruction n.1, dating from 2010 January 19th, that incentivizes Sustainable Public Procurement and prioritizes products created through sustainable fabrication processes, setting standards that must guide public tender.

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- (i) Less impact on natural resources such as the flora, the fauna, the air, the soil and the water;
- (ii) Prioritization of local materials, technologies and primal matter;
- (iii) Higher efficiency when using natural resources such as water and energy;
- (iv) Job creation, prioritizing local labor force;
- (v) Longer lifespan and lower costs of maintenance of the asset and the construction;
- (vi) Innovation use to reduce the pressure on natural resources;
- (vii) Environmentally regulated use of natural resources necessary to the production of services, assets and construction.

The Federal Decree n. 7.746/2012 reinforces the new phase, to the extent it sets the implementation of criteria, practices and actions concerning sustainable logistics in the public administration, requiring sustainable logistics' management planning, suggesting that the next step towards standardizing the SPP tends to be a change in legal comprehension about the matter, changing from a "desirable" strategy to an "obligatory" strategy that the public administration must comply with.

Concerning the construction of a new legal framework, it is noticeable how the public administration's actors and the agents of external control tried to facilitate SPP. At federal level, the Brazilian Attorney General's Office (AGU) has an important role disseminating this practice through legal consultancy, elaborating legal feedbacks and trainings, including the adherence to Public Administration's Environmental Agenda, the A3P (Villac, Bliacheris & Ferreira, 2014). There is also the participation and influence of external actors mediating ideas involving SPP as an instrument of public procurement and an instrument to public action, linked to a global context – a discussion which will be addressed next.

Among the legal actions to augment the celerity of those processes, the law n.12.462 established the Differentiated Hiring Regime (in Brazil, represented by the acronym RDC). Due to the need to accelerate the constructions to sport's events that would take place in the country, the law aimed the flexibilization of the dynamics of public procurement. Among the established standards is the prioritization of electronic means to hire, the inversion of the phases of habilitation and judgement, aiming to minimize the legal resources of impugnation of candidates disputing the public tender.

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Moreover, the law authorized estimating the global cost of acquisition in public tender, and the possibility of requiring a certification, in conformity to the debate concerning socio-environmental criteria in public procurement, considering the law n.8.666 has blanks yet to be filled concerning this matter, pressing the National Congress to modernize the law addressing public tender and contracts, totalizing 500 projects addressing the issue of public procurement (BRASIL, 2013).

From a new perspective, a Special Commission was created in 2013 by the Federal Senate to address the subject. Actors from different sectors of the market, as well as specialists that pointed the main bottlenecks of the general rule, such as the example of the Industry and Heavy Construction National Union, engineering sectors, the Armed Forces, agronomy, technology, among others. The result of this motion was the debate of a bill at the permanent commissions of the Senate.

The current debates indicate a normative flexibilization and an augmentation of the celerity of the procedures. However, the narratives denouncing corruption in the public sector and the claims for controlling the problem did not diminish, and still represent an important cornerstone of the paradigm, in which the cheaper price in the short-term is a synonym of most advantageous offer. In this scenario, the cost verification accounting is an evaluation tool used to identify if the State is buying responsibly, notwithstanding the extrinsic costs of the process, with economic, social and environmental implications within the SPP.

This succinctly expresses how public procurement in Brazil suffered an array of institutional changes, along with the corresponding historical-political context, reflecting different visions on the role of the State. This process is accompanied by a heterogeneity of internal and external actors working towards the creation of new structures while disrupting the preexisting structures, allowing the reconstruction of arenas that produce and operationalize ideas about the models of public procurement and their connections with sustainable development and sustainability, spaces that are surrounded by many uncertainties and controversies.

4. Development of a taxonomy: methodological proceedings

Taking the theoretical and normative revision on public procurement in the Brazilian context, it is noticeable that the emptying of the adjective “sustainable” was partially transferred to the current idea of SPP, while equating ideas as strategies of

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“internalization of environmental externalizations” as a tool to promote sustainable local development or as a change of public procurement’s processual standards aiming the promotion of innovation and augmentation of the celerity of the processes.

Thus, a review of what is registered about SPP shows the need to expand the knowledge about this instrument, yet to be further explored. In this scenario, the article proposes a taxonomy that may be useful to a framework addressing different forms of SPP of public sector’s routine. Jayo and Diniz (2010) argue that the taxonomy is an important instrument when researchers have little previous knowledge about his or her object, borrowing theoretical references as well as empirical elements to their construction.

Therefore, the taxonomy presented is an initial result of a systematic revision of the literature and legislation available. Additionally, the taxonomy is based on a detailed examination of four empirical studies that took place at the cities of Osasco, in Sao Paulo, and at Apucarana, in the state of Parana (Caldas & Nonato, 2013), and also at the states of Sao Paulo (Medeiros et. al, 2014; Nonato, 2015) and Acre (Nonato, 2015). Using the theoretical lens of public action (Massardier, 2006; Muller, 2008, Thoenig, 1995), the aim was to identify actors and their instruments, in addition to reflecting about the aspects that must be considered at adhering to SPP strategies at public sectors on a daily basis.

5. Presentation of the results and further discussion

Using an inductive exercise about the different practices of SPP identified by the literature, chart n.1 systematizes the initial categories based on the description of their main characteristics.

Chart 01: Initial SPP categories

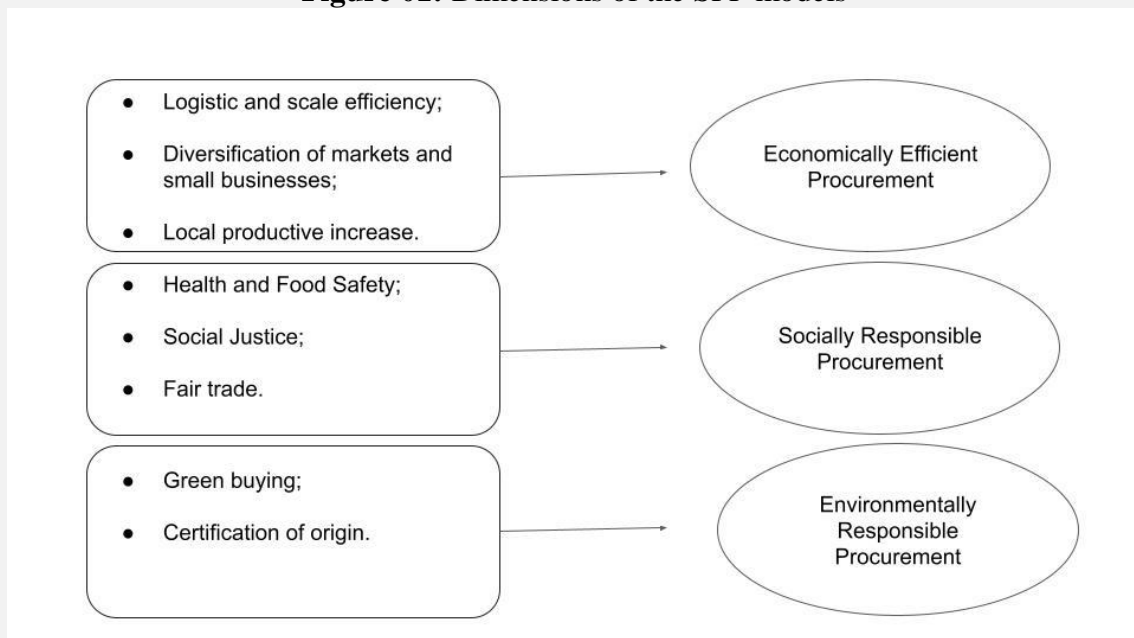
Initial Categories	Description	Research
Green Buying	Initiatives inserting measuring elements of the environmental impact throughout the lifespan of the products, encompassing the extraction, fabrication, transportation, commercialization, use and final destination.	Medeiros et al. (2013); Nonato (2015); Cavalcanti et. al. (2017)
Market diversification and small-scale enterprises	Initiatives guiding part of its acquisitions to foment small-scale suppliers or guarantee the participation of national enterprises, assuring the productive scale and higher competitiveness.	Nonato (2015);

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Local productive increase	Initiatives aiming to create a multiplier effect at the local economy by the augmentation of financial capillarity at the place.	Caldas & Nonato (2013);
Health and Food Safety	Initiatives prioritizing the acquisition of products that benefit human health and fight against hunger.	Caldas & Nonato (2013); Jesus Abreu (2014);
Social Justice/Fair Trade	Initiatives guiding procurement encircling diversity and inclusion of marginalized groups, improving labor conditions or promoting the inclusion of new forms of solidarity economy.	Caldas & Nonato (2014)
Logistic efficiency (shared public tender, standardized tender);	Initiatives to spare time and resources during public tendering.	Cader et. al (2018)
Inspection and certification of origin	Initiatives structuring control standards and verification mechanisms of the origins of certain assets or services, such as the creation of fair production stamps or the requirement of certification.	Nonato (2015); Cavalcanti et. al (2017)

Considering the analysis of the initial categories, it was possible to establish inter-relations and connections characterized by sustainability. Thus, the categories were renamed and agglutinated according to the Sustainability tripod (Hacking, 2008), concerning the social, economic and environmental dimensions.

Figure 01: Dimensions of the SPP models



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Figure 1 shows seven categories presented initially, translated to three types of SPP: *economically efficient procurement*; *Socially Fair and Environmentally-friendly procurement*. Through the in-depth analysis of the empirical studies, it was possible to identify two main dimensions of action: (i) external – centered on nature and supplier standards and (ii) internal – centered on the practices of the public buyer. Chart n.2 synthesizes the dimensions, classes and general characteristics of the SPP models identified.

Chart 02: Taxonomy of SPP models.

Models/Types	Dimensions	Classes	General Characteristics
Environmentally responsible procurement	External	Origin/Buying practices	Model that established standards to hire enterprises that provide assets, services or build constructions provided that they spare natural resources and act attentively towards climate change. Insertion of criteria to elaborate Lifespan Analysis of an asset or service. Licensing, Stamps, Certifications and Declarations will be required to be part the process.
	Internal	Public Buyer practices	Creation of internal policies to promote the use of renewable energy, policies to avoid wastage of scarce natural resources, among others.
Socially responsible procurement	External	Origin/Supplier practices	Accessibility and recognition of diversity, prioritizing MPEs and local cooperatives. Acquisition of assets with reduced negative impact on consumer's health.
	Internal	Public buyer practices	Control mechanisms to exclude enterprises involved with slave or child labor.
Economically efficient procurement	External	Origin/Supplier practices	Innovation of assets, services and constructions. Analysis Recognition on Public Procurement Lifespan. Support to MPEs.

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Models/Types	Dimensions	Classes	General Characteristics
	Internal	Public practices buyer	Creation of mechanisms to spare time and resources during public tendering. Inclusion of Information and Communication Technology mechanisms in shared procurement.

Firstly, the Nature of the Supplier refers mainly to the identification ex-ante of the actors hired by the State, as to establish a scenario to attend to a certain group. This procedure also addresses the behavior-changing practices and the praxis of the suppliers, both in terms of structure and conditions to proceed with the activities, as in terms of documentation to prove the safety and the respect for the Human Rights of the working conditions.

As previously mentioned, Brazil has presented advancements, mainly due to the National School Lunch Program (represented by the acronym PNAE in Portuguese), and the Food Acquisition Program (represented by the acronym PAA). At a subnational level, the Program of Furniture's Regionalization at Acre is an illustrative state's initiative, aiming to support local production chains, while rigorously augmenting the environmental requirements concerning the use of forest-managed wood.

In 2015, there were 14 accredited Federal company registration numbers (CNPJs), which represented 300 woodworkers, individually organized in micro and small-scale companies or in the state cooperatives' central, registered in the program and licensed to conduce public licensing of the aforementioned workers, and state promoted public strategies to further the productive chain, through the creation of spaces dedicated to furniture production, as well as instrumental support, capacitating the workers with furniture design courses in partnership with the Polytechnical University of Milan, thus standardizing production and associativity organization (Nonato, 2015).

Secondly, the practices linked to the internal issues of the State relate to internal management processes encompassing SPP practices and policies. Consequently, the mechanisms that assure efficient and swift use of resources, social control and transparency of the actions included in the subject. The state of Sao Paulo advanced on this matter with the Sustainable Public Procurement State Program.

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The program enables the annual monitoring of the public state's organisms acts concerning SPP, registered in annual reports and general biannual reports, as well as preparing workers to address the issue. According to the State Department of the Environment, until 2015 there was an augmentation of sustainable options in Sao Paulo state public procurement, growing from 3% to 26% of the identified products throughout the implementation of this experience by the buying units (Nonato, 2015).

6. Examining daily SPP practices: proposing criteria to elaborate an analysis.

It is important to stress that the taxonomy developed and presented represents an initial approach to organizing the available SPP models, observed in a recent period. However, it does not deplete the neither the subject nor the forms of combining and articulating the models addressing the issue. On the contrary, it is an organizing instrument to further the proposition of governmental actions and the civil society that might be innovative and adapted in consonance with the peculiarities of the institutional space.

In this sense, the development of a taxonomy aims to analyze public actions concerning SPP taking into account seven main aspects:

Degree of focus: the degree of focus in this context is understood as the emphasis attributed to certain segment of supplier's profile. While evaluating this initiative, the following questions emerge: does the action target a specific public? Does the action include all kinds of public tendering (assets, services and constructions) or is it restrictive? Considering the identification of strategies and the SPP practices' scope, it will be possible to identify the necessary steps to plan internal and external procedures to be made during the process of the referred tendering.

Standardization: the second standard relates to legal security. Along with the advances mentioned in the historical reconstitution, it is possible to argue that there is an institutional context favorable to recommend the adherence to sustainable criteria on public procurement. Nevertheless, the subnational legislation is crucial to endorse and promote further advances on the subject. The PNAE's experience shows how cities created their own legislation to advance local demand for products produced by family farming. The observed cases at Acre and Sao Paulo were equally preceded by state legislation. The specialized legal debate has presented advances on this subject and

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organisms such as the Brazilian Attorney General's Office (AGU) stands out as agents promoting legislation hermeneutics on the subject (Villac, Bliacheris & Souza, 2014).

Learning instruments: linked to the legislation issue, training is prominent to both ends of the chain: the buyers and the suppliers. The proposition of SPP requires training and presentations, and investing in daily instrumental support is imperative, aiming to promote an accurate approach of the issue along with the actors involved. In this regard, sensibilizing the buying area (responsible for public procurement, as well as the technical area that defines the object and the characteristics that are a term of reference to the acquisition and/or hiring. Activities that mobilize scientific/academic forums and multisectoral gather potentialities in the learning process of executing public action.

Identification of partnerships/collaborative practices: adopting SPP involves the recognition and articulation of different actors that participated in the process, since its origin until the monitoring and evaluation of the referred initiatives. From an external point of view, beyond the aforementioned articulation between academic specialists and the third sector, it is important to include organisms and entities that represent the suppliers, to raise support while transmitting knowledge. From an internal point of view (the buyer's view), a promising path is the promotion of meetings to enable experience exchange between buying units, departments, bureaus and even the city administration.

The program "Municípios Verde-Azul" of the state of Sao Paulo has made advances, providing a series of workshops and trainings in the year of 2014, targeting the cities of Sao Paulo state, with the support of organisms of civil society, of state government and representatives of the State Court of Auditors. The identification of partnerships and collaborative practices, therefore, is an important standard that indicates the degree of involvement and commitment of the actors towards the daily reinforcement of SPP.

Social Innovation: on conceiving social innovation as a combination of arrangements, practices and social technologies aiming the resolution of public problems (Pozzebon & Fontenelle, 2016; Andion et al. 2017), it is relevant to analyze the experiences involving SPP guided by the social innovation criteria, broadening the path to identify the plurality of actions of the actors. On account of this, it is not a linear path, but identifying advances, hesitations and route detours observed during the establishment of SPP are constitutive parts of the analysis.

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Political Will: the application of SPP depends upon the will of public managers to implement the procedures, either in a positive way – such as adopting SPP as part of the campaign’s platform – or as a response to external demanding – of the federal legislation, for instance. The political will is fundamental especially when the ideas previously discussed on public forums are reinforced and designed according to the negotiations made by the actors. Therefore, the political will must be comprehended beyond the image of elected politicians, but rather prioritizing the leadership positions chosen to be the elite of public bureaucracy.

Social Control and Governmental Transparency: the analysis of the studies here presented indicate that social control and governmental transparency represent the bottleneck to ongoing SPP practices and they are also a relevant analysis standard. Although public tender in general is surrounded by normative rigidity and control mechanisms, aiming to deter corruption practices or misuse of resources, such mechanisms are not followed by informational structures that allow the average citizen to access details about the dynamics of the processes of public procurement. The limitation of requests made based on the Information Access Law is an example. Thus, the informational limitation and institutional opacity may represent barriers to monitor and evaluate the practical effects of its adoption. In conclusion, it is imperative to thrive the creation of tools that can aid standardizing and disseminating those practices, as well as broadening the channels of active transparency.

Bearing that in mind, the taxonomy and the analysis criteria here presented intend to provide an ample vision on the different ongoing forms of SPP, essential to the familiarization and comprehension of the concept, as well as to the identification of potentialities and obstacles to adhere to the referred practices in different contexts.

7. Final thoughts:

The aim of this article is to retrace the history of Sustainable Public Procurement in Brazil and to propose a taxonomy to analyze the SPP models recently used by the public administration.

From a historical point of view, considering the different contingencies and temporal circumstances of public procurement in Brazil, the country has witnessed changes on the role of the State, which directly influenced the constant reforms of the

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period. The law n. 8.666/1993 emerged amid the necessity of establishing control and fight corruption. The aforementioned law was kept unchanged until the 2000s, when the necessity of a more efficient State became part of the debate.

Moreover, despite recent normative changes (such as changes of the article n. 3 of the law n. 8.666), there is a change of perspective concerning the State as an agent able to induce sustainable development, pressing the public administration to adopt a strategic outlook of public procurement. Nevertheless, there are narratives about corruption that entangle the issue of the SPP, corroborating a distressing scenario in which the paradigm of control is based upon the lowest price based on the praxis of the public sector, hampering ideas such as “total acquisition cost” and “analysis of the product’s lifespan” or the requiring stamps and socio-environmental certifications become part of the repertory of the actors that conduce those processes daily.

Considering the different taxonomies available for the current SPP models, there were analytical categories applicable to initiatives that have SPP as main articulator of experiences. Once “public action” is established as a theoretical lens, it is possible to elaborate criteria to identify and analyze how the actors perform towards SPP, considering their different trajectories. Using the notion of “State in action” (Jobbert & Muller, 1987), such criteria transcend the analysis of State action, because it focuses the action of actors that influence directly the dynamics and the construction of different meanings over such strategy. In addition, it is fundamental to comprehend the chain of events, its causalities and territorial peculiarities involving public action, dimensioning the analysis from the territorial context, the established governance structures, political coalitions etc.

The SPP is a dynamic instrument still being improved. It is a starting point to elaborate and design better SPP initiatives, considering the different contexts in which they may be adopted. Considering the evidences presented, it is expected that this article may contribute to future research about SPP and its implications in the Brazilian context.

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