



LUND UNIVERSITY
School of Economics and Management

Master Thesis - BUSP02

Order number 14 552

Spring 2011

CSR in the Public sector

Illustrated with four case studies in Swedish municipalities

Authors:

Agnesa Bashotaj
Emma Gustafsson

Advisor:

Per Magnus Andersson

ABSTRACT

- Title:** CSR in the Public sector - Illustrated with four case studies in Swedish municipalities
- Seminar date:** 2011-06-01
- Course:** BUSP02, Degree Project Accounting and Management Control 15 University Credit Points (15 ECTS)
- Authors:** Agnesa Bashotaj and Emma Gustafsson
- Advisor:** Per-Magnus Andersson
- Five key words:** CSR, Public Sector, Municipalities, Sustainable development, Agenda 21
- Purpose:** The purpose of our thesis is to describe how CSR is anchored in the public sector, and further to analyze how this work is organized throughout municipal organizations.
- Methodology:** The methodological starting point is of descriptive nature where we have applied a mixed methods approach conducting both a quantitative and a qualitative study. The quantitative approach involves a document study made on all 33 municipalities in the County of Skåne, while the qualitative approach involves a multiple case studies on four municipalities that have come a long way in their work with CSR.
- Theoretical perspectives:** The theoretical framework consists of theories and concepts related to the field of CSR, such as Triple Bottom Line, Corporate Citizenship, Stakeholder theory and Sustainable development. The theoretical framework also presents theory about the state and municipalities, the Agenda 21 action programme and finally a section with an overview of previous research done in this area.
- Empirical foundation:** The empirical section is mostly based on information from interviews with respondents at the four different municipalities. The empirical data is also based on different internal documents such as guidelines, annual and interim reports and strategic documents from the different municipalities.

Conclusions:

The municipalities examined performed activities that can be associated with theories around CSR in various ways which implies that CSR is anchored in municipalities. Our findings suggest that CSR can be anchored in different ways in municipal organizations based on their local circumstances, where the control system is an important tool for anchoring the activities throughout the municipal organization. Our suggestion is that a new concept ought to emerge, Organizational Social Responsibility, since there exists and ambiguity around the concept CSR. A common concept for both public and private organizations would most probably diminish the ambiguity around CSR today.

ACKNOWLEDGEMENTS

We would like to express our appreciation to the people that made this study possible. Firstly, we would like to thank our interviewees for taking time and bringing interesting views and thoughts to our study. Secondly, we would also like to thank our advisor, Per-Magnus Andersson, for interesting discussions and advices that inspired us in the process of our study.

Lund, the 25th of June 2011

Agnesa Bashotaj

Emma Gustafsson

LIST OF ABBREVIATIONS

CC	Corporate Citizenship
CSR	Corporate Social Responsibility
GRI	Global Reporting Initiative
NGO's	Nongovernmental organizations
OSR	Organizational Social Responsibility
SALAR	Swedish Association of Local Authorities and Regions
SIS	Swedish Standards Institute
TBL	Triple Bottom Line
UN	United Nations

TABLE OF CONTENTS

1	INTRODUCTION	1
1.1	BACKGROUND	1
1.2	PROBLEM DISCUSSION	2
1.2.1	<i>Corporate Social Responsibility.....</i>	<i>2</i>
1.2.2	<i>The public sector</i>	<i>3</i>
1.2.3	<i>CSR and The public sector</i>	<i>4</i>
1.3	RESEARCH DISCUSSION.....	4
1.4	PURPOSE	5
1.5	THESIS DISPOSITION	5
2	METHODOLOGY	7
2.1	INDUCTIVE APPROACH	7
2.2	DESCRIPTIVE CONTEXT	7
2.3	MIXED METHODS APPROACH	8
2.3.1	<i>Document study, a quantitative approach.....</i>	<i>8</i>
2.3.1.1	Data collection	9
2.3.1.2	Choice of municipalities.....	9
2.3.1.3	Criticism: Reliability, Validity	10
2.3.2	<i>Multiple case studies, a qualitative approach.....</i>	<i>10</i>
2.3.2.1	Data Collection	10
2.3.2.2	Choice of Respondents.....	11
2.3.2.3	Interview process.....	12
2.3.2.4	Criticism: Reliability, Validity	13
3	THEORETICAL FRAMEWORK.....	15
3.1	CSR	15
3.1.1	<i>Triple bottom line</i>	<i>15</i>
3.1.2	<i>Corporate Citizenship.....</i>	<i>16</i>
3.1.3	<i>Stakeholder theory</i>	<i>18</i>
3.1.4	<i>Sustainable development.....</i>	<i>18</i>
3.2	PUBLIC SECTOR.....	20
3.2.1	<i>State and municipalities</i>	<i>20</i>
3.2.2	<i>Agenda 21.....</i>	<i>21</i>
3.2.3	<i>Previous research</i>	<i>23</i>
4	THE DOCUMENT STUDY	25
4.1	EMPIRICAL RESULT AND ANALYSIS.....	25
5	MULTIPLE CASE STUDIES.....	28
5.1	HELSINGBORG MUNICIPALITY	28
5.1.1	<i>General information</i>	<i>28</i>
5.1.2	<i>Sustainable development.....</i>	<i>28</i>
5.1.3	<i>Sustainable development in practice</i>	<i>29</i>
5.2	KRISTIANSTAD MUNICIPALITY	31

5.2.1	<i>General information</i>	31
5.2.2	<i>Sustainable development</i>	31
5.2.3	<i>Sustainable development in practice</i>	32
5.3	LUND MUNICIPALITY	34
5.3.1	<i>General information</i>	34
5.3.2	<i>Sustainable development</i>	34
5.3.3	<i>Sustainable development in practice</i>	35
5.4	MALMÖ MUNICIPALITY	37
5.4.1	<i>General information</i>	37
5.4.2	<i>Sustainable development</i>	37
5.4.3	<i>Sustainable development in practice</i>	38
6	ANALYSIS MULTIPLE CASE STUDIES	41
6.1	SUSTAINABLE DEVELOPMENT.....	41
6.2	SUSTAINABLE DEVELOPMENT IN PRACTICE	44
6.3	GENERAL ANALYSIS	47
7	RESULT AND DISCUSSION	50
7.1	DISCUSSION	50
7.2	CONCLUSIONS	53
7.3	LIMITATIONS	54
7.4	FUTURE RESEARCH	54
	REFERENCES	56
	APPENDICES	61

1 INTRODUCTION

The introductory chapter provides a problem background and discussion that address the field of CSR, the public sector and how these two areas can be combined. Further, we motivate our research questions through a research discussion which leads us to the purpose of our thesis. Finally in this chapter, we present the structure of the thesis.

1.1 BACKGROUND

Corporate Social Responsibility (CSR) is increasingly becoming a key subject in organizations (Cramer, Jonker & Van der Heijden, 2004). Carroll (2010) also argues that CSR has over the decades increased in importance and significance, where the concept has been the subject of different debates, commentary, research and theory building. Also, it has become common that business communities form organizations specializing in the subject. One example is the Business for Social Responsibility, a business association founded in 1992. The aim of the association is to provide organizations with knowledge on the subject and also an opportunity for organizations and their executives to advance in the field and learn from each other. (Carroll, 2010)

CSR as a concept concerns the relationship between organizations and society, and the impact corporate activities have on individuals and communities as a whole (Whitehouse, 2003). The broad objectives for why an organization undertake CSR can range from an ethically motivated desire to ensure that the organization do not have a negatively impact on society and the natural environment, to an economically focused motive, i.e. to use CSR in order to protect or enhance financial value (Deegan & Unerman, 2006).

Well known corporate failures, such as Enron and WorldCom, have contributed to media exposure around CSR, and an increased awareness around organizations acting in a responsible way. These types of scandals have led to the need for organizations to apply a more socially responsible behavior. (Van der Laan Smith, Adhikari & Tondkar, 2005) As Carroll (2010) describes it, organizations have responsibilities to society beyond that of making profits for the shareholders. Today organizations need to adapt a broader social mandate and account for more than just financial aspects in their organization (Tagesson, Klungman, & Lindvall, 2009).

Applying a more holistic responsibility in the society is vital for municipalities as well as for private organizations. Even though the conditions for public sector organizations may differ from those organizations of private sector, municipalities cannot ignore public debate and different stakeholders' interest. (Tagesson et al., 2009) The awareness of applying a more holistic responsibility in public sector can also be demonstrated with the fact that the Swedish Standards Institute (SIS) is in process of establishing a guidance standard. This guidance standard aim to be in line with internationally recognized standards and ought to be suitable for municipalities and local governments work and contribution towards a more sustainable

society. The goal is that the standard will be ready for use and published at the turn of 2011/2012. (Swedish Standards Institute, 2011)

1.2 PROBLEM DISCUSSION

1.2.1 Corporate Social Responsibility

CSR refers to the obligations of organizations towards society which extend beyond its economic and legal obligations. It is argued that it is in organizations' long-term self-interest to be socially responsible. If organizations want to have a healthy climate in which to function in the future, they must take actions today that will ensure their long-term feasibility. (Carroll, 2010)

The concept of CSR and evidence for organizations' concern for society has been traced for centuries. The "modern era" of CSR takes its beginnings in the 1950s. Hereafter, several attempts to define the subject have been made in the literature. The early definitions of CSR was more considered with social responsibility and not directly related to corporate social responsibility. Social responsibility was more associated with an overall responsibility to the society and not directly related to corporations' responsibility. In the 1970s, the definitions began to proliferate and became more specific. (Carroll, 1999)

During this period of time, Friedman (1970) argued that there is only one social responsibility of business; in a free market, the only responsibilities organizations have is to make as much money as possible while still meeting basic rules of the society. Organizations' need to ensure their own survival in the environment, and this can be done by striving after economic profit. Friedman explains his statements by arguing that an organization can be viewed as an artificial person and in this sense may have some artificial responsibilities, but a "business" as a whole cannot be considered with responsibilities. (ibid)

However, Friedman's view on business and society has been met by critics and scholars who argue that companies do have social responsibility beyond the financial perspective (Carroll, 1999; Deegan & Unerman, 2006). For example Deegan and Unerman (2006) argue a contrary view to Friedman that organizations, public as well as private, earn the right to operate within the community. This right is provided by the society in which the organization exist and not solely by those parties with a financial interest (ibid). Later on in the 1990s, the origin concept CSR started to become transitioned into alternative theories, such as corporate citizenship, stakeholder theory and business ethics theory (Carroll, 1999).

The term CSR is still in popular use, even though complementary and overlapping concepts such as Corporate Citizenship, Stakeholder theory and Sustainability are all competing to become the most accepted and widespread descriptor of the field. (Carroll, 2010)

1.2.2 The public sector

The public sector in Sweden is organized into different levels. The first level is the central government which has the overall responsibility for the whole country. The second level is the local government which consists of two different administrative levels: county councils and municipalities. The county councils are primary responsible for healthcare and other across-the-board activities. Municipalities however are responsible for all other concerns and activities at the local government level and count for most of the public sector activities. Today there are 21 county councils and 290 municipalities in Sweden. (Kuntsson, Mattisson, Ramberg & Tagesson, 2008; SCB, 2007)

The objectives in the public sector differ from those in the private sector, which main objective is to create monetary value, i.e. shareholder value. The objective of the public sector and local government's activities is not to create monetary value, but to provide services to citizens. (Del Bello, 2006) Municipalities are obligated to carry out activities decided by central government through special regulations. Besides these regulated activities, the municipalities are allowed to manage activities within their own territory if they are considered to be of public interest and if they do not compete with other organizations. (Knutsson et al., 2008)

The legislation of public sector accounting has its purpose to give the citizen and stakeholders relevant information. Disclosing social information and to perform in a socially responsible way is not regulated in the law, neither for public or private organizations. (Del Bello, 2006; Van der Laan Smith et al., 2005) Tough, this gap is more and more often to be complemented in the public sector by supplementary statements aiming to document the social and environmental consequences of the activities of these entities. This new form of accounting includes forms of reporting sustainability, social, environmental reports, even though their differences and commonalities are not always clear. (Del Bello, 2006)

Another important difference between the public and private sectors is the ownership structure. Private organizations have specific owners, which together with different stakeholders put pressure and demands that organizations should take its social responsibility and disclose such information. (Cormier & Gordon, 2001) In the Public sector however, there is no specific owner of the entities, since it is owned and financed by the central government (Knutsson et al., 2008; Tagesson et al., 2009, Klungman & Lindvall, 2009).

Private organizations can also use their actions regarding social responsibility in order to create monetary value and satisfy their different shareholders, which municipalities cannot do (Del Bello, 2006). Also, for private organizations external stakeholders are essential for their continuing existence. Private organizations have the risk to go out of business and be cut off by external stakeholders, if they do not fulfill stakeholder's demands. Public entities do not have this type of threat to go bankrupt if they do not consider their stakeholders' demands, since their obligations and existence are normally secured by the power of taxation. (Brorström, Haglund & Solli, 2005; Tagesson et al., 2009).

1.2.3 CSR and The public sector

In our thesis the focus will be on municipalities and their activities in the economic, social and environmental areas. The interest in environmental and social questions and public awareness is vital for municipalities. Even though the conditions for public sector organizations may differ from those organizations of private sector, municipalities cannot ignore public debate, different stakeholders' interest and institutional pressure. (Tagesson et al., 2009) Another fact is that accountability is an important feature in the public sector. Significant is that the key challenge in working towards accountability for sustainable development in business is to integrate financial, social, environmental and ethical accounting and reporting. (Henriques & Richardson, 2004)

Prior research in social and environmental reporting has mostly examined reporting and disclosures by organizations in the private sector, i.e. there has been comparatively little research in this field in the public sector. (Dumay, Guthrie & Farneti, 2010; Tagesson et al, 2009) As we see it, today there is a gap in this field in the public sector which makes it interesting to examine how CSR is anchored in the public sector.

CSR may be mostly associated with corporations in the private sector, and given the fact that there is no unified definition of CSR in the literature today we have chosen to apply the concept sustainable development as an analogous concept to CSR in the public sector. The reason for this is, as Leuenberger (2006) argues, that the concepts sustainability and sustainable development are increasingly being used in public administration. Also, Moon (2007) argues that CSR definitely includes reference to sustainability, sometimes with reference to the sustainability of organizations, and sometimes to sustainability of the environment or of the society. Matten and Moon (2004) analyzed the extent of CSR in European business education, examining the different ways in which CSR was defined and the levels at which it was taught. Their study found that sustainable development was the most popular generic label of CSR programs in European business education.

This gives us an indication on that although CSR and sustainable development are two separate concepts they fundamentally have the same meaning. And since sustainable development is a well-used concept in the public sector, this will be used as an expression of CSR in our thesis.

1.3 Research discussion

The underlying research question in our thesis is: *How is CSR anchored in the public sector?*

This overall question includes both a broader as well as a deeper understanding of how CSR is anchored in the public sector. In our thesis we will focus on municipalities, in order to examine to which extent CSR exists in municipal organizations. Firstly, we will examine the 33 municipalities of County Skåne in a document study. This document study will answer following questions:

- *To what extent do the municipalities of County Skåne disclose information about CSR in their annual financial statements?*
- *Which municipalities are on the top placement in disclosing information about CSR in their annual financial statements?*

These questions will assist us partly in finding to which extent CSR exists in the municipalities of County Skåne and also in finding the top four municipalities that disclose most information in this field. These four municipalities will further be examined in order to analyze and get a deeper understanding of how CSR is anchored in municipal organizations. The questions below will assist us in getting a deeper understanding of how CSR is anchored in the public sector.

- *How is the work with CSR organized and structured in practice?*
- *Why is CSR considered in municipalities?*
- *What factors made these four municipalities reaching a top placement within this field?*
- *What similarities are there in the four municipalities regarding their work with CSR?*

By answering these six sub question we will get an overall understanding that will assist us in answering the underlying research question in our thesis.

1.4 Purpose

The purpose of this thesis is to describe how CSR is anchored in municipalities, and further to analyze how and why this work is organized throughout municipal organizations. We will get a broader understanding in this area by making a document study on all 33 municipalities of County Skåne. In order to get a deeper understanding of how CSR is anchored in municipalities, we will conduct a qualitative approach which will consist of four case studies.

1.5 Thesis Disposition

Chapter 2 Methodology

The methodology chapter describes the approaches chosen and also provides argumentations for these choices. In our thesis we have adopted a descriptive context and an inductive approach in attempt to describe and to analyze how and why CSR is anchored in municipalities. We have applied a mixed methods research strategy, consisting of both quantitative and qualitative methods used sequentially. First a quantitative approach was applied consisting of a document study. Then we proceeded with a qualitative approach where we conducted multiple case studies.

Chapter 3 Theoretical Framework

This chapter presents a literature review of the study. The chapter is divided into two main sections. In the first section we present some of the theories in the field of CSR, i.e. Triple Bottom Line, Corporate Citizenship, Stakeholder theory and Sustainable development. In the second section we present theory about the state and municipalities and the Agenda 21 action programme. We end the chapter with an overview of previous research done in this area.

Chapter 4: The document study

In the fourth chapter we present and analyze the empirical result of the document study, in which we examined the annual financial statements of the 33 municipalities in the County of Skåne. Finally the result is compared to previous research done in this area.

Chapter 5: Multiple case studies

In this chapter we present the empirical result from our multiple case studies. These studies were made on the top four municipalities from the document study. We present each case sequential where each case is based on information gathered from interviews and internal documents from the municipalities.

Chapter 6: Analysis multiple case studies

This chapter consists of an analysis on the case studies. The chapter contains of three main sections. It begins with an overall comparison regarding sustainable development and CSR in the four municipalities. The second section analyzes how and why CSR is anchored in practice. Finally, we present a general analysis of the four cases examined.

Chapter 7: Result and discussion

In the final chapter we present discussion around the findings and result of our studies, in which we reflect around our result of the studies. This ends up with conclusions of how CSR is anchored in municipalities. Finally, we present suggestions for further research.

2 METHODOLOGY

In this second chapter we will discuss the methodology of our thesis. We describe the choices made in order to describe and analyze how and why CSR is anchored in the public sector. Firstly, we describe the choice of an inductive approach leading to a descriptive context. Then we further describe the choice of applying a mixed method data collection technique, where we apply both a quantitative- and qualitative approach.

2.1 Inductive Approach

There are two main research approaches according to methodology guidelines: Deductive and Inductive. The deductive approach starts with the development of a theory and hypothesis and then designs a research strategy to test those hypotheses. This approach is useful when the objective is to find patterns and also to be able to generalize the result. An important characteristic of the deductive approach is that concepts need to be operationalized in a way that enables facts to be measured quantitatively. (Saunders, Lewis & Thornhill, 2009)

The second approach is the inductive approach, which represents an alternative strategy for linking theory and research (Bryman & Bell, 2007). This approach starts from the collection of data to the development of a theory as a result of the collected data (Saunders et al., 2009). As the deductive approach usually is associated with quantitative data, research can generally be classified as inductive in the sense that it develops a theory out of interview data (Bryman & Bell, 2007). Also, important to highlight is that inductive researchers are trying to study a phenomenon without any limitations arising from previously defined hypothesis and knowledge. Researchers using an inductive method are also interested in understanding why something is happening, rather than solely being able to describe what is happening as in a deductive approach. (Saunders et al., 2009)

In our thesis we will adopt an inductive approach. This approach is appropriate since our purpose is partly to describe but also to analyze how and why CSR is anchored in municipalities. Also, since we do not want to limit our study from predefined hypothesis, this approach will suit our purpose. Another reason for choosing the inductive approach is the fact that, as discussed earlier, today there exist many theories on the subject CSR, but not so much in the context of public sector. By using the inductive approach, we try to study this field without any further limitations in the research process. This is possible since the approach has a more flexible structure and permits changes along the research progress.

2.2 Descriptive Context

According to Saunders et al. (2009) a descriptive study is to be used when wanting to give an exact profile of either persons, events or situations. To conduct a descriptive study it is necessary to have a clear picture of the phenomena on which you wish to collect data prior to the collection of data. An alternative to descriptive studies is to perform an exploratory study.

This is a valuable mean of finding out what is happening; to seek new insights, to ask questions and to assess phenomena in a new light. A third option is to conduct an explanatory study. This approach is appropriate when a causal relationship exists between variables. (Saunders et al., 2009) Since our aim is to describe how and why CSR is anchored in municipalities, and further to analyze how this work is organized throughout municipal organizations, we will apply a descriptive context in this study.

2.3 Mixed Methods Approach

In our research we have applied a mixed methods approach, which is the general term for when both quantitative and qualitative data collection techniques and analysis procedures are used in a research design (Saunders et al., 2009). This research method is preferred since it is more likely to generate findings that will have utility, because the interpretations from the quantitative study could further be tested with qualitative research. One possible drawback with this research method could be that there is a tendency in characterizing the two different methods. Quantitative research is seen as a theory-testing approach, while qualitative researchers often want to understand people's behaviour in context. (Bryman & Bell, 2007) However, Bryman and Bell (2007) also argues that both methods are normally interested in both what people do and what they think, the only difference is that these two methods investigate these areas in different ways. A mixed method approach forces the two methods to share one and the same research question, which allows researchers to address more complicated research questions and also to allocate richer and stronger evidence than could have been accomplished if using solely one of the research methods (Yin, 2009).

In our thesis, these two methods were sequential used, i.e., one after the other. First a quantitative approach was taken in order to sort out which municipalities that was on the top placements regarding disclosing environmental and social information in their annual financial statements. After the quantitative approach, our study moved on to a qualitative approach where we made multi-case studies on four different municipalities, in order get a deeper understanding in how and why CSR is anchored in municipalities.

2.3.1 Document study, a quantitative approach

In our attempt to examine the nature of CSR at the municipal level, the aim was to find those municipalities that to a great extent had incorporated this into their operations. We conducted a quantitative document study, in which the annual financial statements of all municipalities in the County of Skåne were examined. The main reasons for making this type of document study was to get a broader understanding of our underlying research question, i.e. to what extent do the municipalities of County Skåne disclose information about CSR in their annual financial statements. Also, we wanted to find out which municipalities are on the top placement in disclosing information about their work around CSR, in order to be able to make a deeper analysis of how CSR is anchored in the public sector.

Before examining the different annual financial statements, we conducted a checklist of different topics to assist us in the process of finding those municipalities that disclosed most information about their work around CSR. This checklist can be seen in appendix 1. The checklist was based on the standards issued by the Global Reporting Initiative (GRI) (2000-2011), the three perspectives of Triple Bottom Line (Elkington, 1998) and is also inspired by previous research made in this area by several scholars (e.g. Gray et al. 1995; Adams et al. 1998; Tagesson et al. 2009).

2.3.1.1 Data collection

The data collection for our document study was gathered through the different municipalities' webpages. The annual financial statements of 2009 were selected, since none of the 33 municipalities had at that point of time published their annual financial statements of 2010. Examining annual financial statements this way could be referred to as using documentary secondary data, i.e., gathering written materials such as reports to shareholders or other administrative and public records (Saunders et al., 2009). Books, journals, magazine articles and newspaper could also be referred to as documentary secondary data. This type of data is often used in studies that also use primary data collection methods, which are the interviews conducted in our qualitative study. Using secondary data has the advantage in saving in resources, since it in general is less expensive to use this type of data than to collect all the data yourself. One disadvantage to use secondary data is that there is no real control over the data quality gathered, which may affect the reliability and validity of the study. (ibid)

2.3.1.2 Choice of municipalities

Today there are 21 county councils and 290 municipalities in Sweden. (Knutsson et al., 2008; SCB, 2007). Bryman and Bell (2007) discuss that it may be both time- and resource consuming to examine an entire population. In our study it is unlikely to have the amount of time and resources needed to examine all annual reports of 290 municipalities in Sweden, in order to find those municipalities that disclose information about their work around CSR to a greater extent and then analyze these municipalities further. Also, the fact that Sweden is a large country is leading to distance being an issue. Traveling the length and breadth of Sweden would add a great deal of time and cost of doing this research. It is therefore needed to make a sample of all 290 municipalities of Sweden.

Due to these issues, the sampling needed to be done is best described as cluster sampling according to Bryman and Bell (2007). Cluster sampling means that it is a group of the primary sampling unit that is being examined. Cluster sampling is a probability sample, which makes it possible to make interpretations from information on a random sample to the entire population from which it was selected primary. (Bryman & Bell, 2007) As mentioned above, Sweden consists of 21 counties. We chose to focus on one county, i.e. the County of Skåne, which is the one closest to us geographically. We went from 290 municipalities of Sweden as the entire population, to a sample of 33 municipalities in the County of Skåne (Sveriges Kommuner och Landsting, 2010).

It is important to be aware of the limits to generalization even though one has used probability sampling. Bryman and Bell (2007) mentions that any findings can be generalized to the population from which that sample was taken, and therefore it is easy to think that the findings from a study have a broader applicability to the population than it actually may have. We were well aware of the fact that the result we got from our document study on municipalities in the County of Skåne should be interpreted with caution and that this result should not be generalized on all counties of Sweden. Several factors may affect the result in other counties.

2.3.1.3 Criticism: Reliability, Validity

Reliability in a quantitative approach deals with the consistency of a measure of a concept (Bryman & Bell, 2007). In our case, reliability could be discussed with the inter-observer consistency. This has to do with subjective judgment when translating data into categories. As well the issue when there is more than one “observer” translating data. This could lead to lack of consistency in decisions and thereby affect the reliability of the entire study. Another criticism, validity, refers to whether a measure of a concept really measures that concept. In attempt to reassuring some type of validity and reliability in our document study, the checklist used when examining the different annual reports was based on previous research made in the subject and also on the GRI-standards which are all critically reliable sources, why both reliability and validity can be hoped for, but not ensured. (ibid)

2.3.2 Multiple case studies, a qualitative approach

Since the purpose of our thesis is not only to describe to which extent CSR exists in municipalities, but also to analyze deeper how this is anchored in municipalities, we apply a qualitative approach which consists of four case studies. Case studies are a useful method because the essence of this approach is to try to highlight a decision or a set of decisions; why they were taken, how they were implemented and with what result (Yin, 2009). Further, Yin (2009) also claim that case studies are appropriate when the research question seeks to explain some circumstances, why or how some social phenomenon works. This supports our choice of a multiple case studies approach since we are trying to explain how CSR is anchored in practice and why it is considered in municipalities.

2.3.2.1 Data Collection

When selecting a case to be examined it is important to have access to sufficient data. One should then select the case that will most likely explain the research questions. (Yin, 2009) Through the document study mentioned above, we have been able to rank the municipalities in the County of Skåne based on how much information they disclose about their activities with CSR. This ranking will be used as a basis when selecting which municipalities to analyze further through a multiple case studies approach. We have chosen to use the top four municipalities for the case studies. This sample will represent the municipalities that have disclosed somewhat more information than the others about CSR. By using multiple case studies it allows us to draw a single set of cross-case conclusions (Yin, 2009). This will be a suitable sample when examining CSR in-depth because it gives us an opportunity to compare differ-

ences and variation between the different cases. One alternative could be to use a single case study, e.g. examine the best municipality according to the document study. However, this would have only reflected one single municipality's work in this field. Other alternatives could be to examine two municipalities in the top placement and two in the bottom placement in order to analyze explicit differences between these two, and therefore get a better understanding of what activities that contributes to a good practice.

Our empirical data in our case studies is based mainly on the information gathered from interviews, but also from different internal documents such as guidelines, annual and interim reports and strategic documents from the different municipalities.

2.3.2.2 Choice of Respondents

The choice of respondents in our qualitative study has been done through what Bryman and Bell (2007) refers to as purposive sampling. It is a non-probability form of sampling, where the sample is one that has direct reference to the research question being asked. In a strategic way one finds those participants that are relevant to the research question being posed. Another reason for following a purposive sample is when having conducted a mixed method approach involving both quantitative and qualitative research, the findings from the quantitative research could be used as the basis for the selection of a purposive sample. (ibid) In our case the purposive sample consists of the four municipalities with top result in the document study. This sampling strategy has allowed us to select interviewees purposively, with the main topic of the research as our key criteria.

The four municipalities with top result from the document study were Kristianstad, Helsingborg, Lund and Malmö. We then contacted each municipality by telephone and explained our purpose to get directed to someone in the municipality who is involved or works with the three aspects of CSR, i.e. economic, social and environmental aspects. Hence, the interviewee persons in our study are the ones that each municipality themselves believe is best appropriate to participate. Due to this, in Kristianstad municipality and Lund municipality, the interviews were conducted with two interview persons per interview, while the interviews with Helsingborg municipality and Malmö municipality were conducted with solely one interviewee. This will be taken into consideration when analyzing the results.

In Helsingborg municipality, the interviewee person was Elisabeth Bengtsson. She is head of the Department of Sustainable Development in the municipality, which is a small department with five employees. The main purpose of this department is to make the concept of sustainable development, and its three perspectives, concrete on a municipal level and adapt it to Helsingborg's local conditions.

The interview with Kristianstad municipality was conducted with Katrine Svensson and Beata Svensson. Katrine Svensson works as an environmental officer, where her work is both information-oriented, involving working proactively with informing businesses and the society, and also more strategically-oriented, working for instance with local environmental- and ecological criterion and monitoring of the municipality's environmental performance. Beata

Svensson works in the municipalities Agenda 21 unit, where the focus is to turn the society into a more sustainable direction.

In Lund, the interview was conducted with Linda Birkendal and Linda Scott Jacobsson. Linda Birkendal is an environmental strategist and has a main focus on climate targets and energy issues, but her work also include environmental issues both within the municipality and in the society of Lund. Linda Scott Jacobsson works with the Fair Trade City project and with the issue of making Lund municipality an ethical social sustainable consumer.

The interview with Malmö municipality was conducted with Lari Pitkä-Kangas who works as deputy mayor in the municipality. His work concerns sustainable development in the municipality, where the focus is on separate ethical, social and environmental aspects, as well the combination of these three.

When analyzing and interpreting the results, we were aware of the importance to consider the different functions and roles that our choice of respondents has in the municipalities. We were well aware that a deputy mayor may have an overall and more holistic view while an environmental officer or environmental strategist may have a somewhat different view in the municipality in question. As mentioned before, these persons are the ones that the municipality themselves consider is most appropriate to answer our questions. However, this has been taken into great consideration throughout our thesis.

2.3.2.3 Interview process

The interview is according to Bryman and Bell (2007) the most widely used method in qualitative research, mainly because of the flexibility that comes with this method. Also, according to Yin (2009) the interview is one of the most important sources of case study information. By using interviews we target the respondents and focus directly on case study topics. Interviews may be highly formalized and structured or they may be informal and unstructured, in between these two ways there are intermediate positions (Saunders et al., 2009).

There are three main typologies of interviews; structured interviews, semi-structured interviews and unstructured interviews. Structured interviews use a standardized questions-based list. Every question is addressed and the response is recorded on a standardized schedule, usually with pre-coded answers. Unstructured interviews on the other hand, are more informal interviews with no pre-determined list of questions or themes; although the researcher needs to have a clear idea about the aspect he/her is interested in investigating. (Saunders et al., 2009) The unstructured interview reminds more in character of a conversation, interviewer may ask just one question and then the interviewee is allowed to respond freely (Bryman & Bell, 2007). In our thesis we have used the typology in between these two extremes, i.e. semi-structured interviews. In this structure, the researchers set up a list of topics and questions to be covered, i.e. an interview guide, although these may vary from interview to interview (Saunders et al., 2009; Bryman & Bell, 2007). The idea of an interview guide is much less specific than the notion of a structured interview schedule, and should more be used as a reminder of areas and topics to be covered. This means that the questions may not follow on exactly in the way they are outlined and that questions that are not included in the guide may

be asked as the interviewer picks up on things said by interviewees. Though, it is important to highlight that similar questions and wording will be used from interview to interview. (Bryman & Bell, 2007) The interview guide used in our thesis is presented in appendix 3. The data collected from semi-structured interviews is likely to be used in order to understand the “what” and the “how”, but with slightly more emphasis on exploring and understanding the “how” (Saunders et al., 2009).

By using a semi-structured interview we allowed the respondents to explain and build on their responses (Saunders et al., 2009). This flexible attitude can be important when dealing with this type of subject as ours, since it allowed us to follow up on leads (Bryman & Bell, 2007). The interviewees may use words or ideas that we had not previously considered, but which are highly significant for the understanding of our subject (Saunders et al., 2009). However, there are some concerns when using semi-structured interviews. The lack of standardization may lead to concerns about reliability, which we will discuss in the next section. Another concern is about different bias concerns. This can derive from poorly articulated questions, response bias or inaccuracies due to poor recall. (Yin, 2009)

Since we have different number of respondents in our interviews, we are aware of that the interviews in Kristianstad and Lund could be referred to as group interviews, and the prospects of this choice. A group interview is a term that describes all non-standardized interviews that are conducted on two or more people. In a group interview it is important to let all participants have the opportunity to state their points of view. This may lead to discussions as the interviewees’ responds to the questions asked, and is therefore a greatly productive way of collecting data. However, any opportunities to develop an individual level of rapport with each participant will not be present. (Saunders et al., 2009) There may also emerge what Saunders et al. (2009) refers to as a “group effect”, where certain participants may feel inhibited while others try to dominate the interview. Though, this method gives an opportunity for the group to respond to with many points of views, and together explore the subject and concepts even more. (ibid)

2.3.2.4 Criticism: Reliability, Validity

Both the reliability and validity concerns addressed in the document study, are essentially dealing with the adequacy of measures, which is most obvious a problem in quantitative research (Bryman & Bell, 2007). According to Yin (2009), there are four areas that have been commonly used to establish the quality of any empirical social research, which case studies is a form of. The first is construct validity, which concerns the fact that a case study investigator fails to develop a sufficiently operational set of measures and that subjective judgment are used to collect the data. This has been taken into consideration when conducting the interviews, and we have strived after an as objective approach as possible when collecting the data and not letting our values intrude in any way, both when creating the interview guide and questions as well as when conducting the interviews.

Next is the problem of internal validity, i.e. how believable the findings are. Though, this is mainly a concern in explanatory case studies. (Yin, 2009) Even so, we have reflected over our findings and taken the internal validity into account when analyzing our findings. The third concern is the external validity, which deals with the problem of knowing if the findings are generalizable beyond the immediate case study. Case studies rely on analytic generalization where the researcher is striving to generalize a particular set of results to some broader theory. (ibid) We were aware of this and tried as far as possible to use replication logic in our studies, since we were conducting multiple case studies. The last concern is reliability, i.e. if exactly the same study is conducted all over again the findings and conclusions should be the same as the first time (Yin, 2009). In order to minimize this concern, our aim when conducting our research was to document the procedures followed and choices made so that every step could be repeated and at the end arrive to the same result.

3 THEORETICAL FRAMEWORK

In this chapter we will present theories in the field of CSR, i.e. Triple Bottom Line, Corporate Citizenship, Stakeholder theory and Sustainable development. We proceed with a section about the public sector, containing theory about the state and municipalities, the Agenda 21 action programme and we end with an overview of previous research done in this area.

3.1 CSR

CSR is a concept concerning the relationship between organizations and society, in particular focusing on the impact corporate activities have on individuals and communities as a whole (Whitehouse, 2003). As discussed earlier there is no unified definition of CSR in the literature today. Several concepts and definitions have been proposed, referring to a more humane, ethical and more transparent way of doing business (Van Marrewijk, 2003). The different definitions and concepts existing today have been both supported and criticized in the literature. There is an ambiguity around the concept CSR, which can be clearly described by Votaw:

“It means something, but not always the same thing to everybody. To some it conveys the idea of legal responsibility or liability; to others, it means socially responsible behaviour in an ethical sense; to still others, the meaning transmitted is that of ‘responsible for’, in a causal mode; many simply equate it with a charitable donation; some take it to mean socially conscious; many of those who embrace it most fervently see it as a mere synonym for ‘legitimacy’, in the context of ‘belonging’ or being proper or valid; a few see it as a sort of fiduciary duty imposing higher standards of behaviour on businessmen than on citizens at large” (Votaw 1973, see Whitehouse, 2003:301).

However, a general agreement can be made in understanding CSR as a concept which goes beyond philanthropy and compliance to address the manner in which companies accomplish their economic, social and environmental impacts (Stanislavska, Margarisova & Stastna, 2010).

Concepts that can help us understand the somewhat confusing area around CSR, and diminish the ambiguity around its meaning are Triple Bottom Line, Corporate Citizenship, Stakeholder theory and Sustainable development, which will be described in detail below.

3.1.1 Triple bottom line

Triple Bottom Line (TBL) was first articulated in John Elkington’s (1998) book *Cannibals with Forks: The triple Bottom Line of 21st Century Business*. The term was based on the result from a survey on CSR and sustainable development, made by international experts (Henriques & Richardson, 2004). The TBL concept is about a sustainable development in organizations and the society, where the society is seen as dependent on the economy, and the economy further depends on the entire ecosystem. In other words, Elkington argues that companies should not solely have a financial focus when doing business, but integrate this with en-

vironmental and societal objectives as well. (Elkington, 1998) The three areas that are referred to as the three “bottom lines” in TBL are the economic, environmental and social perspective (Elkington, 1998; Deegan & Unerman, 2006).

The first part is the *Economic perspective* where organizations should feel most at home since it is about organizations striving after economic sustainability. According to Elkington (1998) this area can be described with the economic capital of an organization on a long term basis. The economic perspective needs to consider wider concepts, including everything from physical capital, financial capital and intellectual capital. The focus in the economic perspective is for instance on making profits and to stay cost competitive in the market. (ibid)

The *Environmental perspective* is the second part and a critical step in trying to understand what is meant with environmental responsibility is to understand the natural capital of an organization. Natural capital takes into account the underlying natural wealth of the entire ecosystem. Elkington (1998) describes this using a forest as an example; where environmental responsibility is not purely a question of counting the number of trees and then trying to put a price-tag on the lumber they represent. Organizations need to take into account the underlying wealth of the entire forest ecosystem, e.g. including everything from water regulation to the flora and fauna which is linked to the health of the forest. (Elkington, 1998) In this environmental perspective, organizations focus on reducing their negative impact of their activities on the environment (Stanislavska et al., 2010).

The last part, the *Social perspective* has according to Elkington (1998) a longer history than the environmental perspective and is described as social capital. Social capital comprises human capital including wider measures of society’s health and wealth-creation potential. According to Stanislavska et al. (2010) the social perspective can be both internal and external. The internal area focuses on the so-called corporate social policy, whereas the external area deals with doing public good, such as philanthropy. Social policy within the organization is a way for the corporation to maintain the satisfaction and motivation of their employees, which in turn reflects the productivity of the corporation and their behavior towards the company’s customers. The external part is about the company’s responsibility in being a good “neighbor”, by taking part and solving local problems. (ibid)

3.1.2 Corporate Citizenship

The Corporate Citizenship (CC) theory proposes an institutional approach to CSR (Jeurissen, 2004). It is suggested in the literature that CC can be used to reduce some of the failings of CSR. The nature and fine scope of the CC theory makes it an attractive alternative to the much broader and ambiguous concept of CSR. (Whitehouse, 2003)

Business theory has borrowed the notion of citizenship from politics. The main reason for this is to highlight the social dimension of organizations. The concept of citizenship highlights businesses identity, as a membership in the community with a justification for their rights and responsibilities as artificial persons. (Sison, 2009) The popularity of the concept CC can be

traced back in the 1990s, and a historical view of the concept notes that an organization was created by the government and is therefore held accountable to serve the public's interest (Whitehouse, 2003). Since the 1990s the term has become increasingly popular, where companies like to refer to themselves as "corporate citizenships" or even as "good corporate citizenships" (Jeurissen, 2004).

According to Jeurissen (2004) the term citizenship is described as a social role that is characterized with the social contract, collective and active responsibility and the juridical state. Each of the four characteristics of citizenship is seen as an analogy in the characteristic of CC. In other words, the term CC is described as a social role, characterized by the social contract of business, institutional ethics/responsibilities of business, the precautionary principle and the promotion of just international institutions. The CC theory should not be seen as a request for companies to take on the burden of the whole world on their own. Instead, social responsibility is distributed in a way where corporations that are citizens may be expected to assume their share of this responsibility. (ibid)

The first part of CC is *Social contract of business*, where firms receive some privileges from the society, mainly related to the legally institutionalized corporate personality. In exchange the society is then granted a number of benefits from the organizations. Society agrees with this exchange only as long as the social benefits exceed the social costs. The aim of this social contract of business is to develop a theory of the legitimacy of the business firm, where businesses as artifacts need some justification of their existence and activities. (ibid)

The second part is *Institutional responsibility*, if a company lays claim to the title as a corporate citizen, then the organization also commits themselves in the creation of the common good. Sustainability in the society is seen as a joint responsibility of organizations and also between other social parties. In practice, this could be corporate citizens working in partnerships with other stakeholders for joint solutions of different social problems. (ibid)

Precautionary principle is the third characteristic of CC, where organizations have a responsibility to consider their future "ecological footprint" with great thoughtfulness and respect. Our modern society is described as a risk society, why precautionary is a key of the CC theory. The management of corporations should be greatly alert to detect organizational risks, and also to prevent them. (ibid)

Just international institutions is the fourth characteristic and assumes that organizations, similar to citizens, follow good and just laws that they are willing to subject themselves to. Jeurissen (2004) mentions the UN treaties on human rights and the ILO-conventions on labor norms as important building blocks in this area. The social contract of business that constitutes citizenship needs the strength of legalization to be practically effective. (ibid)

3.1.3 Stakeholder theory

Stakeholder theory is a framework that illustrates visually the relationship among various groups and actors in and around the organization (Fassin, 2009). In this view, organizations are seen as the centers of a series of interdependent two-way relationships (ibid), and business is considered to be about putting together a deal so that all different stakeholders win continuously over time (Freeman, Wicks & Parmar, 2004). The original framework was developed by Edward Freeman in 1984, and has its origin in the assumption that the creation of value are necessarily (Freeman et al., 2004; Fassin, 2009).

The stakeholder theory has its core in that a firm can exist and sustain itself only if it offers solutions that balance the interests of multiple stakeholders over time. The framework allows an integration of the economic, social, political and ethical considerations into management, which makes it suited for the dynamic environment of today. (Freeman & Velamuri, 2008) Managers must among other develop relationships, motivate their stakeholders and create communities where everyone strive to give their best to deliver the value the firm promises. Also, the concern for profits should be seen as the result rather than the driver in the process of value creation. (Freeman et al., 2004).

The classical definition of a stakeholder is as followed: *“A stakeholder in an organization is any group or individual who can affect or is affected by the achievement of the organizations objectives”* (Freeman 1984 see Mitchell et al., 1997:854). According to Fassin (2009) there has since then been developed a more recent accepted definition with a greater precision than the shorter version: *“A stakeholder refers to any individual or group that maintains a stake in an organization in the way that a shareholder possesses shares”* (Fassin, 2009:116). The new definition has its origin in the criticism regarding the lack of clarity and consistency in the classical definition (ibid).

3.1.4 Sustainable development

Sustainability is according to Kates, Parris and Leiserowitz (2005) hard to define. The most widely accepted and most spread definition of sustainable development is the definition of Brundtland Commission: *“Humanity has the ability to make development sustainable — to ensure that it meets the needs of the present without compromising the ability of future generations to meet their own needs”* (Kates et al., 2005:10).

Kates et al. (2005) argue that in this wide definition there is a creative ambiguity and openness for interpretation that makes it possible to develop dozens of alternative definitions. This has led to some criticism towards the fact that anyone can redefine and reapply the term to fit their purposes. Despite this, sustainable development has evolved a core set of guiding principles and values based on the Brundtland Commission’s standard definition to meet the needs for human, economic, and social development within the restraints of the life support systems of the planet, both now and in the future. (Kates et al., 2005)

The history of sustainable development originates from four key themes that over the last half of the twentieth century emerged from collective concerns: peace, freedom, development and environment (Kates et al., 2005). A significant step that placed sustainability on the agenda of governments and businesses worldwide was a report initiated by the General Assembly of the United Nations (Deegan & Unerman, 2006). This report, called *Our Common Future*, was presented in 1987 by the world commissions on Environment and Development which at that time was chaired by Gro Harlem Brundtland. This is the reason for why the definition often is referred to as the definition of the Brundtland Commission and the report is referred to as the Brundtland report. (Kates et al., 2005; Deegan & Unerman, 2006)

An expansion of the standard definition of sustainable development was made in the 2002 World Summit on Sustainable Development which took place in Johannesburg, where three perspectives were added to the definition: economic, social and environmental. Further, the Johannesburg Declaration created "*a collective responsibility to advance and strengthen the interdependent and mutually reinforcing pillars of sustainable development—economic development, social development and environmental protection—at local, national, regional and global levels*" (Kates et al., 2005:12). Thus while the three pillars were rapidly adopted, there was no universal agreement as to their details. (Kates et al., 2005)

One success factor of sustainable development has according to Kates et al. (2005) been its ability to serve as a grand compromise between all those concerns in the different pillars, and at the core of this compromise is the inseparability of environment and development described by the World Commission on Environment and Development. Also, as a concept sustainable development's flexibility allows it to remain an open, dynamic and evolving idea that can be adapted to fit these very different situations and contexts across space and time. Sustainability as a concept and as an objective has spread rapidly and is now central in the mission of countless corporate enterprises and national institutions. (ibid)

According to Guthrie, Ball and Farneti (2010) the modern world is soaked by the idea of sustainability. The concept has gotten much attention and opened up conversations throughout organizations in both the public and political sphere. The authors further argue that several new tools are being established to manage, measure and also to report numerous aspects of sustainability in modern organizations. Many of these tools and techniques was initiated in the private sector, but Guthrie et al. (2010) argue that the public or not for profit sectors would benefit from an extensive focus on sustainability as well. Sustainability and sustainable management practices in public sector in the twenty-first century could be seen as a must.

Public organizations are seen to be central to the continued development of sustainability, since they are in different, and sometimes very complex, ways involved in activities that shape people's lives. Hence, if the public sector would fail to develop sustainability, then future generations will not have the opportunities for a sustainable lifestyle. (Dumay, Guthrie & Farneti, 2010)

3.2 Public Sector

3.2.1 State and municipalities

The public sector in Sweden is divided into central and local government sectors, where the local governments include both county councils and municipalities'. The local governments' in Sweden has a long tradition of being independent and self-organized. The main role of the central government is to formulate policies and to finance operations. The politicians that govern the local governments are elected in separate elections, and the municipality is seen as an independent unit that is controlled not by the central government but by its own citizens. (Olson & Sahlin-Andersson, 1997) The politicians therefore have to consider citizens and other stakeholders in their ambition to be re-elected (Tagesson et al, 2009).

There are three different laws that control the local governments' responsibilities and rights. The overall information on how Sweden is to be controlled and the paragraph that determines the local self-government is to be found in the Instrument of Government. (Gustafsson, 1999; Molander, 2003) This law sets the framework for the municipal organization. The second law is the Local Government Act, which provides general rules for the municipalities and the county councils. Besides these laws, there exists the Special legislation which consists of a number of laws that regulate tasks that the municipalities are obligated to execute. (Molander, 2003) These are supplementary regulations issued by the government (Gustafsson, 1999). Examples of laws included in the Special legislation are the Public Procurement Act and the Environmental Code. The Environmental Code includes for example the Swedish Parliaments 16 environmental quality objectives. These environmental quality objectives have been used as targets for Sweden's environmental work since 1999. The purpose of these environmental quality objectives is to provide a common framework for the environmental work and as well ensure a structured and systematic monitoring of the Sweden's overall environmental policy even at the local levels. (SOU2000:52)

Most of the services provided by municipalities' in Sweden are they obligated to carry out by law. Examples of such activities are day care, education and elderly care, as well as technical services such as cleaning and waste treatment and public transport. (Adolfsson Jörby, 2002; Molander, 2003) Even though most of their activities are mandatory, there do exist a great discretion for local governments. Each municipality has the capacity to decide what areas to focus on within the framework of the Local Government Act. (Olson & Sahlin-Andersson, 1997) A minimum level on each issue and activity is set by the laws, after reaching this minimum level it is up to each municipality to decide how far beyond they want to reach, as long as they act within the framework of laws (Molander, 2003).

The municipalities' are entitled to decide upon local taxes and fees and upon the use of these revenues (Adolfsson Jörby, 2002; Gustafsson, 1999). By law, municipalities' economy is regulated by the requirements of having a balanced budget and what is referred to as good financial management in the Local Government Act. A good financial management is about each generation maintaining their resources over time, i.e. future generations should have the same

possibilities as the current generation. The requirement on a balanced budget implies that the annual budget shall be established so that the revenues exceed the costs, and if there is any deficit in the budget, this shall be regulated during the following two years. (Brorström et al., 2005)

3.2.2 Agenda 21

Through the United Nations (UN) Environmental conference in Stockholm in 1972, environmental issues got highly prioritized on both a national and international political agenda and the UNs Environment Programme, UNEP, was established. Due to this UN member countries started to become increasingly involved in environmental work. Later on in 1992, the UN conference on Environment and Development in Rio de Janeiro took place. This conference together with other important global UN conferences and summits during the 1990s sought to develop solutions to achieve the overall global objective of sustainable development. The UN conferences in Stockholm, 1972, and in Rio de Janeiro, 1992, can therefore be said to have paved the way for the extensive development of international environmental cooperation. (SOU2003:31)

The most essential part with the UN conference in Rio de Janeiro in 1992 was the extensive participation. The conference involved both government representatives, representatives from local governments, business and Nongovernmental Organizations (NGOs). The participation of so many different actors was something new and did contribute to revitalization of the entire process of their work. The conference adopted three basic documents. The first was the Rio Declaration on Environment and Development with 27 basic principles. The second document was the Agenda 21 action- plan, containing 40 chapters divided into four sections, i.e. social and economic dimensions, how to conserve and manage resources, to strengthening important social groups and means of implementation. The third document was the Forest Principles, which sets basic guidelines for a sustainable exploitation of the world's forests. (SOU2003:31)

Agenda 21 is a global programme, with a plan of actions to be taken globally, nationally and locally by organizations of the UN System, governments and other groups in which human has an impact on the environment. The main objective is that the world's governments, municipalities and other key community groups will work to promote a sustainable development, without compromising the environment for future generations. Different States have decided to join this new global partnership, in order to meet the challenges of environment and development. This partnership requires all States to take responsibility and to be involved in a continuous and constructive dialogue towards a more efficient and rational world economy. (United Nations, 1993) The guidelines in Agenda 21 take the form as recommendations, and are therefore not legally binding for the States (Miljödepartementet, 2010). However, the action plan has a strong political and moral binding on the States. The Brundtland definition of sustainable development is the fundamental definition in Agenda 21 as well. The program contains of totally 40 chapters, and these in turn involve four different sections:

The first section involves social and economic dimensions, concerning areas such as poverty reduction, consumption patterns, population growth and health issues. Problems such as increased poverty, health issues and continuous destruction of the ecosystem on earth are major issues, which cannot be solved solely on a national level, why partnership like this is needed. (Miljödepartementet, 2010)

The second section is about conservation and management of resources for development, with a focus on protection of natural resources, e.g. how to handle a sensitive ecosystem, management of agriculture and forestry and various types of waste. (ibid)

The third section deals with the strengthening of key social groups, the section highlights the importance of social groups to be strengthened and involved in the preparation of environmental impact assessments. Important social groups in this context refer to groupings outside the public sector, such as individuals, groups and organizations. One example to be given in this section is children's and the youth's role in the society. This is considered important since these social groups both affect and are affected by the communities where they live and work. (ibid)

The fourth and last section deals with resources for implementation, concerning various means of implementing the environmental and development policies mentioned in earlier chapters, e.g. financing Agenda 21, research for sustainable development, promoting education, public awareness and training etc. (ibid)

In summary, Agenda 21 is a plan with objectives in environmental and development issues that should be achieved by the different States participating in the partnership. Also, the plan identifies what measures that are necessary and provides instructions for implementation. The recommendations of Agenda 21 are mainly directed to governments, where it is their responsibility that these recommendations are implemented nationally. However, individuals, groups and other organizations at all levels can also participate in the partnership. (ibid)

The Swedish work with Agenda 21 and sustainable development has since the Rio Conference in 1992 gained both strength and inspiration through international cooperation. This has been important since the work with sustainable development on a practical level is highly complex. It is about bringing together and integrating different dimensions in the concept of sustainability, incorporating sustainability thinking in numerous policy areas and working both on a short- and long-term-basis. It is also about developing a synergy between different decision-making levels and to communicate and interact with other actors. This puts great demands on how the work should be organized and carried out in municipal organizations. (SOU2003:31)

According to the Swedish government, Agenda 21 is a topic that is concerned on a local level in Sweden, where several municipalities have local coordinators working with this project. It is primarily a matter on the municipal level, and no central directives are given on how the work should be implemented. The Swedish Agenda 21 work has been described as unique by the Swedish government, since all municipalities have in some matter been working with

Agenda 21 projects. This is explained with the fact that the Swedish population has for a long time had a major environmental interest. Also, the autonomy of municipalities has played a major role for why Agenda 21 has been a popular project. There are also a large number of organizations and associations in Sweden that has helped bringing the message and intentions of Agenda 21 to various actors around in the country, making it an interesting subject to participate in. (SOU2003:31)

3.2.3 Previous research

Since there is no specific theory regarding CSR in the public sector, this section involves previous research of CSR and the public sector.

The probably most important and relevant previous research done in this area is a publication from the Swedish Association of Local Authorities and Regions (SALAR). In 2005 they published a report on Governance for Sustainable Development. The underlying purpose for this report was that the work for sustainable development is seen as a major challenge for municipalities, counties and different regions in Sweden. The challenge to weigh and balance the economic, environmental and social aspects is not always easy for the public sector. Botkyrka municipality and SALAR organized a conference regarding these issues in 2004. The publication from SALAR is a continuation of the issues discussed at that conference. The aim of the publication is therefore to share experiences from some of the municipalities that have greatest progress in the field of sustainable development, in order to inspire how municipalities can work with sustainable development in different ways. The municipalities examined were Botkyrka, Tierp, Göteborg and Malmö. (Sveriges Kommuner och Landsting, 2005)

According to SALAR, in order to manage to integrate the economic, environmental and social perspectives there is need for tools and processes of governance as well as participation within the municipalities. One important conclusion that SALAR came up to in this publication was that the sustainability perspective can be incorporated in different ways into the existing planning and control system in municipalities. The municipalities should base their work with sustainable development on the existing control system in the municipality and incorporate the three aspects in all parts such as the budget process, comprehensive planning and other type of control models. Also, since the balancing of different interests and adopting a holistic perspective is a matter for the politicians in the municipality, an active participation in the work towards a sustainable development from these is required. Other conclusions from SALARs publication is that cross-sectorial collaboration and an open attitude are needed, since one must dare to question current structure of the control system and the politicians in charge. A concluding remark from this publication is that it is important for municipalities to be persistent, since these processes take time. (Sveriges Kommuner och Landsting, 2005)

Another study within this field is made by Tagesson et al. (2009). In their empirical study, they aimed to explain the extent and variation of content in social disclosures among all 290 municipalities' in Sweden. They measured the extent of social disclosures in municipalities' annual financial statements of 2006 by using a checklist that consisted of three different areas; human resource disclosures, ethic disclosures and environmental disclosures. These findings were then tested against the variables size, tax base, tax rate, financial performance and political majority. According to this study, municipalities in Sweden in general report little social information. They also found that the extent of social disclosures is associated with size, tax base, tax rate, financial performance and political majority. (Tagesson et al., 2009)

Del Bello's (2006) study in the Italian public sector is another study within this field. Del Bello aimed to analyze the degree of disclosures on intangible resources and activities in Italian public sector bodies'. He also aimed to evaluate whether intangibles reports that were developed by private sector organizations could be desirable for local public sector entities. He performed an empirical study on a local sustainability report prepared by Commune and the Province of Ferrara in Italy in 2003. The result from this study is that there is a general recognition of the importance of managing intangibles and environmental and social risks besides the financial risk. Though, public sector entities do not yet prepare and use intangibles statements according to Del Bello (2006), even though they often report on these intangibles in other forms of reporting, i.e. social, environmental and sustainability reports. Another important finding from this study was that intangible reports were desirable for municipalities as they could provide basic information that could be used both as communication with stakeholders as well as for internal managerial purposes of municipalities. (Del Bello, 2006)

4 THE DOCUMENT STUDY

In this chapter we will present and analyze the empirical result from our document study made on the 33 municipalities of County Skåne. Further we will compare the result from the document study with previous similar research done in this area.

4.1 Empirical result and Analysis

The document study has a descriptive purpose in order to find out to which extent CSR exists in the municipalities of County Skåne, as well as assisting us in finding those municipalities to analyze further in multiple case studies. Therefor there will solely be a descriptive analysis and no further statistical analysis such as bivariate or multivariate analyses. Detailed empirical result from the document study is presented in appendix 2.

The empirical data collection for the document study was based on a checklist consisting of 22 issues divided into three topics, i.e. economic, environmental and social information. These three topics can be associated with the theory of CSR (Elkington, 1998; Gray et al., 1995; Adams et al., 1998; Tagesson et al., 2009). This checklist has assisted us in finding those municipalities that disclose most information within these three topics and also in finding out to which extent municipalities in the County of Skåne disclose information about CSR. In the economic topic we examined disclosed information about for example investments, supply chain and the flow of capital information among different stakeholders. The environmental topic consists of information such as environmental certification, memberships in different environmental networks and if the municipality had any environmental policy. In the social perspective we looked for information regarding for example citizens' relations, business ethics and terms of employment. The complete checklist of all issues examined is presented in appendix 1.

Number of issues disclosed	8	9	10	11	12	13	14	15	16	17	18	19	20	21
Frequency	3	2	3	7	3	3	4	1	1	2	1	1	1	1

Table 4.1, Frequency of issues disclosed

According to the table presented above, the most frequently number of issues disclosed is 11 out of 22 possible. We can also note that the majority of municipalities examined are in the range of disclosing between 8 and 14 of the issues examined according to our checklist, 25 out of 33 municipalities are placed in this area. The remaining 8 municipalities are spread out between 15 and 21 issues disclosed. This gives indication on that there may exist awareness around CSR in the County of Skåne, however, the result also shows that it may not be fully exploited. It is also important to note that this result only reflects the information disclosed in their financial annual statements. Several municipalities may work with CSR to a bigger extent without disclosing any further information about this in their financial annual statements. This can be supported by Del Bello (2006) who argues that there is a gap in these kind of disclosures and there is a growing trend in supplementary statements aiming to document social and environmental consequences' of the organizations' activities.

Disclosures	Numbers possible	Minimum	Maximum	Mean	Mean %	Std. deviation
Economic	5	2	5	3,212	64,24 %	0,857
Environmental	7	0	7	3.818	54,54 %	1,928
Social	10	3	9	5,788	57,88 %	1,673
Total	22	8	21	12,576	57,16 %	4,054

Table 4.2, Descriptive Statistics of the three topics

As the table above shows, in general 57% of the issues in the checklist are disclosed in the annual financial statements by the 33 municipalities in the County of Skåne. As mentioned earlier, this indicates that there exists awareness around the subject. Also, we can notice that the standard deviation is quite high with a result on 4, which further indicates that there is a wide range in the results. This could also be seen in the frequency table presented above. The result from the standard deviation and the frequency table further gives indication on that there are both municipalities that are really involved and disclose much information concerning this subject, and then there are those municipalities that are less active and leaning towards bottom result. In our study, one can mention Kristianstad as a municipality with top result covering 21 out of 22 issues in the checklist, while three different municipalities took place at the bottom result with solely 8 issues covered.

The topic with most issues disclosed is the economic part. Although, in this topic we examined solely five issues which is less than in the other two topics where we examined 7 respectively 10 issues in each topic. The high mean of disclosed issues in the economic topic could be explained by Elkington (1998) who argues that the economic perspective is the part where organizations should feel most at home since it is about organizations striving after economic sustainability. Although municipal organizations are not for profit organizations, they still have the balanced budget requirement to consider (Brorström et al., 2005), i.e. the economic perspective is important for municipal organizations.

When comparing the other two aspects, the social and the environmental, we can notice that the environmental aspect has the least percentage. One possible explanation to this could be the fact that awareness among social aspects has a longer history than awareness among environmental aspects, according to Elkington (1998). As we see it, the social aspects have been considered for a longer period since municipal organizations exist in order to provide services to their citizens (Del Bello, 2006). The environmental aspects however have emerged more recently due to climate impact and the fact that the modern society is considered as a risk society where we need to consider our “ecological footprint” (Jeursissen, 2004).

The result in our document study could be compared with Tagesson et al. (2009) study published in 2009. However, it is important to note that there are three major differences between our document study and the study made by Tagesson et al. (2009). First off, Tagesson et al. (2009) examined annual reports of year 2006, while we examined the annual reports of 2009. Secondly, the study made by Tagesson et al. (2009) examined all 290 municipalities of Sweden, while our study focuses on the 33 municipalities in the County of Skåne. The third important difference is that the topics from our document study and the topics used in Tagesson et al. (2009) study are not completely the same. For example, one can note that the Social di-

mension in our study could be seen as a combination of Tagesson et al. (2009) ethical and human resources. However, given the fact that both studies used a checklist, where each area is divided into different topics, based on the standards issued by the Global Reporting Initiative (GRI) and previous research from both Gray et al. (1995) and Adams et al. (1998), proves that there is room for a meaningful comparison.

According to Tagesson et al. (2009), they found that municipalities in Sweden in general disclosed less than 50% of the topics on their checklist. While our study found that in general around 57% of the topics in our checklist were covered. This would indicate that municipalities in the County of Skåne are in general somewhat more positive in disclosing information related to these three aspects. Also, we can note from Tagesson et al. (2009) study that the extent of the disclosures varied considerably between the three different areas. While in our document study, all three aspects had in general high percentage. One possible explanation for this could be that our document study is done three years later and therefore the involvement and attention around CSR is to a bigger extent. Markets are becoming more volatile and on the verge of rapid change. The involvement around CSR is therefore increasingly becoming a key subject in business (Cramer, Jonker & Van der Heijden, 2004).

As mentioned earlier, the Swedish Agenda 21 work has been described as excellent by the Swedish government, given that all municipalities have been working with Agenda 21 projects in some way (SOU2003:31). They argued that the Swedish population has for a long time had a major environmental interest, and the autonomy of municipalities has played a major role for why Agenda 21 has been such a popular project in Sweden's municipalities. One may therefore expect that this major interest in Agenda 21 activities should lead to more information being disclosed within this subject. Still, both our study and Tagesson et al. (2009) study indicates that the interest in this subject is not surprisingly high, with a result around 50%. One possible explanation for this could be that there are today still some major differences between municipalities in Sweden. Knutsson et al. (2008) mentions that the conditions for the various municipalities in Sweden differ considerably and gives the example with population, where the largest municipality has approximately 760 000 inhabitants while the smallest has fewer than 2 600 inhabitants. Tagesson et al. (2009) found that the extent of social disclosures is associated with a municipality's size. To explain this clearer, one can also use the standard deviation discussed above, which shows that there exists a wide range in the result. There are some municipalities that have come a long way in their work with CSR and therefore disclose much more information around the subject while there are other municipalities that have not come a long way and therefore do not disclose as much information.

5 MULTIPLE CASE STUDIES

In this chapter we will present the empirical result from our multiple case studies made on the four top municipalities from the document stud, i.e. Kristianstad, Helsingborg, Lund and Malmö. The empirical data in our case studies is based mainly on the information gathered from interviews, but also from different internal documents from the different municipalities. Noteworthy is that the concept sustainable development is the concept being used when referring to CSR in the four different municipalities.

5.1 Helsingborg municipality

5.1.1 General information

Helsingborg is the second largest city in the County of Skåne, with a population of 129 177 inhabitants in 2010. Helsingborg municipality is over 900 years old with a strong tradition of being a trading city. Helsingborg has the second largest harbor in Sweden and the municipality's placement makes it an attractive city. This combined with the strong trading tradition contributes to the city's large branch width. The vision of Helsingborg municipality is to be Sweden's most attractive city for people and businesses. Currently the municipality is working on developing a new overall vision that will extend to 2035 and its aim is to direct the path for the city and more clearly describe the direction for a sustainable development.

The current political majority in Helsingborg consists of Conservatives and Liberals that were chosen in the election of 2010. Helsingborg municipality was one of the few cities in Sweden that continued to do well financially despite the world financial crisis in 2008. One reason for this is the municipality's strong trading traditions and being a commercial city, leading to the municipality not solely relying on a few corporations.

5.1.2 Sustainable development

A sustainable development for Helsingborg municipality is too consciously balance human and ecological resources by including social, environmental and economic considerations. A sustainable development is characterized by the common use of resources as efficiently and equally as possible in order to achieve the objectives, and also that future generations may have at least as good conditions as the current. In order to achieve this Helsingborg municipality has found seven areas that need to be improved. These seven improvement areas are cross-sectorial, which involves collaboration between different departments. The different improvement areas are also interconnected with one another and are all a part of the environmental, social and economic aspect of a sustainable development.

The purpose of working towards a sustainable development is to focus on the citizens' needs and wellbeing, as well as to follow the objectives set by the politicians. The politicians consider the work towards a sustainable development as highly important and something that

they continuously need to work with cross-sectorial. To do so, they established the Department of Sustainable Development in 2002. The aim of this department is to apply a holistic perspective in the municipality and to coordinate the different departments work for a cross-sectorial collaboration towards sustainable development. The Department of Sustainable Development makes an overall plan yearly named the Plan for Sustainable Development in Helsingborg, which is used as a base that enables and assists the municipality to better manage and maximize its resources. With a number of indicators, the plan identifies, describes and analyses what has, or has not, been achieved in each improvement area. The department also works with different international and national networks such as WHO Healthy Cities and ICLEI. Before the Department of Sustainable Development was established, Helsingborg municipality worked with Agenda 21. Their work with Agenda 21 started in 1995 after inspiration from the Rioconference.

5.1.3 Sustainable development in practice

Control Model

Helsingborg municipality has implemented a balanced scorecard approach throughout the whole municipality. There is one general scorecard for the whole municipality set by the politicians with four focus areas; citizens, economy, organization and future. Further, each department has its own internal scorecard based on the scorecard for the municipality as a whole. The purpose with the balanced scorecard approach in the municipality is to integrate the different internal scorecards with each other and also with the overall scorecard. The monitoring process takes place six times per year with different interim reports.

The objectives of Helsingborg municipality are set by the politicians together with the managers from the different departments. Regarding the municipality's work towards a sustainable development, these issues and objectives are spread via the Department of Sustainable Development and their yearly plan. There is also much focus on networking between the employees in the Department of Sustainable Development and the different departments, this through conferences and seminars around different issues concerning sustainable development. Also, the Department of Sustainable Development creates guidelines around different areas such as public health, safety and infrastructure. These guidelines are supposed to assist the different departments in their work with sustainable development for the municipality as a whole.

Today, the Department of Sustainable Development works as an external unit outside the overall balanced scorecard, but the aim is to integrate their work more into the overall scorecard. The Department of Sustainable Development works with setting objectives and follows up on these objectives for the seven cross-sectorial improvement areas in Helsingborg. These improvement areas are based on a municipal action programme and other local political resolutions.

Each department has the responsibility to provide relevant information to the citizens of Helsingborg municipality. The Department of Sustainable Development contributes with an overall and holistic view to the different departments regarding sustainable development. This department has no further communication with the citizens, instead they work with the different departments, which in turn communicate with the citizens in different ways. The main way for the citizens to communicate with the municipality is through their webpage and the best way for the citizens to influence is to be involved politically.

Helsingborg Municipality does not have any specific code of conduct that their suppliers need to follow, but they work much with this aspect. As any other municipality, they follow the Public Procurement Act. Beyond this, the municipality also tries to apply a more sustainable development aspect when dealing with suppliers. They are members of ICLEI, a network that pays much attention to concerns such as environmental procurements and also questions concerning Fair Trade. There is a dialogue between the Department of Sustainable Development and the procurement unit in the municipality, regarding these issues.

The three perspectives

The three perspectives are highly integrated when Helsingborg municipality works with sustainable development. The integration is made possible through their seven improvement areas, cross-sectorial collaboration and through the use of their balanced scorecard.

In the economic perspective, the balanced scorecard is a tool for the municipality to keep track of their budget and monitoring process. The overall balanced scorecard has four main perspectives where the economic part is one of them. The economic perspective sets up the economic conditions for the municipality and is the base for the municipality's financial planning. There is no explicit budget for the Department of Sustainable Development. Instead, the municipality's work towards a sustainable development is a cross-sectorial issue, where each department finances their own projects and work towards a sustainable municipality.

In the environmental perspective it is important to remember that Helsingborg is a trading city and therefore has much transportation running through the city, i.e. a big harbor, a train station, cars and busses that passes through the core of the city. Because of this air pollution and transport system are major focuses in Helsingborg municipality. Other important questions for Helsingborg are the climate impact and how to expand the city. For Helsingborg municipality it is important to densify the city instead of building on the countryside where the municipality has good agricultural land. Other important issues are also biodiversity and to maintain a green environment within the city.

In the social perspective the focus is mainly on socioeconomic factors in the city. Examples of these factors are unemployment, education and public health. Focus is also on children and adolescents and different community groups. Important for Helsingborg municipality is to work more against segregation, today the city is highly segregated in terms of living. There are district-areas in the city where citizens have lower standards and living-conditions where

unemployment is higher. In order to decrease segregation the municipality needs to focus on socioeconomic issues in the segregated areas.

Success factors

One success factor is that Helsingborg municipality is a member in many networks, both international and national. These networks contribute with support and inspiration for the city's work with sustainable development. Other success factors are that the tradition of long-term structural work and politicians that have an interest and are committed in these issues. Political participation, political knowledge and political courage are great contributions to the municipality's work with sustainable development. Without politicians' involvement and permission, Helsingborg municipality could not work with issues concerning sustainable development.

Another contributing factor is that the municipality has a department working solely with sustainable development. This department enables the work to be integrated and cross-sectorial, making all departments working towards a sustainable municipality.

5.2 Kristianstad municipality

5.2.1 General information

Kristianstad municipality is the fourth largest municipality in the County of Skåne, with a population of 79 543 inhabitants in 2010. The vision of Kristianstad municipality is based on the words "Kristianstad is growing" with a focus on creativity, ambition and with wide horizons the municipality can grow. In a life-affirming and beautiful environment the municipality can grow in being Sweden's center for food and drink.

The city of Kristianstads could be seen as a trading city with their trading traditions remaining; it has a compact city center with many shops and restaurants. The surrounding area of the municipality is the nation's leading food producer, and Kristianstad is also sometimes referred to as Sweden's center for food and drink. The current political majority in the municipality consist of Conservatives and Liberals. The financial situation of Kristianstad municipality could be described as fundamentally good and the municipality's economic result for the last five years have been positive, this despite the financial crisis in 2008.

5.2.2 Sustainable development

In Kristianstad municipality the concept sustainable development is associated with the work towards a more sustainable society, since this is an area that the municipality can affect and control. The main idea when working towards a sustainable society could be described from two directions: from top-bottom with focus on decision-making and planning, and from bottom-up concerning consciousness and awareness. Sustainable development relies on the link-

ing of environmental, economic and social factors. All three must work together for development to be considered sustainable in Kristianstad municipality.

The definition of sustainable development can also be seen as the fundamental idea in the work of Kristianstads Agenda 21 unit. Kristianstad were early adaptors, implementing Agenda 21 right after the Rio Conference in 1993. The concept of sustainable development started to take place in the municipality after the introduction of Agenda 21 in 1993.

The Agenda 21 unit in Kristianstad is today governed by seven politicians that are also seen as the management team of the project. During the last four years, the focus of Agenda 21 has been on four different areas; a sustainable community development, sustainable production of food, equality and diversity and children and adolescents. Worth mentioning is also that Kristianstad municipality for nearly 20 years has managed to retain the original variant of their Agenda 21 unit.

The purpose with sustainable development is to have a local focus and the citizens in mind, with emphasize on the so-called subsidiarity principle. This means that decisions should be taken and measures should be implemented as close as possible to the ones it concerns. The basic idea is that local conditions and needs will shape the municipality. For sustainable development to be possible it requires that citizens and the public are aware and informed. Therefore the work of Agenda 21 is of great importance, working on a more practical level with sustainable development directly towards the citizens.

5.2.3 Sustainable development in practice

Control Model

The control system in Kristianstad municipality is based on a balanced scorecard approach, where Kristianstad has developed what they call "STYRKAN". The main purpose with this overall scorecard is that regardless of where in the organization one may be, the overall vision, objectives and strategies are common and established by the city council. The city council has a comprehensive and coordinating responsibility for internal control throughout the municipality. However, each department has the responsibility to update their own local rules for internal control.

The overall scorecard is based on four general perspectives; Citizens, Development, People and Economy. These four perspectives reflect various dimensions of the municipality and balance between these four shall be pursued. Another purpose with the scorecard is for the municipality to have a common thread throughout the planning in the budget to different follow-ups in the interim accounts and annual reports. Monitoring takes place in different forms in the municipality, in addition to planned yearly meetings there are also several informal meetings in order to gather information about the municipality and the different department's activities. In summary, the city council has the overall responsibility for coordinating the departments' activities, while each department has the responsibility and opportunity to govern their own activities. One example to give is the activities of Agenda 21. They develop what

they call a “basic plan” for 4 years ahead concerning solely the activities of Agenda 21. In this basic plan, directions and objectives are set up for the work of Agenda 21. Beyond this four year plan, Agenda 21 also works with yearly planning in order to stay flexible in different contexts.

There is no current code of conduct in the municipality but there is an ambition to establish a code of conduct in the future. The municipality’s relations to their suppliers are seen as an active process, which is the reason for why they wish to implement a code of conduct that will define rules and directives for their suppliers to follow.

When it comes to the municipality’s external communication, it is strongly believed that awareness and an informed society is important. The projects and activities that Agenda 21 works with are seen as a two-way communication channel, where the municipality actively works directly with their citizens. Other methods like the municipality’s webpage and surveys are also viewed as good communication channels.

The three perspectives

Agenda 21 in Kristianstad aims to make their municipality better through the three perspectives; environmental, social and economic. The interaction between these three perspectives is essential in the municipality.

The economic perspective in the municipality is basically organized through the budget and the overall balanced scorecard that consists of four general perspectives. Economic planning is a systematic process with objectives that are joined together to ensure good financial management, efficiency and accomplishment of the desired results. Regarding the economy and financing of different projects in Agenda 21, their budget is a part of the Environment department’s budget. Beyond this budget they also have the ability to apply for grants, both local and state grants, for different projects.

In the environmental perspective, matters of the highest priority are those where inspection has shown the need for urgent action in order to protect people and the environment. Also, there exists a “biosphere reserve” area in the municipality, i.e. Kristianstad Vattenrike, which is a major focus when working towards sustainable development. This biosphere area implies embracing a holistic view, including environment, people, businesses and other actors in the area that needs to be considered for a sustainable environmental development. Examples could be the protection of the environment and human health and resource management. One important aspect here is that the work towards a sustainable biosphere needs to be done by collaboration between all actors in the biosphere area.

When it comes to the social perspective the main focus for the municipality is citizens with focus on different community groups. Giving the community opportunities to get information, to be informed and to gain knowledge through information is considered important. The knowledge of today builds up the conditions for the future society, therefore, focusing on citizens and the interaction between various social groups is considered vital.

Success factors

Involved politicians are a key factor for successful work towards a sustainable society. Politicians' support and involvement is an important base for the entire municipality. Also, Kristianstad's work with Agenda 21 as a separate unit is another contributing factor for why Kristianstad municipality has managed so well in this area. The practical work of Agenda 21 has been essential for the municipality. It is important to be close to the people out in the community, by providing information and initiating various projects. One municipality cannot do so much itself, but by commitment and collaborating with other organizations a municipality can succeed with their projects. Also, Agenda 21 works with smaller projects that could have normally been a rejected priority for a municipality as a whole.

5.3 Lund municipality

5.3.1 General information

Lund municipality is the third largest municipality in the County of Skåne with a population of 110 488 inhabitants in 2010. The vision of Lund is based on the words "City of ideas" with a university being one of Europe's leading universities. Many of the citizens in Lund are students, and the municipality has a great tradition of being referred to as a university town. Lund is one of the oldest cities in Sweden, with a history more than thousand years old. With a great University, science-park, multicultural atmosphere and historical surroundings, Lund is seen as a place where ideas and creativity can be born, i.e. the City of ideas.

The current political majority in Lund consist of Conservatives and Liberals. Financially, the municipality has had a couple of bad years, e.g. presenting negative numbers in 2007. This is partly explained by the financial crisis taking place in Sweden and the rest of the world. However, the municipality is now recovering from the crisis and presents positive financial numbers again.

5.3.2 Sustainable development

A sustainable development for Lund municipality is viewed from the three perspectives, i.e. the economic, social and environmental perspective. The social dimension is seen as the overall objective of their work with sustainable development and involves working towards the citizens' wellbeing. The environmental dimension is the framework of the field in which the municipality can work within in order to accomplish their overall objective. To do so, the municipality also needs to have an economy in balance that can support their work, otherwise the objective cannot be reached.

Lund municipality's work with sustainable development erupted in 1997, due to the Rio Conference in 1992. The work of Agenda 21 during that period of time had only a descriptive purpose, with no further explanation or direction for improvements. Due to this, the first ver-

sion of Agenda 21 was transmitted into new projects, i.e. LundaMats and LundaEko. LundaMats was established in 1999 and is a strategy for a sustainable transport system, covering all three sustainability aspects; environmental, economic and social aspects. LundaEko was established in 2006, and is a program for an ecological sustainable development. The municipality's work towards a sustainable development is every department's responsibility. Each department should work with projects and activities that contribute to an overall sustainable development for the municipality as whole.

The purpose when working with a sustainable development in Lund municipality is future generations. For Lund municipality it is important to have a long term perspective and not solely work for a four year period, which is a common time-perspective when planning in municipalities. At the same time, many environmental issues that ensure a sustainable future also have direct effect on today's citizens. Therefore the citizens of the municipality are also considered as important when working towards a sustainable development. There is also awareness in the municipality to apply a more holistic perspective in these questions. One example of this is taking a greater responsibility and seeing Lund as a part of the global world is important, since what their municipality does have global effects.

5.3.3 Sustainable development in practice

Control Model

The control system of Lund municipality is exercised through their budget and operational plan. These documents are based on the municipality's overall vision and objectives. The vision is to be seen as the basis for the municipality's objectives. Further, the objectives are divided into three levels with the city council's objectives as the overall objectives. These are then broken down into objectives for each department, which further can be broken down to specific objectives for different activities within the different departments. Dialogue is seen as a key factor for this process to be successful. Dialogues should be cross-sectorial between the different departments, as well with the citizens and politicians. One example is the municipality's intranet that the different departments use in order to communicate with each other. All objectives are monitored on a continuously basis, by measuring indicators in each objective. The monitoring takes place in different interim reports, annual analysis and the yearly financial annual statement.

In order to communicate with their citizens and with different community groups, the different departments in Lund municipality continuously works with various activities and projects. This is done in order to inform and to create awareness among their citizens. In other words, each department has responsibility to inform the citizens about issues concerning their core work and activities. The best way for citizens to influence and communicate with the municipality is to get involved politically. The webpage is also a way for the citizens to get in contact with the municipality.

Today, there exists a code of conduct for Lund municipality. The city council has decided that in all public procurements all suppliers and contractors should be required to sign and follow their code of conduct. This code of conduct specifies requirements for human rights, employee rights, environmental and health and safety issues, in order to ensure that their suppliers respect basic social demands in their business. The municipality also has plans to conduct an education program for all personnel that are involved in any procurement in the municipality. The education program will include both environmental and social sustainability aspects that should be considered at different procurements.

The three perspectives

The three perspectives in sustainable development interact to some extent but also works separately and are slightly different from each other. LundaMats is a good illustration of how all the three perspectives can interact with each other; their system originates from an environmentally adapted transport system and has been develop towards a transport system covering all three sustainability aspects, i.e. environmental, economic and social.

In the economic perspective, the municipality has an overall budget that is based on the overall objectives set by the city council as mentioned earlier. The budget establishes goals and guidelines for the different departments' activities and the financial framework for each department. The budget for sustainable development is distributed in the way that there is no overall budget for the municipality's work with sustainable development. Instead, each department finances their own activities and projects.

In the environmental perspective, questions such as climate and biodiversity are important issues for Lund municipality in order to create a sustainable development in the context of what the nature can tolerate. The framework for this perspective is set in LundaEko, which as mentioned earlier is the program for an ecological sustainable development. LundaEko is an important instrument for achieving sustainable development in the municipality. This framework is based on the 16 environmental objectives by the Parliament.

In the social perspective, the overall objective is to have an equal distribution of human welfare in the municipality and to take responsibility for the wellbeing of citizens. For example, Lund municipality continuously works with occupational health and follows up on these issues. Important for Lund municipality is also to consider different social groups in the society when planning for a sustainable development.

Success factors

LundaEko is an important instrument for achieving a sustainable development. Also, LundaMats is a well-known trademark for Swedish urban planners, and the work has gained international recognition. These two projects are key factors in the municipality's work towards sustainable development. Another factor that contributes to success in the issues of working with sustainable development could be the fact that Lund is a municipality with a big univer-

sity and educated citizens, which gives great conditions when working with such issues that sustainable development concerns.

Also, the mix of politicians from different parties in the city council in Lund municipality has created a wide range of issues that are seen as important for the municipality. Thanks to this great extensiveness there are many different issues that are covered and taken into consideration by Lund municipality.

5.4 Malmö municipality

5.4.1 General information

Malmö municipality is the largest municipality in the county of Skåne with a population of 298 963 in 2010. Malmö is an international city given the fact that Malmö has approximately 170 different nationalities. Malmö municipality is undergoing a transition from being an industrial city to a city of knowledge. For example, Malmö University opened up in 1998 and has today approximate 24 000 students today. Malmö was in a great crisis in the late 80's, early 90's, after major industrialization and pollution of the city. Raising the city from a deep crisis and becoming a city with great potential for development, is what makes Malmö city remarkable in this area. Also, a well-developed infrastructure makes Malmö easy to reach, with several transport possibilities in the city, i.e. boat, plane, train or car.

The municipality has currently a political majority of Social Democrats and the Left-wing party, which were chosen in the election of 2010. The municipality's financial performance of recent years shows that the municipality by far meets the preset objectives of a good economic development. The financial crisis in 2008 did not affect the municipality dramatically, although it created some financial uncertainty in 2009.

5.4.2 Sustainable development

Sustainable development in Malmö municipality is based on the classic definition from the Brundtland report. Beyond this classical definition, time-perspective is seen as an important aspect when working with sustainable development in Malmö municipality. In every planning process they consider knowledge as an important input, since it is difficult to actually know how the future may look like in for example 100 years from now. It is important for the municipality to make plans, but these plans need to have a reasonable time-perspective. The time aspect should be considered in each perspective, i.e. social consequences, economic pros and cons and the environmental impact.

In 1992, the same year as the Rio Conference, the situation in Malmö was marked of closures, relatively high unemployment and a struggling local economy. This is the reason for why Malmö was not one of the first municipalities to implement Agenda 21. The very concept sustainable development started to be used around 1994-1995, but was implemented 1997 when

the city council presented the first Local Agenda 21 document for Malmö municipality. Today, it is the Environment department that has the overall responsibility for the municipality's work with Agenda 21.

The purpose with a sustainable development is for the municipality to give opportunities to their citizens and to various actors in the municipality to participate in creating a sustainable future within the three perspectives. The citizens are the main focus when working with sustainable development, because the purpose in everything the municipality does is to point out the way and give directions to their citizens. Also, if activities from a municipality do not add any value to citizens, the municipality has no real legitimacy.

5.4.3 Sustainable development in practice

Control Model

The most important control system in Malmö municipality is their overall budget. Through the budget the different departments can be controlled; what resources they need and have, what objectives they should follow and so forth. Beyond the municipality's overall budget, every department in the municipality has their own internal budget which assists them in reaching the overall objectives. This means that there are internal budgets as well, with internal objectives, but the foundation will be based on the overall municipal budget and the overall priorities and objectives. Given this decentralized responsibility it is essential that there are joint guidelines and objectives for the municipality as a whole.

It is important that the overall objectives for the municipality capture a larger vision. One example given is the objective to decrease the amount of injured persons in the traffic. This type of indicator shows the traffic security for the entire municipality. The overall objectives try to capture these types of indicators in various areas. Each department should then, based on the overall objectives, develop their own internal priorities and objectives. These types of overall objectives also give the different politicians opportunity to annually assess the progress of the whole municipality. Monitoring takes place through different forecasts, interim reports and annual financial statements to the city council.

Communicating with their citizen and to provide citizens with information is important for Malmö municipality. One example is that Malmö municipality recently has started a project called "I live in Malmö". The aim is to create better conditions for young people's participation and influence, this for example through meetings and workshops. The slogan "I live in Malmö" should convey that all living in Malmö is important for the entire city development. The best way for citizens to influence is to get involved in politics. There are also other communication channels; the webpage, through different surveys or the "Malmö Initiative"; a platform where all citizens can make suggestions, comments and ask various questions relating to Malmö.

There is no current code of conduct in the municipality. However, the municipality works after what they call "Sustainable Procurements" that every procurement unit is supposed to fol-

low when dealing with different contractors' or suppliers. The Sustainable procurement program includes for instance environmental and social / ethical requirements. Though, the requirements for environmental and social considerations is partly determined by market conditions for the requested product or service, therefore a dialogue with their suppliers and information to clients about the contracts is an essential part to promote sustainable procurement.

The three perspectives

The municipality has many different interests that need to be weighted together. Therefore it may be slightly difficult to say what activities belong to what perspective since they are highly integrated. A balance between the three perspectives is therefore essential in order to make vigorous choices in the municipality.

The municipality uses an overall budget that should be applied to all departments. However, there are also internal budgets within the various departments. The budget establishes goals and guidelines for the different departments' activities and the financial framework for each department. Another important aspect is that in this budget, social and environmental impacts should be weighted in. Although the municipality works with the three perspectives on an integrated way, there is an ambition that this in the future should become even more integrated.

In the environmental perspective, Malmö's history is of great importance. After long industrial activity, industrial emissions and growth, Malmö municipality ended up in full organic decay and in a great crisis in the late 80's, early 90's. The work concerning environmental questions has therefore been vital for the municipality. Today, Malmö is on a normal level just like other cities concerning their environmental work, but the exceptional with Malmö municipality is that they have done much in this area in a short period of time. The work in the environmental perspective is based on the municipality's Environmental-program for the years 2009-2020. This program consists of four overall objectives concerning different climate impact issues, urban development, sustainable natural resources and the development of Malmö to become a city where it is easy to act in a sustainable way.

In the social perspective Malmö municipality focuses on social development. In practice this means that they work with strengthening resources to those most vulnerable in the society. This is both on an individual level, e.g. to provide sufficient resources to support functions, and also on a more general level where the municipality has identified five areas geographically where they see great potential for improvement and development. In different ways the municipality aims to create tolerant attitudes and relationships between people, since Malmö municipality approximately has 170 different nationalities. Decreasing segregation in the municipality and giving people opportunities in the society are major focuses.

Success factors

Important to highlight is the fact that Malmö municipality have went from a city of crisis to a city with great potential for development. Going from that type of crisis requires awareness, creativity and ability to find solutions so that the municipality doesn't end up in such a situation again.

Another success factor is the commitment from politicians. For them to be creative and constantly seeking solutions on a cross-sectorial level is important. This is needed in order to find creative solutions to difficult problems. Too carefully anchor issues both among citizens and political organization so that everyone is informed, has also been a success factor. An open dialogue between different parties is important, for example dialogue with the sectors of business, with various stakeholders groups and so forth. In that way the municipality creates an attitude towards solving problems together in collaboration with others.

6 ANALYSIS MULTIPLE CASE STUDIES

In this chapter we will analyze the four different municipalities in order to get a deeper understanding of how and why CSR is anchored in the public sector. Worth mentioning again is that the concept sustainable development is the concept being used when referring to CSR in the different municipalities. Hence, the chapter begins with an overall comparison regarding sustainable development, proceeding to an overall comparison of how and why sustainable development is anchored in practice. The chapter ends up with a general analysis of the four municipalities examined in our thesis.

One important reason for why we have chosen to examine four municipalities and not only one single municipality is due to the great discretion and independency that Swedish municipalities have (Olson & Sahlin-Anderson, 1997). Each municipality has the possibility to decide what areas they want to focus on, and also to come up with solutions to these areas. This means that some municipalities may focus on social aspects more than environmental aspects depending on the municipalities' local circumstances. Therefore, examining four municipalities' may give a wider understanding of how municipal organizations work with this subject in practice. If examining one single municipality, it would have given a subjective reflection of how the work is anchored in practice.

6.1 Sustainable development

The table below will give an overall comparison regarding sustainable development in the four different municipalities examined.

	Helsingborg	Kristianstad	Lund	Malmö
Sustainable Development				
Any definition of the concept?	Yes	Yes	Yes	Yes
The three perspectives included in the definition?	Yes	Yes	Yes	Yes
Start year	1995	1993	1997	1994
Any coordination unit	Yes	Yes	No	No
Stakeholder in focus	Citizens, Politicians	Citizens	Citizens, future generations	Citizens, various actors

Table 6.1, Overall comparison of sustainable development

The municipalities' definition of the concept sustainable development is expressed in different ways but with the same fundamental base, i.e. the Brundtland definition. With citizens in mind, the work with sustainable development is essentially about ensuring that current generations do not compromise future generations' ability to meet their needs. As Kates et al. (2005) mentions, the Brundtland definition of sustainable development is a wide definition leaving room for interpretations. This is the case with the four municipalities examined in our thesis. All four of them have the Brundtland definition as a base but have chosen to adjust the definition further based on local circumstances. This type of ambiguity with the definition has also been discussed around CSR (Whitehouse, 2003), which further indicates that CSR and sustainable development can be related to each other.

Also, the fact that all municipalities mention the three perspectives in their definition gives further indication on that they base their definition on the Brundtland Commission report. This because the Brundtland definition was expanded in 2002, including the three "bottom lines"; economic, social and environmental (Kates et al., 2005).

All four municipalities have been working with the concept sustainable development for a long period of time, introducing the concept in the middle of the 90's. The Rio Conference in 1992 has been the major reason for why the municipalities started to work with the concept and Agenda 21. Since the Brundtland definition came earlier, in 1987, one may wonder why the municipalities did not implement the concept earlier. One possible explanation to this may be that the Rio Conference issued a declaration of principles named Agenda 21, with clear directives on how to work with these issues. Also, in the Rio Conference different governments, businesses and NGOs participated. This may have led to openness to adopt the concept because they got to be involved in the process and therefore may have gotten a greater understanding of the issues concerning sustainable development. The Brundtland definition was solely a definition, which may be slightly difficult to relate to without any clear directives or principles to follow. As mentioned earlier, Agenda 21 is a plan with objectives in environmental and development issues that identifies what measures that are necessary and also provides instructions for implementation (Miljödepartmentet, 2010).

Another reason why all four municipalities adopted the concept sustainable development and chose to participate in the programme Agenda 21 may be explained by the fourth characteristic in the CC theory, i.e. Just international institutions. This characteristic argues that organizations choose to follow good and just laws that they are willing to subject themselves to (Jeurissen, 2004). Organizations need the strength of legalization to be practically effective. By implementing Agenda 21, the municipalities can collaborate with the UN and also get recognition that they are working on these issues seriously.

Important to point out here is that Kristianstad, as the municipality with the top placement in our document study, also is the municipality that has worked with the concept longest. They have managed to maintain their Agenda 21 unit in its original form for almost 20 years, without transmitting it into new concepts or units. This may have given their Agenda 21 unit a great legitimacy when carrying out their work. SALAR mentioned this as an important aspect

when working with sustainable development, the processes of working with sustainable development takes time (Sveriges Kommuner och Landsting, 2005).

Two of the four municipalities had a special unit that coordinates the work with sustainable development. In the other two municipalities all the activities concerning sustainable development were spread out on the different departments, where it is every department's responsibility to work with sustainable development related to their core activities. Both Kristianstad and Helsingborg addressed their special unit as critical success factors when working with sustainable development. Through these single units the municipalities can get a holistic view of their work with sustainable development. Although both Helsingborg and Kristianstad had single units working with this subject, the purpose of the work with these units differed. Agenda 21 in Kristianstad worked on a more practical level directly to citizens while the Department of Sustainable Development worked towards each department in the municipality. In the interview with Kristianstad it was pointed out that by having an environmental strategic unit, such as their Agenda 21 unit, the municipality has more opportunities to actually work with the public. When it comes to Lund and Malmö, no single unit had the overall responsibility for the overall work with sustainable development. Instead every department should aim to work towards a sustainable municipality. As we see it, this indicates that by having a single unit with the overall responsibility, the municipality can work with sustainable development in a more optimal way. This given the fact that both Kristianstad and Helsingborg was placed as number one and two in our document study, before Lund and Malmö that had no such unit.

One important reason for why all four municipalities work with sustainable development is their responsibility towards the citizens. Politicians, future generations and various actors were also mentioned as important stakeholders, but that citizens are the main stakeholder is not surprisingly. This given that fact that the objective of the public sector and local government's activities is not to create monetary value, but to provide services to citizens (Del Bello, 2006). As the interviewee in Malmö mentioned, if activities from a municipality do not add any value to citizens, the municipality has no real legitimacy. The stakeholder theory is based on the fact that an organization can only exist and sustain itself if it offers solution and balance the interest of multiple stakeholders (Freeman et al, 2004), why politicians, future generations and various actors also were considered as important stakeholders. Also the fact that a historical view of the CC theory argues that organizations was created by the government, and held accountable to serve the public's interest (Whitehouse, 2003), indicates that municipalities have several stakeholder to take into consideration. As Tagesson et al. (2009) discussed municipalities cannot ignore public debate, different stakeholders' interest and institutional pressure.

6.2 Sustainable development in practice

The table below presents an overall comparison on how sustainable development is anchored in practice within the four different municipalities examined.

	Helsingborg	Kristianstad	Lund	Malmö
Sustainable Development in practice				
Overall control model	Balanced Scorecard approach	Balanced Scorecard, "STYRKAN"	Budget and operational plan based on vision and objectives	Overall budget and internal budgets
Economic perspective, keywords	Budget, BSC	Budget, BSC	Overall budget, guidelines	Overall budget, internal budgets
Environmental perspective, keywords	Transportation, climate impact, densifying the city	Sustainable biosphere, collaboration, inspection	Climate impact, biodiversity, LundaEko	Climate impact, future urban areas, natural resources
Social perspective, keywords	Socioeconomic factors, segregation	Community groups, future society	Wellbeing of citizens, social groups	Social development, segregation
Integrated perspectives	Yes	Yes	Yes	Yes
Success factors, keywords	Networking, involved politicians, Sustainable Development Department	Involved politicians, Agenda 21 unit	LundaEko, LundaMats, educated citizens, mix of politicians	Awareness, involved politicians, collaboration

Table 6.2, Overall comparison of sustainable development in practice

Control Model

Comparing the overall control models in the municipalities, we can notice two main differences. Helsingborg and Kristianstad have chosen to implement a balanced scorecard approach, while Lund and Malmö have based their control model on budget and operational planning. Although Lund and Malmö do not apply a balanced scorecard approach, the feature in their control models is similar to the ones in Helsingborg and Kristianstad. The fundamental idea in all four municipalities is to have overall planning and overall objectives that are further broken down to a departmental level. As the interviewee in Malmö mentioned, given the fact that there is a decentralized responsibility in the municipal organization, there is a need for joint guidelines and objectives for the municipality as a whole. However, as we see it, if a municipality has implemented a balanced scorecard approach they consider their eco-

conomic planning as integrated with other perspectives in a more holistic way compared to those municipalities solely relying on budget and operational planning.

The usage of an overall planning as well as internal planning in all four municipalities implies that the departments have discretion in planning their activities as long as they are in accordance with the overall objectives. The overall objectives are set by the politicians in each municipality, which indicates that the politicians have a major impact in which activities the municipality performs. This is also in agreement with what SALAR concluded from their study (Sveriges Kommuner och Landsting, 2005), i.e. since the politicians need to balance different interests an active participation from the politicians in the work towards sustainable development is therefore required. The departments do not have authority to address some issues that are not included in the overall objectives. The questions and issues that the politicians consider as important will therefore be reflected in the entire municipal organization. Hence, if any politicians are less interested in questions concerning sustainable development this will be somewhat neglected in the municipality and vice versa.

Another aspect in the municipalities control model was the importance of a two-way communication channel. According to the stakeholder theory organizations are seen as the center in a series of interdependent two-way relationships (Fassin, 2009). Providing information to their citizens was considered as highly important in all four municipalities. In practice the channels existed of webpages and surveys as well as different projects and platforms taking place in order to interact, collaborate and involve citizens in the common work towards a sustainable municipality. This is as mentioned an important aspect in the CC theory, where a sustainable society is seen as a joint responsibility between different actors (Jeurissen, 2004). One of the interviewee in Kristianstad municipality expressed this as for sustainable development to be possible it requires that citizens and the public are aware and informed. If the municipality provides information to their citizens then citizens may feel included and more involved in the work towards a sustainable society. For a municipality to work towards a sustainable development it is essential to get their citizens involved in this work, since the knowledge we build up today will form the knowledge of future generations.

The CC theory also suggests that organizations cannot take on the whole worlds burdens themselves; instead organizations are expected to take their share of this entire responsibility (Jeurissen, 2004). This was well noticed in all four municipalities, where all four municipalities mentioned collaboration and networking in different forms as important in their work with sustainable development. By collaborating with citizens and other actors, the municipalities can achieve more than they would have been able to do without further collaboration or involvement with other parties. Institutional responsibility is about a joint responsibility of organizations and also between other social parties (Jeurissen, 2004).

The theory of a joint responsibility (ibid) could also be reflected in whether municipalities have a code of conduct or not. Lund municipality was the only municipality with a clear code of conduct where all suppliers and contractors should be required to sign and follow their code of conduct. The other three municipalities have no official code of conduct. However, in different forms they work with these questions, e.g. Malmö municipality works after what

they call “Sustainable Procurements” that every procurement unit is supposed to follow when dealing with different contractors’ or suppliers. This indicates that the municipalities are aware of the joint responsibility when working towards a sustainable municipality. However, important to notice here is that there exists a Public Procurement Act, which the municipalities are obligated to follow by law. This may be one reason for why not all of the municipalities examined have developed their own code of conduct, and instead chose to rely on the Public Procurement Act. Given the interest in these questions, we believe that if the Public Procurement Act had not existed, more municipalities would have established a code of conduct of their own.

The three perspectives

In the economic perspective it is important to remember that the main objective of a municipality is not to create monetary value (Del Bello, 2006). However, municipal organizations have to fulfill the balanced budget requirement according to the Local Government Act (Brorström et al., 2005). This further indicates that CSR exists in the public sector, since the economic perspective is proven important in public sector as well. All four municipalities had clear budgets and planning for their financial performance. Beyond budgeting and interim reports, Kristianstad municipality and Helsingborg municipality have implemented a balanced scorecard approach, where various perspectives were taken into account together with the economic perspective. According to Ellington (1998) the economic perspective needs to consider wider concepts, including everything from physical capital, financial capital and intellectual capital. Both Helsingborg and Kristianstad has expanded their control system to including perspective such as people, future, organization and development besides the economic perspective. This implies that financial planning in municipalities is considered in wider perspectives.

In the environmental perspective the four municipalities examined had different priority areas, depending on local circumstances. Stanislavska et al. (2010) argue that organizations should focus on reducing their negative impact of their activities in the environmental perspective. This was a clear focus in all four municipalities and there exists an agreement that this is important for a sustainable development, e.g. taking climate impact and transportation issues into consideration. Important to note in this perspective is the fact that the Swedish Parliament has established 16 quality objectives, providing a common framework for the environmental work (SOU2000:52), which indicates that there exist an overall focus in this perspective by all four municipalities.

Elkington (1998) brought up the importance of having an overall view in the environmental perspective, taking into account the whole underlying wealth of the ecosystem in question. Kristianstad is a good example of applying an overall focus due to their “biosphere reserve” area in their municipality. They argued that in order to strive after sustainable development in this area, they had to have a holistic view considering the entire environment and involving various actors in the process.

Both Malmö municipality and Helsingborg municipality considered densifying the city as a major focus. This can be discussed with the third characteristic of the CC theory, i.e. the Precautionary principle which claims that organizations have a responsibility to consider their future “ecological footprint” (Jeurissen, 2004). The arguments from the different municipalities were that by focusing on densifying the city they could maintain a good agricultural land, which can be important for future generations. Taking future generations into consideration is a cornerstone in Brundtlands definition of sustainable development (Kates et al, 2005).

In the social perspective different issues of priority were pointed out. However, the fundamental focus in all four municipalities in the social perspective had to do with the wellbeing of their citizens. This was illustrated either with focusing on segregation or providing sufficient information to different social groups. This is also in accordance with the TBL theory, where the social perspective is said to include human capital with wider measures of society’s health and wealth-creation potential (Elkington, 1998).

According to Stanislavska et al. (2010) the social perspective can be both internal and external. One important aspect in this perspective is that all four municipalities associated the social perspective as external social responsibility, with their citizens as the main focus. This does not imply that there is no focus on the internal social responsibility in the different municipalities. However, it is still important to note that the main focus was put on external social responsibility. One possible explanation for this can be explained with the first characteristic of the CC theory, i.e. the Social contract of business (Jeurissen, 2004). This characteristic argues that organizations receive privileges and legitimacy from the society, and in exchange the society is then granted a number of benefits from the organization. This is further supported with the statement from the interviewee in Malmö municipality that argued if activities from a municipality do not add any value to citizens the municipality has no real legitimacy.

6.3 General analysis

In general one can say that all four municipalities proved to be committed within the field of sustainable development. Kristianstad municipality got the best result in our document study, and as we see it, the municipality has come a long way in their work with sustainable development. This could have to do with their Agenda 21 unit that has the purpose to work directly with their citizens. In order for the work with sustainable development to be successful, the municipality as a whole need to take a joint responsibility and work together with other actors, such as the citizens. Also, the fact that Agenda 21 in Kristianstad works with smaller projects that normally would not have been a priority for the municipality as a whole is another contributing factor for why Kristianstad municipality is placed in the top.

According to our document study Helsingborg is the second best municipality in this field. We can notice clear similarities between Kristianstad municipality and Helsingborg municipality, for example had both implemented a balanced scorecard approach in their overall control system. Also, both municipalities had chosen to establish a single unit, i.e. Agenda 21 and the Department of Sustainable Development, with a clear responsibility for their work with

sustainable development. We believe that these two similarities, having applied a balanced scorecard approach and a single unit for the work with sustainable development, are advantageous in a municipal organization and have contributed to Kristianstad and Helsingborg taking a top placement in our document study. Municipal organizations are comprehensive and complex, in order to allocate and coordinate the different municipal activities it requires a well-developed overall control system. Municipalities have a framework of laws to follow, but as mentioned earlier, Swedish municipalities have great independence and discretion (Olsson & Sahlin-Andersson, 1997).

The fact that both Kristianstad and Helsingborg has chosen to implement a balanced scorecard gives indication on that municipal organizations act in a strategic way and not solely relying on requirements and directives from the law. This could be associated with the work with sustainable development where the municipalities have proven to take responsibility beyond what they are obligated to do. A balanced scorecard approach integrates various perspectives into one holistic view, expanding the work with sustainable development into a greater extent. SALAR suggested in their publication that the sustainability perspective can be incorporated in different ways into the existing planning and control system in municipalities (Sveriges Kommuner och Landsting, 2005). However, as we see it, by adopting a balanced scorecard approach the municipality integrates their economic perspective in a more holistic way with other perspectives. This type of control system most surely contributed to the fact that Kristianstad municipality and Helsingborg municipality were placed above the other two municipalities in our document study.

Both Malmö municipality and Lund municipality had also a clear overall budget and internal budgets, but they had not implemented a balanced scorecard approach which clearly separates them from Kristianstad and Helsingborg. Another difference is that neither Malmö nor Lund had a separate unit with the overall responsibility for the municipality's work with sustainable development. This could be another reason for why these two municipalities were placed below Kristianstad and Helsingborg. Though, important to point out is that although Malmö and Lund had no single unit working with sustainable development, the municipalities worked with sustainable development on overall means.

When it comes to the three different perspectives it is important to point out that all three municipalities focused on issues related to local circumstances. As we see it, this is a significant explanation for why these municipalities were placed at the top four placements in our document study. Taking social- and environmental responsibility and integrating this with the economic and financial perspective, based on local condition is important. This can be further argued with Jeurissen (2004) statement, that one single organization cannot take on the whole burden of the world. Instead, when focusing on local issues and problem-areas one can actually start to make a difference that can be recognized by the local society.

Another important overall analysis is that all four municipalities mentioned politicians as important and having a major influence of the work with sustainable development. The politicians in turn have the re-election aspects in mind (Tagesson et al., 2009), and due to their self-interest of seeking re-election this can affect the content and extent of work with sustainable

development in the municipality. The citizens elect their local politicians, and the politicians in turn have the fundamental responsibility for what the municipality works with. Hence, depending on what interest the society, e.g. the citizens, have this will reflect the fundamental work with sustainable development in their local municipality. Since it was argued that there has been an increased attention of CSR in the society, we further argue that the fundamental idea of CSR is transmitted into the public sector by the citizens, this through pressure on local politicians.

As mentioned earlier, the fundamental meaning of CSR could be reflected in the concept of sustainable development in the public sector. This is further supported by the three perspectives in TBL developed by Elkington (1998), one of the ground theories concerning CSR. Sustainable development rests on the same three pillars, which contributes to that the two concepts can be seen as analogous. Hence, if the usage of the concept sustainable development has increased in public sector according to Leuenberger (2006), this should indicate that CSR has increased in the public sector as well.

7 RESULT AND DISCUSSION

In this chapter we will present our result in order to answer the underlying research question in our thesis, i.e. how is CSR anchored in the public sector. This will be based on discussion and conclusions around the research discussion in our thesis, which further is based on the theory and the data we collected and analyzed. We conclude this chapter by presenting suggestions for further research.

7.1 Discussion

The aim of our study was to describe how CSR is anchored in the public sector. The reason for wanting to examine this is the fact that the attention around CSR has increased in the private sector, where CSR is increasingly becoming a key subject in organizations (Cramer, et al., 2004; Carroll, 2010). Due to this we wanted to extend the field of CSR into the public sector and analyze how this work may be organized throughout municipal organizations. In order to fulfill the purpose of our study we applied a mixed-methods approach, in which we conducted a document study on all 33 municipalities of County Skåne and further multiple case studies on the top four municipalities. In the document study we examined the amount of disclosed information around CSR based on a checklist, in order to find those municipalities that have come a long way in their work with CSR. The multiple case studies were conducted in order to get a deeper understanding of how CSR is anchored in the public sector.

Important to note is that the concept CSR was transmitted into the concept sustainable development when we conducted our case studies, since previous theory and research proved that there is no further research made within CSR and public sector. The concept sustainable development however is a well-used concept in the public sector (Leuenberger, 2006). Also, given the fact that the concept of sustainable development can be associated to CSR (Moon, 2007 ; Matten & Moon, 2004; Deegan & Unerman, 2006), makes it even more natural relying on the concept sustainable development when we examined the four different municipalities in our case studies. Our decision to apply the concept sustainable development instead of CSR in our case studies was further supported by all interviewees in the different municipalities, where none of them were familiar with the concept CSR in their daily work.

The document study found that in general the municipalities in the County of Skåne disclosed relatively little information concerning CSR, in general 57% of the issues in the checklist were disclosed. This result indicates that CSR may not be fully exploited in the municipalities examined. However, many of the municipalities report these issues in separate disclosures which imply that there could be a greater awareness around CSR than what this document study has proven.

In the document study, we used a checklist that was divided into three topics; Economic, Social and Environmental. According to our result the environmental perspective was the one that the municipalities disclosed least information about, with a general result on 54 %. Even though the Swedish population for a long time has had an environmental interest

(SOU2003:31), this perspective is argued to have a shorter history than the other perspectives (Elkington, 1998). Another reason for why this got the least percentage could be that the municipalities instead of disclosing information about environmental perspective in their annual financial statement chooses to report these issues separately.

According to the document study the municipalities disclosed most information about their economic aspects. A good explanation for this could be as Del Bello (2006) claims, that the public sector often reports the environmental and social information in other forms of reports such as environmental and sustainability reports. This was further supported in our multiple case studies, where we got additional internal and public reports around these issues. This indicates that the result in the document study may not reflect the actual situation of to which extent the municipalities work with CSR, since we only based our findings on their annual financial statements. Though, this was a necessary limitation for us to do since we neither had the time or the resources to examine all various reports from the 33 municipalities in the County of Skåne.

By examining four different municipalities that are all in the top placement according to our document study, we could find that municipalities can be managed differently and still be considered as municipalities that have come a long way with work in this field. This finding is notable since the work with sustainable development on a practical level is highly complex in a municipal organization. As mentioned earlier it is about bringing together and integrating different dimensions in the concept of sustainability, incorporating sustainability thinking in numerous policy areas and working both on a short- and long-term-basis. This puts great demands on how the work should be organized and carried out in municipal organizations. (SOU2003:31; Sveriges Kommuner och Landsting, 2005) One important conclusion from our study is that successful work around CSR is when the municipalities adjust to local circumstances. This is also supported by the guidelines in Agenda 21, which are seen as recommendations and therefore are not legally binding (Miljödepartementet, 2010). These recommendations give support and directions for the municipalities work with CSR but also allow the municipalities to pave their own way for successful work around CSR.

The design of the control system is of great importance for how the municipalities anchor CSR throughout the whole organization. Since municipal organizations are highly complex the control system can act as assistance in order to achieve the desired output of different projects and actions from the different departments. The control system in the municipality acts also as a monitoring process assisting the municipality in achieving pre-set objectives, both on departmental level as well for the municipality as a whole.

The four municipalities examined proved to have two different types of control models. Kristianstad and Helsingborg had adopted a balanced scorecard approach, while Lund and Malmö based their control system on budget and operational planning. The two municipalities on the top had implemented a balanced scorecard, and therefore by adopting an overall control system beyond budgeting, the municipality can work with CSR in a more holistic way. The structure of the control system differed also in whether the municipality has a single unit working with the field of CSR or not. Here as well, the two municipalities with best result in

our document study had established a single unit working with these issues, i.e. Agenda 21 in Kristianstad municipality and the Sustainable Development Department in Helsingborg municipality. This is another way of structuring the work around CSR within a municipal organization. Lund and Malmö worked with CSR cross-sectorial where all different departments had responsibility for working towards a sustainable municipality.

The main purpose for why municipalities consider CSR is according to all four municipalities their citizens. As Del Bello (2006) explains it, that the main objective of the public sectors' activities is not to create monetary value, but to provide services to citizens. Since there has been an increased awareness of CSR in the private sector, where the society is becoming more aware at holding organizations' accountable for their actions, one can argue that this awareness is being transmitted into the public sector by their citizens. Therefore, the importance of CSR is increasing in the public sector as well. This has also to do with the fact that local politicians are elected by citizens. The politicians in turn set the objectives which are spread throughout the municipality, which in turn affect what main issues the different departments work with. If citizens put pressure on the municipality to engage in CSR, then the municipality most certainly will since their main objective is to provide services to their citizens.

The CC theory argues that organizations receive some privileges from the society and in exchange the society is then granted a number of benefits from the organizations. The society, and in this case the citizens, agrees with this exchange only as long as the social benefits exceed the social costs. (Jeurissen, 2004) The politicians, which are the ones that set the overall objectives for the municipality, mostly have the ambition to be reelected. The politicians therefore must provide the society and their citizens with their attention and address issues with high priority from their local citizens, so that the society and the citizens perceive that they receive benefits from the municipality, i.e. the elected politicians. If politicians do not pay attention to the society and the citizens, the politicians will most likely not be reelected.

This implies that politicians are of high importance in how CSR is anchored in municipal organization, since the politicians are the ones that set the overall objectives and therefore decide what issues that are considered to be important for the municipality as a whole. Hence, the personal interest of politicians is an important aspect to consider when discussing how and why CSR is anchored in municipal organizations. This conclusion is supported by all four municipalities where we came to the result that involved politicians in this area are seen as a success factor for their work with CSR. This is further supported by SALAR that claims that an active participation from politicians in the work towards a sustainable development is required (Sveriges Kommuner och Landsting, 2005).

As the stakeholder theory argues, an organization need to balance the interests of multiple stakeholders over time (Freeman & Velamuri, 2008). Our result found that a municipality as an organization need to balance the interest of their citizens which are the ones that give the municipality legitimacy, the personal interests of the politicians that govern the municipality, different community groups that can affect the politicians as well as the interest of the network the municipality choses to join etc. The mix of all interests and what each stakeholder

group consider as important can and will affect why and how the municipality anchor their work around CSR.

An important similarity between all four municipalities is that they in some way had incorporated their work with sustainable development in their control system. The Department of Sustainable Development in Helsingborg mentioned however that their department was not fully incorporated in the municipality's overall balanced scorecard but that there was an aim for this to be fully integrated. This further indicates that incorporating the work around CSR within the municipality's existing control system is important for municipal organizations. As mentioned earlier, the control system in the municipality is important since the control system builds up the entire municipal organization; everything from budget, financing of projects and activities, as well as setting objectives and monitoring. Although there were differences in the use of a balanced scorecard or solely budget and operational planning as control system, the fundamental meaning of the control system was the same in all four municipalities, i.e. to allocate all the different departments' activities and objectives into overall objectives for the municipality as a whole.

Based on our findings, we suggest that a new concept of CSR should emerge by transmitting Corporate Social Responsibility into Organizational Social Responsibility (OSR). Hence, Organizational Social Responsibility should emerge as a concept taking into account all types of organizations and their responsibility within the three perspectives, i.e. economic, social and environmental, considering sustainable development in all three perspectives. One reason for why we suggest a new concept to emerge is that we believe it will continue to be an increased attention both in private sector and in public sector within the field of CSR. The great ambiguity in the concepts existing today, both around CSR and sustainable development, makes us believe that the two concepts will move more towards each other due to the fact that they rest on same foundation. Therefore we do believe that one common definition will diminish some of the ambiguity for both sectors.

7.2 Conclusions

Based on our result we conclude that CSR do exists and is anchored in the municipalities in the County of Skåne, even though none of the interviewees were familiar with using the concept CSR. All four municipalities did work with sustainable development in different ways and the activities performed within this subject can be associated with theories around CSR. As we see it, for CSR to exist and to be anchored in the examined municipalities it is not a question of whether they use the concept CSR or not. Instead, the activities they perform and how their work within the field of sustainable development indicates that CSR exists in the public sector as well. This further implies that the fundamental idea of CSR does exist in municipalities as well as in the private sector, even though they may express it as something else such as sustainable development. In order to get a joint concept we argue that CSR should be transmitted to OSR. Given the fact that there exists and ambiguity around the concept CSR and sustainable development (Kates et al., 2005; Whitehouse, 2003), a common concept for both public and private organizations would most probably diminish the ambiguity around the

concept. As we see it, today the word Corporate in CSR may deter the public sector and the municipalities to apply this term. Our suggestion for a new concept to emerge is also the theoretical contribution with our thesis.

Our empirical contribution is by applying a qualitative approach in this subject, an area that has been quite unexplored. Most studies done in the subject of CSR and the public sector have been through a quantitative approach, examining social and environmental disclosures in public sector organizations. We have applied a qualitative approach, examining four different municipalities in the County of Skåne, and therefore also gotten a deeper understanding of how CSR is anchored in the public sector.

7.3 Limitations

It is important to take into account possible limitations that affect the result of our study. One such limitation could be when collecting the empirical data in order to conduct our document study. This limits the conclusion that can be made on its basis. Firstly, we did limit our choice of municipalities to the 33 in the County of Skåne, since they were the one closest to us geographically. Primarily our conclusions reflect the situation in the County of Skåne, there may have been a difference in the result if we had conducted our study on another county or on all 290 municipalities in Sweden.

Another limitation is that we only examined the annual financial statements in our document study, and not any other reports from the municipalities. Since many of the municipalities may conclude the issues examined in other reports than their annual financial statement, the result in our document study may not reflect the current situation regarding the municipalities work around CSR. This in turn may have affected which municipalities that reached the top placement in our document study, and therefore also which four municipalities to be chosen for the deeper analysis in our multiple case studies.

Also, the fact that we chose to examine the four municipalities in the top placements may have affected our result on how CSR is anchored in municipalities. If we had chosen to examine municipalities both in the top placement and in the bottom, we may have come up with different conclusions.

7.4 Future Research

Our study has demonstrated that there is a need for more research in the area of CSR and public sector with qualitative approaches. We suggest that it would be further interesting to conduct a deeper analysis of CSR in a single case study, i.e. examine one municipality in order to get a view of the work is anchored in more detail. This gives also opportunity to make a before-after investigation of that single case. Another interesting point of view would be to investigate one municipality that has come a long way with CSR and one that has not worked as much within the field of CSR, and thereby get an even more explicit analyze of what contributes to good practice within the field.

It would also be interesting to see if the concept OSR can be further expanded and analyzed in the field of public sector organizations. As we see it, this concept gives a clearer understanding of what the concept actually stands for, compared to the well-known concept CSR.

Another interesting choice for future research is to investigate how the new guidance standard, which is soon to be published by SIS, will affect municipalities work in this area. How many municipalities will choose to follow this standard and will this have any impact on their work with the subject.

REFERENCES

- Adams C, Hill W-Y, Roberts C. (1998). Corporate social reporting practices in Western Europe: Legitimizing corporate behavior? *British Accounting Review*, 30(1), 1–21.
- Adolfsson Jörby, S. (2002). Local Agenda 21 in Four Swedish Municipalities: A Tool towards Sustainability? *Journal of Environmental Planning and Management*, 45(2), 219–244.
- Brorström B., Haglund A. and Solli, R. (2005). *Förvaltningsekonomi*. Lund: Studentlitteratur.
- Bryman, A. and Bell, E. (2007). *Business Research Methods* (2nd edition). Oxford: Oxford University Press Inc.
- Carroll, A.B. (1999). Corporate Social Responsibility: Evolution of a Definitional Construct, *Business Society*, 38(3), 268-295.
- Carroll, A.B. and Shabana, K.M. (2010). The Business Case for Corporate Social Responsibility: A Review of Concepts, *Research and Practice. International Journal of Management Reviews*, 12(1), 85-105.
- Cormier, D. and Gordon, I. M. (2001). An examination of social an environmental reporting strategies. *Accounting Auditing & Accountability Journal*, 14(5), 587-616.
- Cramer, J., Jonker, J. and Van der Heijden, A. (2004). Making sense of Corporate Social Responsibility. *Journal of Business Ethics*, 55, 215-222.
- Deegan, C. and Unerman, J. (2006). *Financial Accounting Theory* (European edition). Berkshire: McGraw-Hill Education
- Del Bello, A. (2006). Intangibles and sustainability in local government reports: An analysis into an uneasy relationship. *Journal of Intellectual Capital*, 7(4), 440–456.
- Dumay, J., Guthrie, J. & Farneti, F. (2010). GRI Sustainability reporting guidelines for public and third sector organizations. *Public Management Review*, 12, 531–548.
- Elkington, J. (1998). *Cannibals with forks: the triple bottom line of 21st century business*. Gabriola Island: New Society Publishers
- Fassin, Y. (2009). The Stakeholder Model Refined. *Journal of Business Ethics*, 84, 113-135.
- Freeman, E.R., Wicks, A.C. and Parmar, B. (2004). Stakeholder Theory and “The Corporate Objective Revisited”. *Organization Science*, 15(3), 364-369.
- Freeman, E.R. and Velamuri, R.S. (2008). A New Approach to CSR: Company Stakeholder Responsibility (Electronic copy). Available at: <http://ssrn.com/abstract=1186223> (2011-04-11)

- Friedman, M. (1970). The Social Responsibility of Business is to Increase its Profits (Electronic copy). *The New York Times Magazine*, September 13, 1970. Available at:
<http://www.colorado.edu/studentgroups/libertarians/issues/friedman-soc-resp-business.html>
(2011-04-11)
- Global Reporting Initiative. (2000-2011). RG, Sustainable reporting guidelines. Version 3.1. Available: <http://www.globalreporting.org/NR/rdonlyres/53984807-9E9B-4B9F-B5E8-77667F35CC83/0/G31GuidelinesinclTechnicalProtocolFinal.pdf> (2011-05-05)
- Gray R, Kouhy R, Lavers S. (1995). Constructing a research database of social and environmental reporting by UK companies. *Accounting, Auditing and Accountability Journal*, 8(2), 78–101.
- Gustafsson, A. (1999). *Kommunal självstyrelse* (7th edition). Smedjebacken: SNS förlag
- Guthrie, J., Ball, A. & Farneti, F. (2010). Advancing Sustainable Management of Public and Not For Profit Organizations. *Public Management Review*, 12 (4), 449–459.
- Henriques, A. and Richardson, J. (2004). *The Triple Bottom Line: Does it All Add Up?* London: Earthscan
- Jeurissen, R. (2004). Institutional Conditions of Corporate Citizenship. *Journal of Business Ethics*, 54, 87-96.
- Kates, R.W., Parris, T.M. and Leiserowitz, A.A. (2005). What is sustainable development? Goals, indicators, values and practice. *Environment: Science and Policy for Sustainable Development*, 47(3), 8-21.
- Knutsson, H., Mattisson, O., Ramberg, U. and Tagesson, T. (2008). Do Strategy and Management Matter in Municipal organizations? *Financial Accountability & Management*, 24(3), August, 295-319.
- Leuenberger, D. (2006). Sustainable Development in Public Administration. A match with practice? *Public works management & policy*, 10(3), 195-201.
- Matten, D. & Moon, J. (2004). Corporate Social Responsibility Education in Europe. *Journal of Business Ethics*, 54, 323–337.
- Miljödepartementet. (2010). Handlingsprogrammet Agenda 21 – En sammanfattning. Available at: <http://regeringen.se/content/1/c6/01/86/84/6de2900f.pdf> (2011-05-05)
- Mitchell, R. K., Agle, B. R. and Wood, D. J. (1997). Towards a theory of stakeholder identification and salience: Defining the principle of who and what really counts. *Academy of Management Review*, 22(4), 853-886.
- Molander, P. (2003). *Staten och kommunerna*. Angered: SNS Förlag

- Moon, J. (2007). The Contribution of Corporate Social Responsibility to Sustainable Development. *Sustainable Development*, 15, 296–306.
- Olson, O and Sahlin-Andersson, K. (1997). Accounting Transformation in an advanced welfare state: The case of Sweden. *SCORE working paper series*, 1997:7.
- Saunders, M., Lewis, P. and Thornhill, A. (2009). *Research methods for business students* (5th edition). Harlow: Pearson Education Limited
- SCB. (2007). *Offentlig ekonomi 2007*, Stockholm: Statistiska centralbyrån
- SCB. (2011). Folkmängden totalt kommunvis 1970-2010, 31 december respektive år. Available at: <http://www.skane.se/templates/Page.aspx?id=24042> (2011-04-26)
- Sison, A. J. G. (2009). From CSR to Corporate Citizenship: Anglo-American and Continental European Perspectives. *Journal of Business Ethics*, 89, 235-246.
- SOU. (2000). Framtidens miljö—Allas vårt ansvar, Final Report of the Committee on Environmental Objectives, Swedish Public Report Series, 2000:52.
- SOU. (2003). En hållbar framtid i sikte. Final Report of the Committee on Environmental Objectives, Swedish Public Report Series, 2003:31.
- Stanislavska, L., Margarisova, K. and Stastna, K. (2010). International Standards of Corporate Social Responsibility, *Agris on-line Papers in Economics and Information*, 2(4), 63-72.
- Sveriges Kommuner och Landsting. (2005). *Styrning för hållbar utveckling - Från politik till praktik*. Stockholm: Brommatryck
- Sveriges Kommuner och Landsting. (2010). Majoriteter efter valet 19 september 2010 samt maktskiften vid valen 2010. Available at: http://www.skl.se/kommuner_och_landsting/om_kommuner/politiskt_styre_i_kommunerna (2011-04-26)
- Sveriges Kommuner och Landsting. (2010). Fakta om län och kommuner - Skåne län. Available at: http://skl.se/kommuner_och_landsting/om_kommuner/fakta_om_lan_och_kommuner/skane_1 (2011-04-06)
- Swedish Standards Institute. (2011). SIS/TK 522: Hållbar utveckling i kommuner, landsting och regioner. Available at: <http://www.sis.se/ledningssystem/sis-tk-522> (2011-04-12)
- Tagesson, T., Klungman, M. and Lindvall, M. (2009). Social disclosures in Swedish municipalities' annual financial statements. *GAD: Governance, Accounting & Development, Working paper series in business studies*, Hamstad University.
- United Nations. (1993). Agenda 21: Earth Summit - The United Nations Programme of Action from Rio. Available at: <http://www.un.org/esa/dsd/agenda21/> (2011-05-05)

Van der Laan Smith J., Adhikari A. and Tondkar R. (2005). Exploring differences in social disclosures internationally: A stakeholder perspective. *Journal of Accounting and Public Policy*, 24(2), 123–151.

Van Marrewijk, M. (2003). Concepts and definitions of CSR and corporate sustainability: Between Agency and Communion. *Journal of Business Ethics*, 44, 95-105.

Whitehouse, L. (2003). Corporate Social Responsibility, Corporate Citizenship and the Global Compact - A New Approach to Regulating Corporate Social Power? *Global Social Policy*, 3(3), 299-318.

Yin, R.K. (2009). *Case study research: Design and methods* (4th edition). Thousand Oaks: SAGE publications Inc.

Document study documents:

Annual financial statements of 2009 for all 33 municipalities in County Skåne.

Case study documents:

Helsingborg, 2009. *Hälsa som håller*.

Helsingborg, 2009. *Årsredovisning 2009*.

Helsingborg, 2010. *Trygg & Välmående – via infrastruktur och identitet*.

Helsingborg, 2010. *Plan för hållbar utveckling i Helsingborg 2010*.

Helsingborg, 2010. *Översiktsplan 2010 – En strategisk översiktsplan för Helsingborgs utveckling 2010*. (www.helsingborg.se 2011-05-05)

Kristianstad, 2009. *Årsredovisning 2009*.

Kristianstad, 2011. *Agenda 21 Verksamhetsplan 2011: Basplan 2008-2011*. (www.kristianstad.se 2011-05-04)

Kristianstad, 2011. *Översiktsplan 2011*. (www.kristianstad.se 2011-05-04)

Lund, 1997, *Lunds Agenda 21*. (www.lund.se 2011-05-05)

Lund, 2006. *LundaEko - Ett Agenda 21-dokument. Lunds program för ekologisk hållbar utveckling*.

Lund, 2009. *Lunds kommun årsredovisning 2009*.

Lund, 2010. *LundaMaTs II – Versamhet och Resultat* (www.lund.se 2011-05-05)

Lund, 2010. *Översiktsplan för Lunds kommun*. (www.lund.se 2011-05-05)

Malmö, 1997. *Malmö's Agenda 21 - Avstamp för en god miljö och en hållbar utveckling*. (www.malmo.se 2011-05-05)

Malmö, 2001. *Översiktsplan för Malmö 2000*. (www.malmo.se 2011-05-05)

Malmö, 2009. *Årsredovisning 2009 - Hållbar framtid*.

Malmö, 2010. *Lärande för hållbar utveckling i Malmö*.

Malmö, 2010. *Miljöprogram för Malmö stad 2009-2020*. (www.malmo.se 2011-05-05)

Malmö, 2011. *Hållbar stad Malmö*.

Malmö, 2011. *Nu lyfter vi Malmö – Områdesprogram för ett socialt hållbart Malmö*. (www.malmo.se 2011-05-05)

Interviews

Bengtsson, Elisabeth. Head of Department of Sustainable development, Helsingborg municipality. 2011-05-03

Birkendal, Linda. Environmental strategist, Lund municipality, 2011-04-28

Pitkä-Kangas, Lari. Deputy mayor, Malmö municipality. 2011-05-02

Scott Jacobsson, Linda. Fair trade city coordinator, Lund municipality. 2011-04-28

Svensson, Beata. Agenda 21 coordinator. Kristianstad municipality. 2011-04-28

Svensson, Katrine. Environmental officer, Kristianstad municipality. 2011-04-28

APPENDICES

Appendix 1, Checklist Document study

Economic information

1. Financial information
2. Investments and investment appraisals
3. Supply Chain
4. Trends
5. Flow of capital among different stakeholders

Environmental information

6. Environmental policy
7. Waste
8. Sustainability
9. Environmental certifications
10. Environmental objectives
11. Follow-up on these objectives.
12. Memberships

Social information

13. Changes in number of employees
14. Sexual equality among employees
15. Racial equality among employees
16. Terms of employment
17. Absence due to illness among employees
18. Education of employees
19. Health and safety issues in the work environment
20. Citizen relations
21. Business ethics
22. Overall Vision and Strategy

Appendix 2, Empirical result Document study

Municipality:	Bjuv	Bromölla	Burlöv	Båstad	Eslöv	Helsingborg	Hässleholm	Höganäs	Hörby	Höör	Klippan	Kristianstad
Environmental	0	3	5	3	1	7	5	3	3	5	6	7
Social	5	4	4	8	6	9	8	4	5	5	4	9
Economic	3	4	2	3	2	4	4	3	4	2	3	5
Total	8	11	11	14	9	20	17	10	12	12	13	21

Municipality:	Kävlinge	Landskrona	Lomma	Lund	Malmö	Osby	Perstorp	Simrishamn	Sjöbo	Skurup	Staffanstorps
Environmental	3	2	5	7	7	6	3	4	3	2	6
Social	5	7	8	8	7	6	5	5	3	4	5
Economic	3	2	4	4	4	4	2	2	3	2	4
Total	11	11	17	19	18	16	10	11	9	8	15

Municipality:	Svalöv	Svedala	Tomelilla	Trelleborg	Vellinge	Ystad	Åstorp	Ängelholm	Örkelljunga	Östra Göinge
Environmental	3	0	2	4	5	4	3	3	4	2
Social	5	6	5	7	4	3	7	7	7	6
Economic	4	2	3	3	4	4	3	4	3	3
Total	12	8	10	14	13	11	13	14	14	11

Issues disclosed	Frequency	Issues disclosed	Frequency
8	3	15	1
9	2	16	1
10	3	17	2
11	7	18	1
12	3	19	1
13	3	20	1
14	4	21	1

Means:		
Environmental	128/33= 3,88	55, 43%
Social	191/33= 5,79	57, 90%
Economic	199/33= 3,21	64, 20%
Total	423/33= 12,85	58, 27%

Appendix 3, Interview Guide

- **General information**

Name of the interviewee and work role.

- **Sustainable development**

Does the concept sustainable development exist in the municipality?

How does the municipality define the concept sustainable development?

How long has the concept existed in the municipality?

How is the work with sustainable development coordinated?

Why is the municipality working with the concept?

What is the main purpose when working with sustainable development?

What stakeholders are in focus?

- **Sustainable development in practice**

Control Model

How is the municipality organized when working with sustainable development?

What control systems are used in the municipality?

How is the decision making process organized?

What communication channels exist in the municipality?

Internal and external communication channels.

How is the target- and monitoring process organized?

Has the municipality any Code of Conduct?

The three perspectives

How is the work carried out in the Social perspective?

How is the work carried out in the Environmental perspective?

How is the work carried out in the Economic perspective?

Are the three perspectives integrated in the municipality's work with sustainable development?

Success factors

Since the municipality had a top placement in our document study, what factors have contributed to successful work in this area?

- **Are there any internal material available?**