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Leiden**
The Netherlands

**Public procurement distance: analysing European
public procurement policy implementation in 27 EU
member states**

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PROCES VERBAAL VAN AANBESTEDING.

Op heden den _____ is ingevolge de daarvan in de Departement en der Monden van de Maas en van den Boven-IJssel, angeplakte Biljetten, en gedane Advertisfementen in de Nederlandsche Staats-courant, door den Directeur van den Waterstaat overgegaan, tot het openen der verzegelde inschrijvingen van de gegadigden, welke zich bereid hebben getoond, tot het aannemen der werken in het bovenstaande beftek vervat, en waar van de kosten zijn gefierd op eene Somma van

Bij de opening der voorsz. biljetten is bevonden dat dezelve behelsden inschrijvingen, waarvan is geformeerd de navolgende staat:

| Namen der inschrijvers. | Aanwijzing van het werk. | Bedrag der begrooting van kosten. | Bedrag der gedane inschrijvingen. | Vermindering. |
|-------------------------|--------------------------|-----------------------------------|-----------------------------------|---------------|
| | | | | |

Appendices

Appendix A

LETTER TO RESPONDENTS

Dear colleague,

I am a PhD student at Leiden University, the Netherlands, with Prof. Dr. Bernard Steunenberg as my supervisor. I am doing PhD research into procurement based on European legislation above the threshold values in the European member states and how it is applied in practice.

I am keen to find out whether our work becomes easier, or we can do our work better if we strictly observe procurement legislation or if it is easier/better if we don't stick to it too closely. Since this is a question that affects us all, the results are also of great importance to you. I would greatly appreciate it if you help me out by completing the attached questionnaire and participate in this unique project!

I guarantee that you will remain anonymous, and your responses will be handled with the utmost confidentiality. I will only use the assembled and accumulated results (not the individual answers) once. I found your e-mail address on the TED website of the European Union. By completing this survey, you give me express permission to use the results for this research. I will create a summary of the results in due course and will be happy to send this to you free of charge.

Why not take part? Completing the questions will only take twenty minutes or so! Click here to complete the questionnaire in your own language.
Or copy and paste the following URL into the address bar of your Internet browser.

Thank you very much! I hope you enjoy completing the questionnaire!

drs. Alexander Schermerhorn
PhD Student at Leiden University, the Netherlands

NB: All questions in this questionnaire are related to tenders above the European thresholds, when you answer the questions, you may ignore procurement projects with lower values.
Click here to opt out of these e-mails

Appendix B

QUESTIONNAIRE

TABLE B1

Survey public procurement European Union

Thank you for participating in my research into whether our work becomes easier, or we can do our work better if we strictly observe procurement legislation or if it is easier/better if we don't stick to it too closely. All questions in this questionnaire are related to tenders above the European thresholds. When answering the questions, you may ignore procurement projects with lower values. I hope you enjoy answering my questions! If you are interested in a free summary of the results, you can indicate this on the last page. Click the button to start the questionnaire.

Question

| | |
|----------|--|
| 1 | Are you principally engaged in tenders focusing on: (more than 1 answer possible) |
| 1.1 | Works |
| 1.2 | Services |
| 1.3 | Supplies |
| 1.4 | Utilities |
| 2 | Which of the following subjects are part of your duties: (More than 1 answer possible) |
| 2.1 | Drawing up tender documentation |
| 2.2 | Drawing up draught contracts |
| 2.3 | Application of procurement rules and case law |
| 2.4 | Drafting selection criteria |
| 2.5 | Drafting award criteria |
| 2.6 | Answering questions from interested market players in the Information Notice |
| 2.7 | Conclusion of the contract with the successful tenderer |
| 2.8 | Following up the contractual agreements with suppliers |
| 2.9 | Hiring external procurement consultants and legal advisers |
| 2.10 | Supporting legal procedures |
| 3 | Please indicate which of each of the following statements applies to you: |
| 3.1 | I apply the procurement rules more flexibly if only one interested supplier submits a tender. |
| 3.2 | The more submissions I get, the more strictly I will apply the procurement rules. |
| 3.3 | I use external (contracted) legal advisers |
| 3.4 | I use external (contracted) procurement consultants during the tendering process |
| 3.5 | I use internal (from my own organisation) legal advisers during the tendering process |
| 3.6 | I use internal (from my own organisation) procurement consultants during the tendering process |

- 3.7 A tenderer has made an honest mistake, such as failing to submit one or more requested documents or a textual contradiction written in the tender which means this tenderer has not responded in accordance with the specifications. If this is the case, I contact the tenderer and give him the opportunity to correct the error.

4 Indicate to what extent you agree or disagree with each of the following statements. Statements concerning your procurement activities:

- 4.1 I am able to steer the content of tenders in the direction I require
- 4.2 I take the public interest into consideration
- 4.3 One or more tenders I have supervised have lead to a lawsuit at some point
- 4.4 I take the opinions of the market players into account
- 4.5 I take into account the preferences of national politics with regard to procurement
- 4.6 I always implement procurement legislation literally
- 4.7 Procurement legislation does not give me enough room to manoeuvre
- 4.8 I allow variants to give tenderers the chance to come up with alternative solutions
- 4.9 I let tenderers give an oral presentation of the solution as part of the award process
- 4.10 I work together with other contracting authorities as much as possible in order to be able to take advantage of joint procurement
- 4.11 I am generally satisfied with the procurement result ("The supplier delivered what I expected to receive when I purchased it")
- 4.12 I have to do work that is not part of my duties
- 4.13 European procurement rules are too complex
- 4.14 The mainly written procedures limit my freedom to manoeuvre

5 Why do you apply the procurement rules: (More than 1 answer possible)

- 5.1 Because the law must be observed
- 5.2 Because this way I help implement government policy
- 5.3 Because this way I avoid getting into trouble with my employer
- 5.4 Because this way I avoid problems with the market players
- 5.5 Because this way I avoid legal procedures and lawsuits
- 5.6 Because this way I can procure more professionally and efficiently

6 Indicate to what extent you agree or disagree with each of the following statements. You release a tender but you cannot award it to a successful tenderer. This is because:

- 6.1 Because my employer wanted this
- 6.2 Because there was a threat of a complaint or legal proceedings by a potential supplier
- 6.3 Because there was political pressure to stop the tender =>please answer question 6a
- 6.4 Because the media (radio, TV, newspaper, Internet, social media) published information about the relevant tender

6a Indicate to what extent you agree or disagree with each of the following statements. What do you think was the underlying reason for this political pressure: (Referral from 6.3)

- 6a.1 Favouritism
- 6a.2 There is a relationship between politicians and the successful supplier

6a.3 Stakeholders were paid money

6a.4 The preferred supplier was awarded the contract directly

7 Do you pay attention to the following social objectives in your tenders:

7.1 Sustainability

7.2 Social return

7.3 Innovation

7.4 SME participation

8 Indicate to what extent you agree or disagree with each of the following statements. What, in your opinion, are the consequences of the inclusion of subjects relating to sustainability, innovation, social return and SME participation for your tenders:

8.1 It results in high costs

8.2 It makes my tenders more complex

8.3 It improves society

8.4 It results in happier end users

8.5 It wastes time

8.6 It gives a better procurement result

9 Indicate to what extent you agree or disagree with each of the following statements regarding avoiding tenders:

9.1 If I can split things into lots to stay below the tendering threshold, I will do so

9.2 If I can directly award to my preferential supplier then I will do so

9.3 If I can keep ordering from my current supplier at the end of the term of the contract, I will do so

9.4 If I can draw up the contractual conditions broader than strictly required for the tender, I will do so

9.5 If I can order just before the end of the term, I will do so

9.6 If I can avoid a time-consuming public or restricted tender by choosing to award directly via a negotiation procedure, I will do so

10 Indicate whether you recognise this from your own practice and your own experiences with tenders you have supervised:

10.1 I sometimes buy from a supplier without first releasing an obligatory tender

11 Indicate to what extent you agree or disagree with each of the following statements. In order to achieve the desired outcome of a tender have you ever:

11.1 Consulted with certain suppliers

11.2 Made using the national language compulsory

11.3 Sent the Information Notice as late as possible

11.4 Unticked the GPA box

11.5 Given more points to your preferred supplier

11.6 Given the current supplier who you are happy with more points

11.7 Changed the award conditions after all tenders were received

| | |
|-----------|--|
| 12 | Indicate to what extent you agree or disagree with each of the following statements. In the tenders that you deal with, does the following ever occur: |
| 12.1 | The costs and risks of the projects to be tendered are underestimated |
| 12.2 | The scope of the projects to be tendered is broader than necessary |
| 12.3 | The turnaround times of the projects to be tendered are deliberately underestimated |
| 13 | If one of these issues (costs and risks underestimated, scope unnecessarily broad, turnaround times deliberately underestimated) occurs every now and then, who requests this and what kind of tenders are they: (More than 1 answer possible. Choose the answers most relevant to you) |
| 13.1 | Persons from the organisation I work for |
| 13.2 | Market players/suppliers |
| 13.3 | Politicians/policymakers |
| 13.4 | The media (radio, TV, newspaper, Internet, social media) |
| 13.5 | I want this myself |
| 13.6 | This mostly occurs when procuring works |
| 13.7 | This mostly occurs when procuring services |
| 13.8 | This mostly occurs when procuring supplies |
| 14 | Indicate to what extent you agree or disagree with each of the following statements If an issue from question 12 (Costs/risks greater; scope broader; turnaround times too short) occurs what does this mean for your work: |
| 14.1 | This results in extra work for me |
| 14.2 | I have less influence on the award outcome |
| 14.3 | I am not able to serve the public interest properly |
| 14.4 | I have no choice in this and must accept it |
| 14.5 | This does not affect my work |
| 14.6 | This results in higher procurement costs |
| 14.7 | This increases my freedom to manoeuvre |
| 14.8 | I will apply the procurement rules even more strictly |
| 14.9 | This increases the risk of lawsuits and complaints |
| 14.10 | This decreases the quality of the procured supplies/works or services |
| 14.11 | This increases the quality of the end result |
| 15 | Could you estimate how much higher the procurements costs are if a situation like that in question 12 (Cost/risks greater; scope broader; turnaround times too short) occurs: |
| 15.1 | Between 1% and 10% higher |
| 15.2 | Between 11% and 25% higher |
| 15.3 | More than 25% higher |
| 16 | Indicate to what extent you agree or disagree with each statement about procurement abroad: (across the borders of your own country but within the EU) |
| 16.1 | I sometimes award a tender to a supplier from another EU member state rather than one from my own country |

| | |
|--|--|
| 16.2 | I sometimes award a tender to a supplier from a country that is not a member of the European Union |
| 16.3 | When I award a tender to a foreign supplier, I do this because the quality is better |
| 16.4 | When I award a tender to a foreign supplier, I do this because the price is lower |
| 16.5 | When I award a tender to a foreign supplier, I do this because they can offer a particular type of knowledge |
| 16.6 | I prefer suppliers from my own country |
| 16.7 | International tenders cause language issues |
| 16.8 | International tenders cause supply issues |
| 16.9 | International tenders cause quality issues |
| 16.10 | I do not speak or write English |
| 16.11 | When I procure from a foreign supplier I only do this because politicians/policymakers and/or my organisation tell me to do so |
| 16.12 | International tenders are conducted in English |
| 17 Are you: | |
| 17.1 | Male |
| 17.2 | Female |
| 18 What is your profession: (Only 1 answer possible) | |
| 18.1 | Purchaser employed by a contracting authority |
| 18.2 | External procurement consultant |
| 18.3 | Lawyer employed by the contracting organisation |
| 18.4 | External legal adviser |
| 18.5 | Contract manager |
| 18.6 | In addition to my usual daily activities, I sometimes deal with procurement through tendering (part time) |
| 19 For which public authorities do you work or consult most often: (Only 1 answer possible) | |
| 19.1 | National government |
| 19.2 | Regional government |
| 19.3 | Local government |
| 19.4 | Utilities |
| 19.5 | Other |
| 20 What is your level of education: (Only 1 answer possible. Select highest level achieved) | |
| 20.1 | Higher |
| 20.2 | Secondary |
| 20.3 | Primary |
| 21 In addition, I have also: (Only 1 answer possible) | |
| 21.1 | Followed additional procurement training aimed specifically at European procurement |

| | |
|-----------|---|
| 21.2 | Followed additional procurement training but not specifically aimed at European procurement |
| 21.3 | Learned about European procurement in practice without procurement training |
| 22 | How many tendering projects do you supervise on average each year: (Only 1 answer possible) |
| 22.1 | 2 or fewer tenders |
| 22.2 | 3-5 tenders |
| 22.3 | 6-10 tenders |
| 22.4 | 11-20 tenders |
| 22.5 | More than 20 tenders |
| 23 | Your age: |
| 23.1 | Up to 35 |
| 23.2 | Between 35 and 50 |
| 23.3 | 50+ |
| 24 | For which supplies, services and works do you mainly supervise tenders: (More than 1 answer possible. Choose that which most closely applies to your position) |
| 24.1 | Infrastructure (Such as: road, water, construction, real estate) |
| 24.2 | I(C)T |
| 24.3 | Science and education |
| 24.4 | Healthcare, welfare, social services |
| 24.5 | Utilities (Such as: electricity, telecommunications, public transport, post) |
| 24.6 | Culture, sports, recreation |
| 24.7 | Agriculture, livestock farming, hunting, fishing, mining, nature management |
| 24.8 | Financial economic services |
| 24.9 | Defence |
| 24.10 | Uniformed services except for defence (Such as: police fire brigade, civil protection) |
| 24.11 | Employment services |
| 24.12 | Non-financial business services (such as: administration, organisational consultation, support, facilities) |
| 24.13 | Logistics and transport |
| 24.14 | Media |
| 24.15 | Judicial services (Such as judiciary, prosecution service) |
| 25 | How long have you worked with European tenders: (Only 1 answer possible) |
| 25.1 | 1 year or less |
| 25.2 | 1-3 years |
| 25.3 | 3-5 years |
| 25.4 | 5-10 years |
| 25.5 | Longer than 10 years |

| | |
|-----------|---|
| 26 | Please estimate the annual costs for contracting external advisers: (Only 1 answer possible) |
| 26.1 | Up to 5,000 Euro a year |
| 26.2 | 5,000 Euro to 10,000 Euro a year |
| 26.3 | 10,000 Euro to 25,000 Euro a year |
| 26.4 | 25,000 Euro to 50,000 Euro a year |
| 26.5 | 50,000 Euro to 100,000 Euro a year |
| 26.6 | More than 100,000 Euro a year |
| 26.7 | I don't know |

27 Thank you for answering my questions! Below you will find 2 general questions, could you please read these and respond to them?
This survey is completely anonymous, the outcome cannot be traced back to individual persons. I do have a request however (without obligation): to further substantiate my research with individual interviews with people working in the field of tendering and procurement, I am looking for people to interview (in English, French or Dutch). People like you, for example. The answers will be processed anonymously. If you are happy for me to interview you, please enter your email address below. I will not mention your name in my research but only quote you anonymously within the relevant context, ensuring it cannot be traced back to you as an individual. Thank you very much for your cooperation, I really appreciate it! If yes: please enter your e-mail address below and I will contact you ASAP. If no: do not enter anything and continue to the next question.
I am looking for case studies and stories that can substantiate and illustrate my research. Could you provide me (anonymously, of course) with a case study or story about a procurement case that appeals to the imagination? (It doesn't matter if it was successful or failed) I shall ensure that the story cannot be traced back to you as an individual. May I contact you for more information about your case? If you are happy for me to do this, please enter your e-mail address in the field below. If yes, could you give a brief 20-word summary of the case? If no, you may skip this question and go to the last question.
Thank you very much for your cooperation! I would be happy to mail you a summary of the results of this research in due course. If you are interested, please enter your e-mail address or another e-mail address (which I will use only once for this purpose) where you wish to receive the document.

Member states:
Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, United Kingdom

Appendix C

FREQUENCY TABLES

This appendix contains the frequency tables that are referred to in Chapters 5 and 6. *n* is the total count of answers to the relevant question. Rounding differences may occur in the totals of the tables.

TABLE C1

Distribution of respondents per procurement segment (n= 21,874)

| Segment | Percentage |
|--------------|------------|
| Works | 25 |
| Services | 39 |
| Supplies | 29 |
| Utilities | 7 |
| <i>Total</i> | <i>100</i> |

TABLE C2

Distribution by sector (n= 15,022)

| Sector | Percentage |
|--|------------|
| Infrastructure (such as road, water, construction, real estate) | 22 |
| Utilities (such as electricity, telecom, public transport, postal services) | 11 |
| I(C)T | 11 |
| Non-financial business services (such as administration, organisational consultation, support, facilities) | 9 |
| Healthcare, welfare, social services | 9 |
| Education and science | 8 |
| Culture, sports, recreation | 7 |
| Financial economic services | 6 |
| Logistics and transport | 5 |

| Sector | Percentage |
|--|-------------------|
| Uniformed services except for defence (Such as: police fire brigade, civil protection) | 3 |
| Agriculture, livestock farming, hunting, fishing, mining, nature management | 3 |
| Media | 2 |
| Employment services | 2 |
| Judicial services (Such as judiciary, prosecution service) | 1 |
| Defence | 1 |
| <i>Total</i> | <i>100</i> |

TABLE C3

Sex (n= 6,923)

| Sex | Percentage |
|--------------|-------------------|
| Male | 64 |
| Female | 36 |
| <i>Total</i> | <i>100</i> |

TABLE C4

Age (n= 6.923)

| Age (in years) | Percentage |
|-----------------------|-------------------|
| Up to 35 | 9 |
| Between 35 and 50 | 43 |
| 50+ | 48 |
| <i>Total</i> | <i>100</i> |

TABLE C5

Highest level of education achieved (n= 6,874)

| Education | Percentage |
|------------------|-------------------|
| Higher | 86 |
| Secondary | 13 |
| Primary | 1 |
| <i>Total</i> | <i>100</i> |

TABLE C6

Number of calls for tenders per year (n= 6,874)

| Number of tenders | Percentage |
|--------------------------|-------------------|
| =< 2 | 26 |
| 3-5 | 24 |
| 6-10 | 16 |
| 11-20 | 13 |
| > 20 | 21 |
| <i>Total</i> | <i>100</i> |

TABLE C7

Seniority (n= 6,874)

| Seniority in years | Percentage |
|---------------------------|-------------------|
| =< 1 | 6 |
| 1-3 | 7 |
| 3-5 | 18 |
| 5-10 | 34 |
| >10 | 35 |
| <i>Total</i> | <i>100</i> |

TABLE C8

Public administration tier (n= 6,713)

| Administration tier | Percentage |
|----------------------------|-------------------|
| National government | 17 |
| Regional government | 13 |
| Local government | 39 |
| Utilities | 12 |
| Other | 20 |
| <i>Total</i> | <i>100</i> |

TABLE C11
Adjustment of outcome in desired direction (n= 7,419)

| Influence on outcome | | | | | | | |
|-----------------------------|----------------------------------|---|---|----------------------|--|---|--|
| | Consulted with certain suppliers | Made using the national language compulsory | Sent the Information Notice as late as possible | Unticked the GPA box | Given more points to your preferred supplier | Given the current supplier who you are happy with more points | Changed the award conditions after all tenders were received |
| Completely disagree | 46 | 27 | 80 | 67 | 81 | 74 | 92 |
| Partly disagree | 11 | 6 | 9 | 5 | 9 | 12 | 4 |
| Neutral | 14 | 14 | 8 | 26 | 7 | 9 | 3 |
| Partly agree | 23 | 18 | 2 | 1 | 3 | 4 | 1 |
| Completely agree | 7 | 36 | 1 | 1 | 1 | 1 | 0 |
| Total | 100 | 100 | 100 | 100 | 100 | 100 | 100 |

TABLE C12
Reason for political pressure to stop tender process (n= 754)

| Reason (Percentage) | | | | |
|----------------------------|-------------|---|------------------------------|--|
| | Favouritism | There is a relationship between politicians and the successful supplier | Stakeholders were paid money | The preferred supplier was awarded the contract directly |
| Completely disagree | 31 | 30 | 48 | 36 |
| Partly disagree | 9 | 9 | 9 | 11 |
| Neutral | 25 | 24 | 31 | 27 |
| Partly agree | 23 | 25 | 6 | 17 |
| Completely agree | 11 | 13 | 5 | 9 |
| Total | 100 | 100 | 100 | 100 |

TABLE C15

Reason for cross-border procurement (n= 6,943)

| Reasons and effects (Percentage) | | | | | | | | | | |
|---|--|---|--|--|--|---|---|--|---------------------------------|--|
| | When I award a tender to a foreign supplier, I do this because the quality is better | When I award a tender to a foreign supplier, I do this because the price is lower | When I award a tender to a foreign supplier, I do this because they can offer a particular type of knowledge | I prefer suppliers from my own country | International tenders are conducted in English | International tenders cause language issues | International tenders cause supply issues | International tenders cause quality issues | I do not speak or write English | When I procure from a foreign supplier I only do this because politicians/policymakers and/or my organisation tell me to do so |
| Completely disagree | 16 | 14 | 13 | 21 | 36 | 13 | 17 | 21 | 44 | 43 |
| Partly disagree | 5 | 7 | 5 | 10 | 8 | 10 | 14 | 16 | 15 | 12 |
| Neutral | 41 | 39 | 43 | 38 | 34 | 38 | 48 | 50 | 22 | 33 |
| Partly agree | 22 | 26 | 26 | 20 | 10 | 27 | 16 | 10 | 11 | 7 |
| Completely agree | 16 | 15 | 13 | 11 | 12 | 12 | 5 | 3 | 8 | 5 |
| <i>Total</i> | <i>100</i> | <i>100</i> | <i>100</i> | <i>100</i> | <i>100</i> | <i>100</i> | <i>100</i> | <i>100</i> | <i>100</i> | <i>100</i> |

TABLE C16

Costs of hiring external consultants (n= 3,774)

| Costs per year in EUR | Percentage |
|------------------------------|-------------------|
| 5,000 max | 25 |
| 5,000-10,000 | 17 |
| 10,000-25,000 | 13 |
| 25,000-50,000 | 9 |
| 50,000-100,000 | 5 |
| 100,000+ | 7 |
| Do not know | 24 |
| <i>Total</i> | <i>100</i> |

TABLE C19

Correction of unintentional error (n= 10,417)

| Correction | Percentage |
|---------------------|-------------------|
| Completely disagree | 25 |
| Partly disagree | 12 |
| Neutral | 18 |
| Partly agree | 29 |
| Completely agree | 16 |
| <i>Total</i> | <i>100</i> |

TABLE C20

Direct procurement without tender procedure (n= 8,380)

| Direct procurement | Percentage |
|---------------------------|-------------------|
| Completely disagree | 56 |
| Partly disagree | 14 |
| Neutral | 11 |
| Partly agree | 14 |
| Completely agree | 5 |
| <i>Total</i> | <i>100</i> |

TABLE C21

Summarising statistics

| Dependent variable | Mean | sd | Min | Max | n |
|--|-------------|-----------|------------|------------|----------|
| I always implement procurement legislation literally | 3.97 | 1.008 | 1 | 5 | 9,210 |
| I apply the procurement rules more flexibly if only one interested supplier submits a tender | 2.13 | 1.285 | 1 | 5 | 10,418 |
| The more submissions I get, the more strictly I will apply the procurement rules | 2.43 | 1.482 | 1 | 5 | 10,418 |
| Costs and risks of the projects to be tendered are underestimated (project effect) | 3.08 | 1.206 | 1 | 5 | 7,419 |
| Scope of the projects to be tendered is broader than necessary (project effect) | 2.62 | 1.143 | 1 | 5 | 7,419 |
| Turnaround times of the projects to be tendered are deliberately underestimated (project effect) | 2.41 | 1.213 | 1 | 5 | 7,419 |

| Dependent variable | Mean | sd | Min | Max | n |
|--|-------------|-----------|------------|------------|----------|
| If project effect consequence – This results in extra work for me | 3.65 | 1.067 | 1 | 5 | 7,178 |
| If project effect consequence – I have less influence on the award outcome | 2.70 | 1.063 | 1 | 5 | 7,178 |
| If project effect consequence – I am not able to serve the public interest properly | 3.16 | 1.096 | 1 | 5 | 7,178 |
| If project effect consequence – I have no choice in this and must accept it | 3.08 | 1.106 | 1 | 5 | 7,178 |
| If project effect consequence – This does not affect my work | 2.64 | 1.086 | 1 | 5 | 7,178 |
| If project effect consequence – This results in higher procurement costs | 3.33 | 1.026 | 1 | 5 | 7,178 |
| If project effect consequence – This increases my freedom to manoeuvre | 2.36 | .968 | 1 | 5 | 7,178 |
| If project effect consequence – I will apply the procurement rules even more strictly | 3.06 | 1.079 | 1 | 5 | 7,178 |
| If project effect consequence – This increases the risk of lawsuits and complaints | 3.43 | 1.034 | 1 | 5 | 7,178 |
| If project effect consequence – This decreases the quality of the procured supplies/works or services | 3.18 | 1.053 | 1 | 5 | 7,178 |
| If project effect consequence – This increases the quality of the end result | 2.49 | 1.003 | 1 | 5 | 7,178 |
| I am generally satisfied with the procurement result ("The supplier delivered what I expected to receive when I purchased it") | 3.77 | .863 | 1 | 5 | 9,210 |
| Sustainability (discretionary policy instruments) | 1.96 | 1.043 | 1 | 4 | 7,988 |
| Social return (discretionary policy instruments) | 2.26 | .994 | 1 | 4 | 7,988 |
| Innovation (discretionary policy instruments) | 2.58 | 1.100 | 1 | 4 | 7,988 |
| SME participation (discretionary policy instruments) | 2.35 | 1.097 | 1 | 4 | 7,988 |
| Discretionary policy instruments in tenders – It results in high costs | 3.10 | 1.109 | 1 | 5 | 7,605 |
| Discretionary policy instruments in tenders – It makes my tenders more complex | 3.29 | 1.165 | 1 | 5 | 7,605 |
| Discretionary policy instruments in tenders – It improves society | 3.51 | .995 | 1 | 5 | 7,605 |
| Discretionary policy instruments in tenders – It results in happier end users | 3.32 | 1.009 | 1 | 5 | 7,605 |
| Discretionary policy instruments in tenders – It wastes time | 2.41 | 1.101 | 1 | 5 | 7,605 |
| Discretionary policy instruments in tenders – It gives a better procurement result | 3.30 | 1.007 | 1 | 5 | 7,605 |

| Dependent variable | Mean | sd | Min | Max | n |
|---|-------------|-----------|------------|------------|----------|
| I sometimes award a tender to a supplier from another EU member state rather than one from my own country | 2.72 | 1.353 | 1 | 5 | 6,943 |
| I sometimes award a tender to a supplier from a country that is not a member of the EU | 2.37 | 1.233 | 1 | 5 | 6,943 |
| When I award a tender to a foreign supplier, I do this because the quality is better | 3.18 | 1.233 | 1 | 5 | 6,943 |
| When I award a tender to a foreign supplier, I do this because the price is lower | 3.21 | 1.188 | 1 | 5 | 6,943 |
| When I award a tender to a foreign supplier, I do this because of a particular type of knowledge | 3.21 | 1.144 | 1 | 5 | 6,943 |
| I prefer suppliers from my own country | 2.89 | 1.254 | 1 | 5 | 6,943 |
| International tenders are conducted in English | 2.53 | 1.374 | 1 | 5 | 6,943 |
| International tenders cause language issues | 3.15 | 1.167 | 1 | 5 | 6,943 |
| International tenders cause supply issues | 2.76 | 1.059 | 1 | 5 | 6,943 |
| International tenders cause quality issues | 2.57 | 1.024 | 1 | 5 | 6,943 |
| I do not speak or write English | 2.23 | 1.326 | 1 | 5 | 6,943 |
| When I procure from a foreign supplier I only do this because politicians/policymakers and/or my organisation tell me to do so | 2.18 | 1.201 | 1 | 5 | 6,943 |
| Independent variable | Mean | sd | Min | Max | n |
| I use external (contracted) legal advisers | 2.45 | 1.424 | 1 | 5 | 10,417 |
| I use internal (from my own organisation) legal advisers during the tendering process | 3.45 | 1.514 | 1 | 5 | 10,417 |
| I use internal (from my own organisation) procurement consultants during the tendering process | 3.13 | 1.565 | 1 | 5 | 10,417 |
| I use external (contracted) procurement consultants during the tendering process | 2.22 | 1.384 | 1 | 5 | 10,417 |
| I work together with other contracting authorities as much as possible in order to be able to take advantage of joint procurement | 3.06 | 1.285 | 1 | 5 | 9,210 |
| I take the public interest into consideration | 3.96 | 1.089 | 1 | 5 | 9,210 |
| I am able to steer the content of tenders in the direction I require | 2.77 | 1.243 | 1 | 5 | 9,210 |
| Procurement legislation does not give me enough room to manoeuvre | 3.31 | 1.162 | 1 | 5 | 9,210 |
| A tenderer has made an honest mistake, opportunity to correct the error | 3.00 | 1.430 | 1 | 5 | 10,417 |
| If I can split into lots to stay below the tendering threshold, I will do so | 2.12 | 1.351 | 1 | 5 | 7,605 |

| Independent variable | Mean | sd | Min | Max | n |
|---|-------------|-----------|------------|------------|----------|
| If I can directly award to my preferential supplier then I will do so | 2.05 | 1.329 | 1 | 5 | 7,605 |
| If I can keep ordering from my current supplier at the end of the term of the contract, I will do so | 2.33 | 1.347 | 1 | 5 | 7,605 |
| If I can draw up the contractual conditions broader than strictly required for the tender, I will do so | 2.38 | 1.282 | 1 | 5 | 7,605 |
| If I can order just before the end of the term, I will do so | 2.65 | 1.324 | 1 | 5 | 7,605 |
| If I can avoid a time-consuming public or restricted tender by choosing to award directly via a negotiation procedure, I will do so | 2.69 | 1.442 | 1 | 5 | 7,605 |
| I sometimes buy from a supplier without first releasing an obligatory tender | 1.98 | 1.293 | 1 | 5 | 8,380 |
| I have to do work that is not part of my duties | 2.64 | 1.334 | 1 | 5 | 9,210 |
| European procurement rules are too complex | 3.44 | 1.202 | 1 | 5 | 9,210 |
| One or more tenders I have supervised have led to a lawsuit at some point | 2.24 | 1.592 | 1 | 5 | 9,210 |
| I take the opinions of the market players into account | 3.28 | 1.027 | 1 | 5 | 9,210 |
| I take into account the preferences of national politics with regard to procurement | 3.26 | 1.232 | 1 | 5 | 9,210 |
| The mainly written procedures limit my freedom to manoeuvre | 2.93 | 1.223 | 1 | 5 | 9,210 |
| I allow variants to give tenderers the chance to come up with alternative solutions | 2.89 | 1.252 | 1 | 5 | 9,210 |
| I let tenderers give an oral presentation of the solution as part of the award process | 2.34 | 1.309 | 1 | 5 | 9,210 |
| Cannot award it to a successful tenderer – Because there was a threat of a complaint or legal proceedings by a potential supplier | 2.19 | 1.239 | 1 | 5 | 8,051 |
| Cannot award it to a successful tenderer – Because there was political pressure to stop the tender | 1.88 | 1.140 | 1 | 5 | 8,051 |
| Cannot award it to a successful tenderer – Because my employer wanted this | 2.08 | 1.226 | 1 | 5 | 8,051 |
| Cannot award it to a successful tenderer – Because the media (radio, TV, newspaper, Internet, social media) published information about the relevant tender | 1.71 | .986 | 1 | 5 | 8,051 |
| Reason political pressure: Favouritism | 2.75 | 1.398 | 1 | 5 | 754 |
| Reason political pressure: Relationship between politicians and the successful supplier | 2.82 | 1.412 | 1 | 5 | 754 |
| Reason political pressure: Stakeholders were paid money | 2.13 | 1.232 | 1 | 5 | 754 |

| Independent variable | Mean | sd | Min | Max | n |
|--|-------------|-----------|------------|------------|----------|
| Reason political pressure: Preferred supplier was awarded contract directly | 2.51 | 1.356 | 1 | 5 | 754 |
| To achieve desired outcome – Consulted with certain suppliers | 2.32 | 1.408 | 1 | 5 | 7,419 |
| To achieve desired outcome – Made using the national language compulsory | 3.30 | 1.625 | 1 | 5 | 7,419 |
| To achieve desired outcome – Sent the Information Notice as late as possible | 1.35 | .784 | 1 | 5 | 7,419 |
| To achieve desired outcome – Unticked the GPA box | 1.64 | .969 | 1 | 5 | 7,419 |
| To achieve desired outcome – Given more points to your preferred supplier | 1.35 | .801 | 1 | 5 | 7,419 |
| To achieve desired outcome – Given the current supplier who you are happy with more points | 1.45 | .868 | 1 | 5 | 7,419 |
| To achieve desired outcome – Changed the award conditions after all tenders were received | 1.13 | .501 | 1 | 5 | 7,419 |

Appendix D

INDICATORS MULTIVARIATE ANALYSIS

The table below contains the indicators for public procurement distance and the corresponding questions that are referred to in Chapters 4 and 6.

TABLE D1

Indicators dependent variable

| Indicator | Nr | Question |
|----------------------------------|-----------|---|
| Mandatory policy | | |
| Literal application of the rules | 4 | Statement concerning your procurement activities: |
| | 4.6 | I always implement procurement legislation literally |
| Project effects | 12 | Indicate to what extent you agree or disagree with each of the following statements. In the tenders that you deal with, does the following ever occur: |
| | 12.1 | The costs and risks of the projects to be tendered are underestimated |
| | 12.2 | The scope of the projects to be tendered is broader than necessary |
| | 12.3 | The turnaround times of the projects to be tendered are deliberately underestimated |
| End result | 4 | Indicate to what extent you agree or disagree with each of the following statement. Statement concerning your procurement activities: |
| | 4.11 | I am generally satisfied with the procurement result ("The supplier delivered what I expected to receive when I purchased it") |
| Discretionary policy | | |
| Policy instruments | 7 | Do you pay attention to the following social objectives in your tenders: |
| | 7.1 | Sustainability |
| | 7.2 | Social return |
| | 7.3 | Innovation |
| | 7.4 | SME participation |

| | | |
|---|-----------|--|
| Cross border policy Cross-border awarding | 16 | Indicate to what extent you agree or disagree with this statement about procurement abroad: (across the borders of your own country but within the EU): |
| | 16.1 | I sometimes award a tender to a supplier from another EU member state rather than one from my own country |

The table below shows the expectations and corresponding questions used for measuring influence on public procurement distance that are referred to in Chapters 4 and 6.

TABLE D2

Expectations & questions independent variables

| Nr | Expectation (chapter 3) | Nr | Question |
|------|--|-----------|---|
| 1a | As a government organisation's procurement expertise increases, procurement distance decreases (capacity) | 3 | Please indicate which of each of the following statements applies to you: |
| | | 3.3 | I use external (contracted) legal advisers |
| | | 3.4 | I use external (contracted) procurement consultants during the tendering process |
| | | 3.5 | I use internal (from my own organisation) legal advisers during the tendering process |
| | | 3.6 | I use internal (from my own organisation) procurement consultants during the tendering process |
| 1b | As collaboration between contracting authorities increases, public procurement distance decreases (collaboration) | 4 | Indicate to what extent you agree or disagree with each of the following statements: |
| | | 4.10 | I work together with other contracting authorities as much as possible in order to be able to take advantage of joint procurement |
| 2a | As procurement officers' tacit knowledge about procurement increases, procurement distance decreases (tacit knowledge) | 22 | How many tendering projects do you supervise on average each year? |
| | | 22.1 | 2 or fewer tenders |
| | | 22.2 | 3-5 tenders |
| | | 22.3 | 6-10 tenders |
| | | 22.4 | 11-20 tenders |
| | | 22.5 | More than 20 tenders |
| | | 25 | How long have you worked with European tenders (seniority)? |
| 25.1 | 1 year or less | | |

| Nr | Expectation (chapter 3) | Nr | Question |
|----|---|-----------|--|
| | | 25.2 | 1-3 years |
| | | 25.3 | 3-5 years |
| | | 25. | 5-10 years |
| | | 25.5 | Longer than 10 years |
| 2b | As procurement officers are better trained, procurement distance decreases (formal knowledge) | 21 | I have: |
| | | 21.1 | Followed additional procurement training aimed specifically at European procurement |
| | | 21.2 | Followed additional procurement training but not specifically aimed at European procurement |
| | | 21.3 | Learned about European procurement in practice without procurement training |
| 3 | As procurement officers' intrinsic motivation to serve the public interest increases, procurement distance decreases (intrinsic motivation) | 4 | Indicate to what extent you agree or disagree with the following statement: |
| | | 4.2 | I take the public interest into consideration |
| 4a | As policy discretion increases, public procurement distance increases (discretionary leeway) | 4.1 | I am able to steer the content of tenders in the direction I require |
| | | 4.7 | Procurement legislation does not give me enough room to manoeuvre |
| 4b | As procurement officers' influence on the procurement processes increases, procurement distance increases (public procurement officers) | 18 | What is your profession: |
| | | 18.1 | Purchaser employed by a contracting authority |
| | | 18.3 | Lawyer employed by the contracting organisation |
| | | 18.5 | Contract manager |
| | | 18.6 | In addition to my usual daily activities, I sometimes deal with procurement through tendering (parttime) |
| 4c | As the own organisation's influence on the procurement processes increases, public procurement distance increases (own organisation) | 6 | You release a tender but you cannot award it to a successful tenderer. This is because: |
| | | 6.1 | Because my employer wanted this |
| 4d | As the influence of politics on the procurement processes increases, public procurement distance increases (politics) | 6.3 | Because there was political pressure to stop the tender |

| Nr | Expectation (chapter 3) | Nr | Question |
|----|---|-----|---|
| 4e | As the influence of market parties on the procurement process increases, the public procurement distance increases (market parties) | 6.2 | Because there was a threat of a complaint or legal proceedings by a potential supplier |
| 4f | As the media's influence on the procurement processes increases, public procurement distance increases (media) | 6.4 | Because the media (radio, TV, newspaper, internet, social media) published information about the relevant tender |
| 5a | Within the public sectors, the public procurement distance is smaller compared to the utility sectors (sector) | | <ul style="list-style-type: none"> – Public sector – Utilities |
| 5b | Public procurement distance is greater at the municipal level than at the regional or national level (public administration tier) | | <ul style="list-style-type: none"> – National level – Regional level – Municipal level |
| 5c | In countries that belong to the world of law observance, procurement distance is smaller than in countries that belong to other worlds (compliance) | | <ul style="list-style-type: none"> – Law observance: Denmark, Finland, Sweden – Domestic politics: Austria, Belgium, Germany, the Netherlands, Spain, United Kingdom – Transposition neglect: France, Greece, Luxembourg, Portugal – Dead letters: Czech Republic, Ireland, Italy, Hungary, Slovakia, Slovenia |
| 5d | In Northern European countries, public procurement distance is smaller compared to Eastern, Western, Southern and Central European countries (geography) | | <ul style="list-style-type: none"> – North: Denmark; Finland; Sweden – West: Austria, Belgium, France, Germany, Ireland, Luxembourg, the Netherlands, United Kingdom – South: Cyprus, Greece, Italy, Malta, Portugal, Slovenia, Spain – Central: Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia – East: Estonia, Latvia, Lithuania |
| 5e | In countries with unitary administration systems, public procurement distance is smaller compared to countries with federal administration systems (public administration system) | | <ul style="list-style-type: none"> – Unitary: Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Sweden, United Kingdom – Federal: Austria, Belgium, Germany, Spain |

Appendix E

MEASURING EUROPEAN PUBLIC PROCUREMENT POLICY

This appendix contains the frequency tables that are referred to in Chapter 6.

TABLE E1
Measuring mandatory public procurement policy

| Dependent variable ⇨ ↓ Independent variables | Literal application of the rules | | | Project effects | | | End result | | |
|---|---|------------------------|---|-----------------|---------|--------|------------|---------|--------|
| | Always apply procure- ment regulations literally | Project effects factor | Satisfaction with the pro- curement result | b | b* | (S.E.) | b | b* | (S.E.) |
| Administrative organisation | | | | | | | | | |
| Capacity (expectation 1a) | | | | | | | | | |
| External legal advisors | .011 | .016 | .011 | .004 | .006 | .011 | -.009 | -.016 | .009 |
| External procurement advisors | -.016 | -.022 | .011 | .024 | .034 | .011 | -.013 | -.022 | .010 |
| Internal legal advisors | .016 | .023 | .010 | -.016 | -.024 | .010 | -.011 | -.019 | .009 |
| Internal procurement advisors | .017 | .026 | .010 | .020 | .032 | .010 | .001 | .002 | .008 |
| Collaboration (expectation 1b) | | | | | | | | | |
| collaboration between contracting authorities | -.007 | -.008 | .011 | .045 | .059*** | .011 | .079 | .119*** | .009 |
| Professionalism | | | | | | | | | |
| Tacit knowledge (expectation 2a) | | | | | | | | | |
| 3-5 tenders dummy | -.076 | -.032 | .037 | .129 | .056** | .037 | -.008 | -.004 | .032 |
| 6-10 tenders dummy | -.119 | -.043** | .043 | .124 | .046** | .043 | -.022 | -.009 | .037 |
| 11-20 tenders dummy | -.085 | -.029 | .046 | .113 | .039 | .046 | .021 | .008 | .040 |
| More than 20 tenders dummy | .011 | .005 | .042 | .239 | .102*** | .042 | .022 | .011 | .036 |
| 1-3 years' seniority dummy | -.018 | -.005 | .073 | .048 | .013 | .074 | .112 | .034 | .064 |
| 3-5 years' seniority dummy | -.029 | -.011 | .064 | -.024 | -.009 | .065 | .101 | .045 | .056 |
| 5-10 years' seniority dummy | .014 | .006 | .061 | .006 | .003 | .061 | .113 | .064 | .053 |
| More than 10 years' seniority dummy | .041 | .019 | .061 | -.037 | -.018 | .062 | .157 | .089** | .054 |

| | | | | | | | | | |
|--|-------|----------|------|-------|----------|------|-------|----------|------|
| Formal knowledge (expectation 2b) | | | | | | | | | |
| Procurement training dummy | .065 | .029 | .034 | -.070 | -.032 | .035 | .113 | .060*** | .030 |
| Solely procurement training dummy | -.053 | -.023 | .034 | -.029 | -.013 | .034 | .067 | .034 | .030 |
| Professionalism and intrinsic motivation | | | | | | | | | |
| Serving the public interest (expectation 3) | | | | | | | | | |
| Serving the public interest | .109 | .113*** | .013 | .003 | .003 | .013 | .064 | .080*** | .011 |
| Policy discretion actors | | | | | | | | | |
| Discretionary leeway (expectation 4a) | | | | | | | | | |
| Being allowed to steer tender procedures in terms of content | -.068 | -.085*** | .011 | .073 | .094*** | .011 | .052 | .077*** | .010 |
| Public procurement regulations allow little discretionary leeway | .028 | .032 | .011 | .088 | .106*** | .011 | -.057 | -.079*** | .010 |
| Public procurement officers (expectation 4b) | | | | | | | | | |
| Procurement officers dummy | .019 | .009 | .032 | .040 | .020 | .032 | .067 | .038 | .028 |
| Lawyers (internal) dummy | -.107 | -.028 | .053 | .122 | .033 | .053 | -.077 | -.024 | .046 |
| Contract managers dummy | .048 | .016 | .043 | .033 | .011 | .044 | -.054 | -.021 | .038 |
| Culture and segmentation | | | | | | | | | |
| Sector (expectation 5a) | | | | | | | | | |
| Public sectors dummy | -.048 | -.017 | .039 | .049 | .018 | .040 | -.036 | -.015 | .034 |
| Public administration tier (expectation 5b) | | | | | | | | | |
| National dummy | .030 | .012 | .035 | .014 | .006 | .035 | .002 | .001 | .030 |
| Regional dummy | -.024 | -.009 | .038 | -.012 | -.005 | .038 | -.033 | -.014 | .033 |
| Compliance (expectation 5c) | | | | | | | | | |
| Domestic politics dummy | -.812 | -.400*** | .091 | .169 | .086 | .092 | -.063 | -.037 | .079 |
| Transposition neglect dummy | -.164 | -.058 | .086 | .223 | .081 | .087 | -.041 | -.017 | .075 |
| Dead letters dummy | -.339 | -.118*** | .066 | .297 | .108*** | .066 | .017 | .007 | .057 |
| Geography (expectation 5d) | | | | | | | | | |
| West dummy | .350 | .174*** | .091 | -.129 | -.067 | .092 | .070 | .041 | .080 |
| East dummy | -.220 | -.037** | .083 | .166 | .029 | .084 | .128 | .026 | .073 |
| South dummy | .648 | .238*** | .084 | -.407 | -.155*** | .084 | -.032 | -.014 | .073 |
| Central dummy | .554 | .186*** | .058 | -.150 | -.052 | .059 | -.185 | -.074*** | .051 |
| Public administration system (expectation 5e) | | | | | | | | | |
| Unitary countries dummy | -.381 | -.172*** | .046 | .091 | .043 | .047 | -.001 | .000 | .040 |

(**p<.01, ***p<.001)

TABLE E2
Measuring discretionary strategic policy instruments

| Dependent variable ⇨ ⇩ Independent variables | Discretionary policy instruments | | | | | | | | | | | |
|--|----------------------------------|-----------|--------|---------------|-----------|--------|------------|-----------|--------|-------------------|-----------|--------|
| | Sustainability | | | Social return | | | Innovation | | | SME participation | | |
| Administrative organisation | b | b* | (S.E.) | b | b* | (S.E.) | b | b* | (S.E.) | b | b* | (S.E.) |
| Capacity (expectation 1a) | | | | | | | | | | | | |
| External legal advisors | -0.034 | -0.047** | .011 | -0.032 | -0.040** | .012 | -0.039 | -0.056*** | .011 | -0.027 | -0.035 | .012 |
| External procurement advisors | .004 | .005 | .011 | -0.001 | -0.001 | .012 | .012 | .017 | .011 | -0.035 | -0.044** | .012 |
| Internal legal advisors | -0.020 | -0.029 | .010 | -0.021 | -0.029 | .011 | -0.045 | -0.069*** | .010 | -0.001 | -0.002 | .011 |
| Internal procurement advisors | -0.033 | -0.051** | .010 | -0.021 | -0.030 | .011 | -0.014 | -0.023 | .010 | -0.000 | .000 | .011 |
| Collaboration (expectation 1b) | | | | | | | | | | | | |
| collaboration between contracting authorities | -0.023 | -0.029 | .011 | -0.043 | -0.051*** | .012 | -0.033 | -0.044** | .011 | -0.033 | -0.039** | .012 |
| Professionalism | | | | | | | | | | | | |
| Tacit knowledge (expectation 2a) | | | | | | | | | | | | |
| 3-5 tenders dummy | -0.102 | -0.043** | .038 | -0.093 | -0.036 | .040 | -0.067 | -0.030 | .037 | -0.146 | -0.057*** | .040 |
| 6-10 tenders dummy | -0.079 | -0.028 | .044 | -0.125 | -0.041** | .047 | -0.056 | -0.021 | .042 | -0.270 | -0.090*** | .047 |
| 11-20 tenders dummy | -0.055 | -0.018 | .047 | -0.169 | -0.052** | .050 | -0.031 | -0.011 | .046 | -0.220 | -0.069*** | .050 |
| More than 20 tenders dummy | -0.003 | -0.001 | .043 | -0.068 | -0.026 | .046 | .010 | .004 | .041 | -0.352 | -0.134*** | .045 |
| 1-3 years' seniority dummy | -0.155 | -0.040 | .075 | -0.038 | -0.009 | .080 | -0.110 | -0.029 | .073 | -0.045 | -0.011 | .080 |
| 3-5 years' seniority dummy | -0.163 | -0.060 | .066 | -0.032 | -0.011 | .070 | -0.084 | -0.033 | .064 | -0.029 | -0.010 | .070 |
| 5-10 years' seniority dummy | -0.172 | -0.081** | .062 | -0.057 | -0.025 | .066 | -0.096 | -0.047 | .060 | .040 | .017 | .066 |
| More than 10 years' seniority dummy | -0.186 | -0.089** | .063 | -0.048 | -0.021 | .067 | -0.112 | -0.056 | .061 | .006 | .003 | .067 |
| Formal knowledge (expectation 2b) | | | | | | | | | | | | |
| Procurement training dummy | -0.123 | -0.055*** | .035 | -0.120 | -0.049** | .038 | -0.119 | -0.055*** | .034 | -0.079 | -0.033 | .037 |
| Solely procurement training dummy | -0.080 | -0.034 | .035 | -0.061 | -0.024 | .037 | -0.062 | -0.028 | .034 | .005 | .002 | .037 |
| Professionalism and intrinsic motivation | | | | | | | | | | | | |
| Serving the public interest (expectation 3) | | | | | | | | | | | | |
| Serving the public interest | -0.080 | -0.083*** | .013 | -0.117 | -0.113*** | .014 | -0.047 | -0.051*** | .013 | -0.036 | -0.035 | .014 |

Policy discretion actors**Discretionary leeway (expectation 4a)**

| | | | | | | | | | | | | |
|--|-------|--------|------|------|------|------|-------|--------|------|-------|-------|------|
| Being allowed to steer tender procedures in terms of content | -.008 | -.010 | .011 | .003 | .004 | .012 | -.019 | -.025 | .011 | -.027 | -.031 | .012 |
| Public procurement regulations allow little discretionary leeway | .035 | .040** | .011 | .028 | .029 | .012 | .036 | .043** | .011 | .014 | .015 | .012 |

Public procurement officers (expectation 4b)

| | | | | | | | | | | | | |
|----------------------------|------|--------|------|-------|-------|------|------|---------|------|-------|---------|------|
| Procurement officers dummy | .104 | .050** | .033 | .020 | .009 | .035 | .137 | .068*** | .032 | -.107 | -.048** | .035 |
| Lawyers (internal) dummy | .122 | .032 | .054 | .013 | .003 | .058 | .090 | .025 | .052 | .080 | .020 | .058 |
| Contract managers dummy | .049 | .016 | .044 | -.062 | -.019 | .047 | .021 | .007 | .043 | .009 | .003 | .047 |

Culture and segmentation**Sector (expectation 5a)**

| | | | | | | | | | | | | |
|----------------------|-------|-------|------|-------|---------|------|------|------|------|-------|-------|------|
| Public sectors dummy | -.004 | -.001 | .040 | -.143 | -.046** | .043 | .067 | .025 | .039 | -.080 | -.026 | .043 |
|----------------------|-------|-------|------|-------|---------|------|------|------|------|-------|-------|------|

Public administration tier (expectation 5b)

| | | | | | | | | | | | | |
|----------------|------|------|------|------|---------|------|-------|-------|------|-------|-------|------|
| National dummy | .085 | .034 | .035 | .140 | .052*** | .038 | -.046 | -.019 | .034 | -.051 | -.019 | .038 |
| Regional dummy | .050 | .018 | .039 | .049 | .016 | .041 | -.063 | -.024 | .038 | -.024 | -.008 | .041 |

Compliance (expectation 5c)

| | | | | | | | | | | | | |
|-----------------------------|-------|----------|------|-------|----------|------|-------|----------|------|-------|----------|------|
| Domestic politics dummy | -.406 | -.200*** | .093 | -.925 | -.419*** | .099 | -.333 | -.171*** | .090 | -.457 | -.209*** | .099 |
| Transposition neglect dummy | .119 | .042 | .088 | -.210 | -.068 | .094 | .211 | .077 | .085 | -.087 | -.029 | .094 |
| Dead letters dummy | -.329 | -.114*** | .067 | -.365 | -.117*** | .072 | -.262 | -.095*** | .065 | -.159 | -.051 | .072 |

Geography (expectation 5d)

| | | | | | | | | | | | | |
|---------------|------|---------|------|------|---------|------|-------|---------|------|------|---------|------|
| West dummy | .183 | .091 | .093 | .247 | .113 | .099 | -.160 | -.083 | .090 | .280 | .129** | .099 |
| East dummy | .333 | .056*** | .085 | .017 | .003 | .091 | -.073 | -.013 | .083 | .288 | .045** | .091 |
| South dummy | .685 | .251*** | .086 | .043 | .014 | .092 | -.005 | -.002 | .083 | .848 | .289*** | .091 |
| Central dummy | .641 | .215*** | .059 | .231 | .071*** | .064 | .292 | .102*** | .058 | .439 | .137*** | .063 |

Public administration system (expectation 5e)

| | | | | | | | | | | | | |
|-------------------------|-------|---------|------|-------|----------|------|-------|----------|------|------|------|------|
| Unitary countries dummy | -.133 | -.060** | .047 | -.825 | -.343*** | .050 | -.174 | -.082*** | .046 | .021 | .009 | .050 |
|-------------------------|-------|---------|------|-------|----------|------|-------|----------|------|------|------|------|

(**p<.01, ***p<.001)

TABLE E3
Measuring discretionary cross-border policy

| Discretionary cross-border procurement | | | |
|--|-----------------------|-----------|---------------|
| Dependent variable ⇔ | Cross-border awarding | | |
| ↓ Independent variables | b | b* | (S.E.) |
| Administrative organisation | | | |
| Capacity (expectation 1a) | | | |
| External legal advisors | .005 | .006 | .015 |
| External procurement advisors | -.018 | -.019 | .015 |
| Internal legal advisors | .042 | .046** | .014 |
| Internal procurement advisors | .017 | .020 | .013 |
| Collaboration (expectation 1b) | | | |
| collaboration between contracting authorities | .018 | .017 | .015 |
| Professionalism | | | |
| Tacit knowledge (expectation 2a) | | | |
| 3-5 tenders dummy | .019 | .006 | .051 |
| 6-10 tenders dummy | .081 | .022 | .059 |
| 11-20 tenders dummy | .062 | .015 | .063 |
| More than 20 tenders dummy | .212 | .064*** | .057 |
| 1-3 years' seniority dummy | -.141 | -.027 | .101 |
| 3-5 years' seniority dummy | -.069 | -.019 | .088 |
| 5-10 years' seniority dummy | -.027 | -.009 | .083 |
| More than 10 years' seniority dummy | -.028 | -.010 | .084 |
| Formal knowledge (expectation 2b) | | | |
| Procurement training dummy | .095 | .031 | .047 |
| Solely procurement training dummy | .131 | .042** | .047 |
| Professionalism and intrinsic motivation | | | |
| Serving the public interest (expectation 3) | | | |
| Serving the public interest | .111 | .085*** | .018 |
| Policy discretion actors | | | |
| Discretionary leeway (expectation 4a) | | | |
| Being allowed to steer tender procedures in terms of content | .014 | .013 | .015 |
| Public procurement regulations allow little discretionary leeway | -.005 | -.004 | .015 |

| Public procurement officers (expectation 4b) | | | |
|--|-------|----------|------|
| Procurement officers dummy | .024 | .009 | .044 |
| Lawyers (internal) dummy | .293 | .057*** | .072 |
| Contract managers dummy | .061 | .015 | .060 |
| Culture and segmentation | | | |
| Sector (expectation 5a) | | | |
| Public sectors dummy | -.317 | -.083*** | .054 |
| Public administration tier (expectation 5b) | | | |
| National dummy | .183 | .055*** | .047 |
| Regional dummy | .068 | .018 | .052 |
| Compliance (expectation 5c) | | | |
| Domestic politics dummy | .278 | .101 | .125 |
| Transposition neglect dummy | .577 | .151*** | .118 |
| Dead letters dummy | -.304 | -.078** | .090 |
| Geography (expectation 5d) | | | |
| West dummy | .267 | .098 | .125 |
| East dummy | .421 | .052*** | .115 |
| South dummy | .398 | .108** | .115 |
| Central dummy | .077 | .019 | .080 |
| Public administration system (expectation 5e) | | | |
| Unitary countries dummy | -.161 | -.054 | .063 |

(**p<.01, ***p<.001)

TABLE E4

Correlation coefficients European public procurement policy

| | Always apply pro- curement regulations literally | Costs and risks stated too low and too optimistically | Scope made greater than actually necessary | Lead times are delib- erately estimated too low | Satisfaction with the procurement result | Sustainability | Social return | Innovation | SME participation | Cross-border awarding |
|---|--|---|--|---|---|----------------|---------------|------------|-------------------|--------------------------|
| Always apply pro- curement regulations literally | | | | | | | | | | |
| Costs and risks stated too low and too optimistically | -.123** | | | | | | | | | |
| Scope made greater than actually necessary | -.120** | .521** | | | | | | | | |
| Lead times are delib- erately estimated too low | -.122** | .468** | .518** | | | | | | | |
| Satisfaction with the procurement result | .090** | -.060** | -.052** | -.070** | | | | | | |
| Sustainability | .050** | -.029* | -.010 | -.004 | -.069** | | | | | |
| Social return | -.013 | .007 | -.029* | -.004 | -.054** | .445** | | | | |
| Innovation | .029** | -.003 | -.017 | -.004 | -.074** | .589** | .491** | | | |
| SME participation | .046** | -.056** | -.031** | -.012 | -.074** | .410** | .350** | .368** | | |
| Cross-border awarding | -.017 | .066** | .052** | .038** | -.004 | -.004 | -.018 | -.017 | .022 | |

*p<.05, **p<.01

