

Masters of Science in International Business and Politics
Master's Thesis

Are Two Heads Better Than One?

Public-Private Partnerships and Their Functions
In the Climate Agenda

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- September - 17 – 2018 -

Student ID
Supervisor
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Abstract

Combatting climate change is the defining challenge of the 21st century, and with more and more responsibility diffusing from nation states to non-state actors, the need to understand these actors has become imperative. The purpose of this qualitative study is to further the understanding of organizational Public-Private Partnerships (PPPs) and their functions in the climate agenda. This is done by examining three organizational PPPs through primary data, in the form of interviews, as well as secondary data describes certain activities carried out by these PPPs. By analyzing the data inductively, the study finds that organizational PPPs maintain a neutral position, which allows them to establish relations, access and disseminate knowledge, and holistic representation of an industry or challenge. Ultimately, it is concluded that organizational PPPs can leverage neutrality to perform unique functions that affect the prospects of implementing the climate agenda, given certain constraints. This contribution to existing literature deepens the knowledge of organizational PPPs, and discusses under what circumstances this non-state actor has potential to affect the implementation of the climate agenda. Consequently, a relatively unknown non-state actor is better understood, and the possibility of combatting climate change can be reinforced using this new information.

Contents

ABSTRACT	2
1. INTRODUCTION	5
1.1 A NOTE ON THE CLIMATE AGENDA	7
1.2 PROGRESSION OF THE THESIS	9
2. LITERATURE REVIEW	10
2.1 FIVE STRAINS OF RESEARCH	11
2.2 TYPES OF PARTNERSHIPS	18
2.2.1 Contractual Partnerships.....	18
2.2.2. Organizational Partnerships.....	19
2.2.3 Network Partnerships	20
2.3 EXISTING LITERATURE: PPPs AND SUSTAINABILITY	22
2.4 INTERIM CONCLUSION	23
3. METHODOLOGY	25
3.1 PHILOSOPHY	25
3.2 RESEARCH DESIGN	27
3.3 COLLECTION OF EMPIRICS	28
3.3.1 Interviews.....	29
3.3.2 Case Studies	31
3.3.3 Bias of the Researcher	33
3.4 QUALITATIVE DATA ANALYSIS	34
3.5 METHODOLOGY AND OUTCOME	37
3.6 INTERIM CONCLUSION	38
4. DATA DESCRIPTION	39
4.1 DANISH CLEANTECH HUB	41
4.1.1 Case A – Memorandum of Understanding	41
4.1.2 Case B – Offshore Wind Conference.....	43
4.1.3 Interview: Klaus Lehn Christensen, Director, DCH.....	45
4.2 FOOD NATION	46
4.2.1 Interview: Marianne Petersen, Project Manager, Food Nation	46
4.3 STATE OF GREEN	47
4.3.1 Interview: Majken Kalhave, Head of Programmes, State of Green.....	48
4.3.2 Case C – Wind Energy Moving Ahead.....	50
4.4 INTERIM CONCLUSION	51
5. PUBLIC PRIVATE PARTNERSHIPS AND NEUTRALITY.....	52
5.1 IDENTIFYING A PATTERN	52
5.2 THE TERM NEUTRALITY	55
5.3 FACTORS CONTRIBUTING TO NEUTRALITY.....	56
5.4 FUNCTIONS INFLUENCED BY NEUTRALITY	58
5.5 A NOTE ON METHODOLOGY	64
5.6 INTERIM CONCLUSION	65
6. PUBLIC PRIVATE PARTNERSHIPS IN THE CLIMATE AGENDA.....	66
6.1 SDGs AND FUNCTIONS OF PUBLIC PRIVATE PARTNERSHIPS	66
6.1.1 SDG7: Affordable and Clean Energy.....	68
6.1.2 SDG11: Sustainable Cities and Communities.....	69
6.1.3 SDG13: Climate Action	72
6.2 POSSIBILITIES AND CONSTRAINTS	74

7. CONCLUDING REMARKS	78
7.1 FURTHER PERSPECTIVES: METHODOLOGY.....	80
7. 2 FURTHER PERSPECTIVES: TOPICS.....	80
8. BIBLIOGRAPHY	82
9. APPENDICES	93
APPENDIX 1: INTERVIEWS	93
<i>Appendix 1a: Interview – Klaus Lehn Christensen, Danish Cleantech Hub</i>	<i>93</i>
<i>Appendix 1b: Interview – Marianne Petersen, Food nation.....</i>	<i>99</i>
<i>Appendix 1c: Interview – Matthew Marshall, Redwood Coast Energy Agency</i>	<i>108</i>
<i>Appendix 1d: Interview – Majken Kalhave, State of Green.....</i>	<i>116</i>
<i>Appendix 1e: Interview Protocol (From Food Nation interview).....</i>	<i>123</i>
APPENDIX 2: PARTNER OVERVIEW	124
<i>Appendix 2a: Overview of Danish Cleantech Hub Partners 01/01/18.....</i>	<i>124</i>
<i>Appendix 2b: Overview of Food Nation Partners 01/01/18</i>	<i>125</i>
APPENDIX 3: CONTRIBUTORS TO WIND ENERGY MOVING AHEAD.....	126

1. INTRODUCTION

As it becomes clear that climate change and the preservation of our natural resources is one of the defining challenges of the 21st century, it also increasingly becomes clear that state governments are struggling to take on this challenge alone. This sentiment is echoed by the UN in the 2015 Sustainable Development Goals (SDGs), which call for multi-stakeholder partnerships, public, public-private and civil-society partnerships (UN, 2015). In the aftermath of the US withdrawal from The Paris Agreement, it has been argued that the global community must meet this challenge with new, unconventional modes of collaboration and partnership (Bäckstrand, 2018; Hale, 2016; Kuyper et al., 2018). Examples of these untraditional alliances include Partnering for Green Growth (P4G), C40 Cities, United States Climate Alliance (USCA), and 100 Resilient Cities. In response, attention has turned to the question of how these new actors function in the complex web of the international governance and climate action (Abott et al., 2015; Betsill et al., 2014 Hale & Rogers, 2013;). Indeed, the academic debate now revolves not only around fundamental understanding of these innovative modes of organization, but also how non-state actors can contribute to the achievement of climate goals (Bäckstrand, 2018; Kuyper et al., 2018).

Amidst this Cambrian explosion of alternative non-state actors, public-private partnerships (PPPs) have emerged as a potentially important player, and this organizational form experiences renewed interest in sustainability literature (Pinz, Roudyani & Thaler, 2018). The PPP phenomenon has been studied with fluctuating intensity for the past five decades. However, what constitutes a PPP remains ill defined; the term is contested (Weihe, 2009), over-used and under-specified (Laffin & Liddle, 2006), and multiple overlapping research agendas exist (Hodge, Greve & Boardman, 2010; Hodge & Greve, 2013, 2017). With climate change quickly becoming the generational challenge faced by the citizens of the world, further describing underspecified actors on that stage is no trivial manner. If we are to increasingly rely on these non-state actors for safeguarding the future of our planet, it is paramount that we understand them both empirically and theoretically. Ultimately, if we wish to understand the role of PPPs in the climate agenda, further exploration of the phenomenon is needed.

In spite of the large body of literature dedicated to these hybrid non-state actors, studies of the relation to, and relative function of, PPPs in the climate agenda are remarkably few and far between. Of the studies that do exist, the most significant portion is concerned chiefly with large-scale infrastructure PPPs, and how the sharing of risks and rewards can attract investments in renewable energy (Alloisio et al., 2014; Cedrick & Long, 2017; Dinica, 2008). Related research includes sustainability impact of not just renewable energy projects, but all infrastructure PPPs in general (Patil et al., 2016) and the democratic accountability of PPPs (Bäckstrand, 2008). Generally these studies conclude that while PPPs have attracted investments in certain circumstances, they lack focus on sustainability as an integral element. The common denominator for these studies is focus on a single *type* of PPP, namely contractual infrastructure PPPs.

Outside of this genre, we find sporadic ventures into the overlapping Venn diagram of PPPs and sustainability; e.g. waste collection (Fobil et al., 2008) and sustainable fishery (Pavlovich and Akoorie, 2010). Alas, none of these studies offer particular attention to the specific type of public-private mixing that is at the heart of this research. In order to remedy this oversight and contribute to an understudied field, a closer investigation of organizational PPPs is an appropriate addition to the academic literature. This research places itself firmly in the considerable knowledge gap that exists in intersection between the phenomenon of organizational PPPs and the global climate agenda. Consequently, it aligns itself with Pinz, Roudyani & Thaler (2018) when they propose to “*investigate sustainability as a core concept in PPP research*” (Pinz, Roudyani & Thaler, 2018: 14).

The purpose of this qualitative study is to deepen the understanding of organizational PPPs and their central functions in the implementation of the climate agenda, by analyzing primary and secondary evidence from three different PPPs. At this stage of the research, a PPP is defined in the general sense as a “...*cooperation of some sort of durability between public and private actors in which they jointly develop products and services*” (Weihe, 2009: 435). Given the responsibility delegated to organizations such as PPPs in addressing climate change and sustainability, this study aims to address the deficiencies identified in existing literature by asking the research question:

Based on examples from Denmark and the US, what function(s), if any, can organizational public-private partnerships carry out to impact the prospect of implementation of the climate and sustainability agenda?

A sub-question is posed to guide the development of the answer to the main research question. This sub-question pertains directly to the nature of the particular PPPs investigated, and the functions that they perform. As such, it reins in the breadth of the research question, with the philosophy of moving from the specifics of the three PPPs to more general inferences about this type of organization in the climate agenda. The stands sub-question as follows:

Do the three organizational public-private partnerships investigated share central attributes, and if so, how is it reflected in the manner functions are carried out?

Two additional qualifications have to be introduced in order to answer the research questions, namely what is meant by the terms *function* and *climate agenda*. As we have established, PPPs are among the myriad of unconventional initiatives and alliances that have been allocated a portion of responsibility in addressing the climate challenge (See: Abbott et al., 2015; Hale, 2014; UN, 2015). In this qualitative research, the functions of PPPs refer to the specific range of capabilities, which organizational PPPs have the capacity to perform. However, it is outside the scope of qualitative exploration to perform any assessment of the degree of impact, effect, or measureable value of these functions. We understand then that impact, described in the research question, does not relate to scale (small/large role), instead it describes the unique potential for contribution by virtue of the manner functions are executed.

1.1 A NOTE ON THE CLIMATE AGENDA

One could easily exhaust an entire study simply delineating what constitutes the “climate agenda”, but in the context of this research a relatively minimalist description will suffice. Following the relative success of the Millennium Development Goals, a feeling of optimism about the achievements of the international community persisted (Sachs, 2012). It was

within this context of optimism that the UN adopted the SDGs in 2015. The SDGs address sustainability in the broadest sense, and include what can be summarized as the three facets of sustainable development: ecological, social and economic sustainability (Pinz, Roudyani & Thaler, 2018). Acknowledging that the 17 SDGs represent hundreds of parameters for sustainable development, this research focuses mainly on a subset of the goals that all are concerned with ecological development goals: SDG7, SDG11, and SDG13 (see below). As such, when this study investigates the relation between the climate and sustainability agenda and PPPs, these are the goals that are considered. It is acknowledged that other SDGs also address ecological aspects to a lesser extent, such as SDG6, SDG9, SDG12, SDG14, and SDG15 (UN, 2015). These goals address the broader spectrum of biodiversity and natural resources, and to a lesser degree the established climate agenda. For this reason they are noted as important, but not central to this study.



SDG7: Ensure access to affordable, reliant, sustainable, and modern energy for all.

SDG11: Make cities and human settlements Inclusive, safe, resilient and sustainable.

SDG13: Take urgent action to combat climate change and its impacts.

While the study will evaluate the potential for impact on the climate agenda by mapping functions of PPPs onto these three SDGs, it is done with the appreciation that all climate goals are intimately linked. Undoubtedly, there are countless local, national and regional climate initiatives and goals, all of which in combination make up 'the climate agenda'. At the end of the day, it can be argued that these all feed into the greater agenda of the SDGs, either explicitly or implicitly, since the SDGs are sufficiently broad to encompass all but the most unusual goals. Additionally, there are a number of other reasons to point to the SDGs when examining the sustainability and climate agenda. First and foremost, the SDGs are universal and apply across borders and the public-private divide. Second, they consider

broad measures of sustainable development whereas other, more specific targets, only consider e.g. the share of renewable energy in the energy mix or the global temperature. Third, they have specific targets that can be related to specific efforts. The SDGs provide a neutral backdrop on which to map the efforts and activities of all types of organizations. Noteworthy is the fact that ‘partnerships’ itself is a target of the SDGs (SDG17.17), however, while it is interesting that the organizations investigated themselves contribute to a target, it is besides the point of the study.

1.2 PROGRESSION OF THE THESIS

The thesis is divided in seven chapters, which are further separated into a number of sections. This section marks the conclusion of the **first** chapter, which outlined the narrative of the study, and placed it in the greater societal context of climate change and unconventional organizations, while providing the purpose of the research. The **second** chapter will dive deeper into the world of public-private partnerships, and attempt to untangle the wires and mitigate the nebulousness of the concept by delineating the main strains of research and the main types of partnerships. Chapter **three** offers thoughts on the methodology applied and how the philosophical underpinnings of the study are reflected in everything from the research design to the selection of empirical evidence. By describing the data collected, the **fourth** chapter signifies the transition from thoughts about the study to thoughts about the phenomena studied. Chapter **five** directly engages with the research questions by identifying patterns across the empirics described in the previous chapter, and elevates these patterns to themes. Chapter **six** is the penultimate chapter, and as such it discusses the main discoveries about the function(s) and the potential for PPPs in the climate agenda, by mapping the identified themes onto the context of sustainability. Finally, chapter **seven** will conclude the study by directly addressing the main research question posed in the beginning, and offer perspectives on how the research agenda can be furthered with other methods and empirics.

2. LITERATURE REVIEW

PPPs are a conceptual mess (Hodge, Greve & Boardman, 2010). Public-private collaboration has existed in some form or another since the dawn of civilization, and the term Public-Private Partnership is traceable as far back as the 1960s (Hodge, Greve & Biyguatane, 2018; Wettenhall, 2005). Despite almost 60 years of research, no academic consensus has emerged in the literature as to what exactly constitutes a PPP. There are many widely differing definitions: *“an authoritative definition or a classification of PPP remains to be seen.”* (Weihe, 2008: 433), and while we are witnessing a proliferation of literature on PPPs: *“there is however little agreement on what constitutes a PPP”* (Weihe, 2009: 2). Consequently, PPPs remain a nebulous concept (Weihe, 2005). Generally, the word partnership is *“over-used and under-specified”* (Laffin & Liddle, 2006: 22), which leads to conceptual confusion. This necessitates thoughtful consideration from researchers and requires them to tread very carefully whenever an academic investigation of PPPs is launched. Depending on factors such as academic discipline, topic, individual scholar and time of writing, the term PPP has possessed diverse meanings and connotations. It is the purpose of the following chapter to attempt to untangle the wires and delineate the separate fields of PPP research and locate the contribution of the research at hand.

An often-cited definition of PPPs say that they are a type of *“...cooperation of some sort of durability between public and private actors in which they jointly develop products and services and share risks, costs and resources which are connected with these products.”* (Weihe, 2008). Rather than inventing a new definition, this general definition is also employed in the study at hand, but with several important qualifications regarding the precise nature of the PPP. Because the cited definition is sufficiently broad to include a wide range of collaborations with varying degrees of cooperation, it makes it exceedingly difficult to infer any specific attributes and concise interpretation of the phenomenon, simply because it can include every imaginable type of ‘partnership’. Therefore, it serves to introduce further qualifications of the definition in order to disassociate this research of organizational PPPs from research of other types of public-private mixing and collaboration. A clear definition not only allows the concept to be understood in context of the broader research agenda, but also to be operationalized within the context of this study. However, a number of dimensions are essential to understanding all types of PPPs, notably the sharing of risks

and rewards, the timeframe and degree of co-production of services and products. The specific allocation of risk, the timeframe and the degree of co-production all vary significantly between partnerships, and there is a tendency for all three dimensions to be reflective of distinct types of partnership.

As part of the operationalization of the concept, the definition serves to do more than clarify the concept. It will also be the foundation of a PPP type that exhibits specific traits across the dimensions mentioned above. A type is understood as a generalization of an organizational set-up. But as a generalization, it is inherently flawed in the sense that any generalization downplays the significance of individual organizations, as stereotypes tend to do. Nevertheless, as this investigation seeks to deepen the knowledge of PPPs in a specific set of circumstances, it is helpful to construct this archetype and establish its origin. Ultimately, the following chapter will (1) comb through the Gordian PPP knot in order to (2) frame this investigation in relation to existing literature and (3) introduce a PPP type with associated characteristics and vocabulary. Additionally, a brief delineation of existing sustainability-focused literature in the PPP field is carried out. In combination, the review of both phenomenon literature (PPP) and topic literature (PPP in sustainability) will work to carve out the unique niche in which this research sits.

2.1 FIVE STRAINS OF RESEARCH

The inherently interdisciplinary nature of the PPP phenomenon is arguably the main culprit behind the nebulosity of the concept. The term has been applied in diverse fields such as political science (Rosenau, 1999), public administration (Koppenjan, 2005), finance and economics (Dinica, 2008), and linguistics (Linder, 1999). Accordingly, PPPs have undergone investigation with very different methodologies, in different cases, and have different geographic hotspots. The coherence of the PPP research agenda has suffered from this widespread application of the label ‘partnership’, and the current muddling of the term is the result (Weihe, 2009). Varieties of public-private mixing can be traced back as far as civilization with examples such as the Pharaonic empires and the Dutch East India Company (Wettenhall, 2010). For this reason the following pages strictly adhere to the use of the term ‘Public-Private Partnership’ and not public-private collaboration, mixing

and other related terminology. Additionally, this also makes a simple chronological review of PPP literature problematic, because the term has been applied (and misapplied) so widely. Instead, a thematic review of the literature serves to delineate different strains of research.

As could be expected, there is also some debate over how the literature is best grouped. One group of authoritative scholars divvy up the contributions to the research across five ‘levels of meaning’ (Hodge, Greve & Biyguatane, 2018; Hodge & Greve, 2013). These levels of meaning are not arranged according to methods used, nor empirical areas, or research eras, but to the relative narrowness of lens applied (See figure 1). This compartmentalization emphasizes the current research agendas, and the overarching assumption is that most PPPs are infrastructure projects. As such, it is suitable for assessing the consequences of PPP proliferation across differing dimensions: financial performance, organizational efficiency, political implications and human impact. This spectrum of research also reflects the development that PPP research has undergone. Initially the fascination with PPPs revolved around curiosity about the performance of unique cases and comparisons between cases. As the concept became more widely understood however, considerations of wider implications took center stage as infrastructure PPPs moved from obscurity towards normalization and wider adoption across the (developed) world. It is noteworthy that while the current research agenda was separated into five by Hodge & Greve (2013, 2017), it is still a continuum. Consequently, individual pieces of research often touch upon more than one strain.

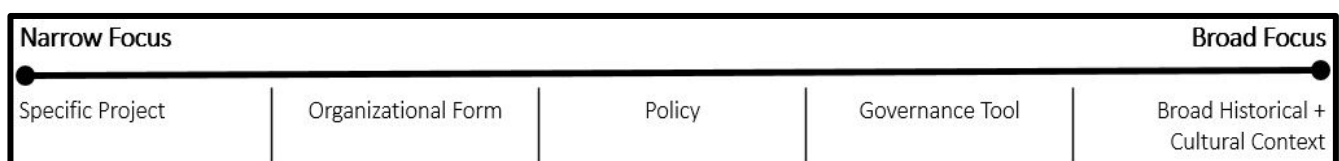


Fig. 1: Strains of PPP research, adapted from Hodge, Greve & Biyguatane (2018) and Hodge & Greve (2013, 2017)

The narrowest lineage of research has traditionally focused on a specific (infrastructure) project or a set of projects. Central questions across this level of meaning revolve around evaluating the efficiency of individual infrastructure PPPs by looking at specific projects or by comparative analyses vis-à-vis conventional public mega projects. Hence, a large por-

tion of this PPP literature and practical experience revolves around easily identified PPP constellations that possess a distinct sharing of responsibilities and product. Prime examples are Long-Term Infrastructure Contracts (LTIC) and Private Finance Agreements (PFI), both of which have been immensely popular following the New Public Management (NPM) wave in 1990s and early 2000s in the UK (Hodge, Greve & Boardman, 2010). In this lineage, the Biomass Power Plant in North Yorkshire, UK would be the PPP in itself, and the relative success/failure of the project translates into findings about the relative success or failure of PPPs. Value for Money (VfM), transfer of risk comparisons versus traditional infrastructure procurement, (Broadbent & Laughlin, 1999; Reeves, 2013) and optimization of infrastructure PPPs (Hodge & Greve, 2008) are examples of traditional PPP performance examinations. Ditto are the fluctuating levels of PPP transaction costs in the wake of the global financial crisis (Wall & Connolly, 2009; Willems & Van Dooren, 2016). Public administration and finance scholars have been deeply involved in this lineage, because the research is so squarely focused on (financial) performance.

Arguably the largest body of research on this narrow level of meaning lies in literature that is concerned with specific national or regional strategies of PPPs. Not surprisingly, these tend to cluster in areas that have extensive or unique experiences with PPPs such as the Netherlands (Bult-Spiering & Dewulf, 2006; Klijn, 2009; Klijn & Teisman, 2005; Wettenhall, 2005), Australia (Hodge, 2005, 2011; Hodge & Duffield, 2010), the UK (Campbell, 2001; Hellowell, 2010; Shaoul, 2010), and The Nordics (Greve & Mörth, 2010; Weihe et al., 2011). The US and Canada are also experiencing an increase in attention to the subject, but the North American continent is still playing the metaphorical second fiddle. Despite the fact that PPPs became more widespread in the past 20 years, the jury is still out on the efficiency and optimal set up and they remain “*contested*” (Hodge & Greve, 2017: 56). Here it becomes prudent to point out that despite the fact this paper is concerned with the potential role of a certain PPP type, it falls outside this lineage of research and separates itself in two central ways.

First, it is not concerned with contractual relationships, in which the partnership label is applied to what essentially amounts to Design-Build-Operate-Maintain (DBOM) or guaranteed off-take agreements (Linder, 1999; Wettenhall, 2005, 2010). This use of the term is arguably the most wide spread, nevertheless it has faced substantial criticism (Vinning et

al., 2005). In the words of Hodge, Greve & Boardman (2010) they are little more than ‘mega-credit cards’ for government to fund public projects. But at this point in history, this type of PPP is deeply embedded in the literature, and as such has to be addressed. It has also been adopted by heavyweights such as OECD, EU, and the World Bank, which in itself lends a certain amount of credibility to the naming of contractual agreements as PPPs. As we will see later, these public-private constellations provoke some of the conflation within PPP literature, and cause the term to be “*over-used and under-specified as a word*” (Laffin & Liddle, 2006: 22). Second, the paper declines to provide a measure of success/failure or scale of impact of specific PPPs, but rather contemplates the evolving and puzzling role of certain PPPs and the phenomenon in a broader sense.

Moving from the narrowest strain of PPP research that focuses on the specific project(s) to the research concerned with organizational form of PPPs, it becomes apparent that the fivefold categorization of research areas is somewhat arbitrary. Naturally, the organizational form of a specific PPP will affect the individual project performance and as such, it is clear that the separation into strains by Hodge & Greve (2013, 2017, 2018) reflects a dissection of a continuum. Nevertheless, the complex interface between organizational form and PPP performance is at the heart of this research strain. Areas of interest within this strain of PPP literature deal with the detailed organizational set up of PPPs: funding structure, risk allocation, degree of co-production, organizational structure, and operation (Vinning et al., 2005). Contrary to the lineage of research that focuses on specific projects, this strain emphasizes PPPs as a unique mode of organization in its on right that can be used for more than simple infrastructure delivery (Hodge & Greve, 2017; Vinning et al., 2005).

In this strain of research, Klijn (2009) performs an autopsy on PPPs in the Netherlands, and investigates the kinds of services PPPs deliver, formal set-up of the organization, and phases with private involvement. This clinical investigation of the phenomenon provided valuable insight, and identified several hurdles that require consideration when formalizing a partnership into the organization of a PPP. Most importantly, he follows Klijn & Teisman (2005) and Weihe (2005, 2008, 2009) in clearly separating PPPs into distinct types: *contractual arrangements* and *joint partnerships* (Klijn, 2009: 29). This partition is central to the following investigation, because the investigation deals exclusively with the

second type of PPP, which has been baptized a number of times: true partnership (Wettenhall, 2006), joint partnership (Klijn, 2009), institutional PPP (Marques, 2010), and organizational PPP (Weihe, 2009). For this reason, the distinction will be examined more closely at a later point in this chapter. For now it serves to point out the importance of this distinction for the underpinning research question of this study. While this study explicitly deals with organizational PPPs, it does not strictly adhere to this strain of research, because it is not only interested in the *what* of organizational PPPs, but also the implications. However, the study does explicitly seek to deepen the understanding the functioning of such organizations with hybrid DNA.

This literature also establishes the fact that it is crucial to recognize the separation between *types* of PPPs and *fields* of PPP literature. This remains a difficult task, because they are intimately linked. Certain types of PPPs are studied primarily in certain fields, while other fields are concerned primarily with other types. However, that is not always the case. One example is the study of specific PPPs. We recall that strain is chiefly concerned with (financial) performance of infrastructure PPPs, such as LTICs and PFIs. Nonetheless, Klijn (2009) and Klijn & Teisman (2002) examined PPP performance in the Netherlands, looking not only at infrastructure PPPs, but also organizational PPPs. In combination with the interdisciplinary nature of PPP research, and the spectrum of fields and types, the failure to distinguish types from fields can threaten to congeal the vocabulary soup and render concise consideration of the term problematic. Unfortunately, many studies fail to do so resulting in confusion as otherwise related studies are based on an entirely different set of assumptions about the nature of PPPs (Weihe, 2009).

Widening the scope again, PPPs can also be seen as a policy preference. The best example of the delivery of major infrastructure projects as a clear policy preference is the UK NPM movement (Smith, 1999). When considering PPPs as a policy preference, it should be noted that while it is a product on the shelf in most scenarios, the policy preference signifies more than a tendency to prefer private finance. It places PPPs as a philosophy of the government (ibid.). Whereas the policy preference was explicit in the case of the UK, it can also take on an implicit character. In the implicit case, both public and private finance is promoted in official guidelines, however in effect the jurisdiction only produces PPPs consistently (Hodge & Greve, 2017). This policy preference can also be argued to have perme-

ated the international arena as organizations such as EIB (2008) OECD (2012), the EU (2013) and World Bank through its PPP knowledge Lab (2018) advocate this option (Hodge, Greve & Biyguatane, 2018). This internationalization of PPPs as a procurement tool for governments is among the most prominent fields of PPP research today. Most importantly on this level of meaning, PPP as a policy preference sends the signal that the private sector and capital occupies an important position in providing basic services for civil society, such as water, electricity or transportation.

Closely related to the politicization of PPPs and the policy preference exhibited across developed nations, we find the cluster of research concerned with governance implications of PPPs. This cluster of research explores the wider implications of PPPs as a central governance tool that provides critical infrastructure such as roads, hospitals, schools and power generation (Willem & Van Dooren, 2016). The questions asked often revolve around the adequacy of PPPs as a regulatory tool to bring these services to citizens, and as such, this section of the spectrum is difficult to separate from the discussion about policy preference. Nevertheless, governance studies deal more closely with the implications of PFIs and LTICs as governance instruments that essentially source out debt and responsibility to a (private) third party (Hodge & Greve, 2017). For precisely these reasons, PPPs have taken heavy fire. As described above, PFI type arrangements have been called ‘mega-credit cards’ and a way to make public sector burrowing ‘invisible’ (Hellowell, 2010). Branding PFIs as partnerships allows jurisdictions to mask debt and deliver remarkable results and massive projects on time and on budget, using private sector expertise and project management knowledge (Willem & Van Dooren, 2016).

Unsurprisingly, these are the very same attributes highlighted by advocates of PPPs as governance tools and vehicles for projects with a high degree of societal impact: better VfM (Reeves, 2013), more efficient project administration (Weihe, 2011), and innovation in public services (Klijn & Teisman, 2002). At the same time, PFIs offer a tantalizing opportunity to disassociate long-term projects and financial obligations from the shifting priorities of policymakers. Under ideal circumstances, this depoliticization of infrastructure investments allows budgets to be balanced effectively for thirty years at a time, rather than four. However, it also places substantial power in the hands of unelected technocrats. With little oversight and scrutiny, this provokes fears of a lack of legitimacy and transparency in

what ultimately becomes a dictatorship of bureaucracy (Reeves, 2013; Willem & Van Dooren, 2016) or ‘governing through contracts’. Adding to this concern is the inflexibility of these arrangements, regardless of the changing needs of the electorate; subsequent public administrations become serfdoms of multi-national corporations.

The final level of meaning coined by Hodge & Greve is the broader historical and cultural context. This field of research is arguably a catchall for PPP literature that does not fit nicely, or at all, into the other categories. Examples are linguistic analysis of the PPP term (Linder, 1999), sweeping historical accounts of public-private mixing across the ages (Wettenhall, 2006, 2010) and deliberations about the increasing willingness to include private stakeholder arrangements in public service provision (Hodge & Greve, 2017). This level also encompasses the range of literature about PPPs as a brand, as marketed by the NPM movement in the UK, Ireland and Australia in the 1990s-2000s and China in the 2010s (ibid.). A common denominator of these writings seems to be delta; the evolution over time of PPP as an idea, a brand, a mode of thinking and the derivations this carries for society as a whole.

Ultimately, the levels of meaning that consist of policy, governance and cultural context are all tangentially related to the exploration that this paper undertakes. Since this paper concerns itself with the potential for effect that organizational PPPs hold within the climate and sustainability agenda, it is fair to say it is related to the broader societal context. Hence, it does not align nicely with any single category, but with parts of research either end of the spectrum. Understanding the potential of organizational PPPs to address societal challenges is at the core of this research. As noted earlier, the division of PPP research into fields, clusters, levels of meaning etc. is somewhat arbitrary, and for the very same reason the claim that any paper sits solely in the one end of the spectrum is imprecise. The fields of research that stretch from policy to broader societal context are in no way irrelevant, and it serves to recognize them for later skirmishes into uncharted academic territory. The paper is shaped by the debate about the organizational form of PPPs, but also how this relates to the broader societal context. The inescapable reality is that the PPP term encompasses broad a range of initiatives, which in turn necessitates careful consideration of the label, and a delimitation of the range of organizations that this paper seeks to understand.

2.2 TYPES OF PARTNERSHIPS

A staple of PPP literature is long, complicated discussions about the ramifications of PPPs that completely neglect to address what type of organization is considered. Not surprisingly, the result is a debate that lacks clarity and focus because the analysis fails to specify the type of partnership under scrutiny (Weihe, 2009). The following categorization of PPP types is an attempt to avoid this pitfall. As touched upon several times in the previous section, scholars have identified multiple types of PPPs. This section will discuss the main types of PPP, by comparing and contrasting the characteristics of each. The most important dimensions to consider are the relation between partners, timeframe, level of co-production, and typical expression of initiative. The three types discussed here are what we refer to as **contractual partnerships** (also known as concession agreements), **organizational partnerships** (also known as joint partnerships, institutional partnerships, true partnerships, and alliance partnerships), and **network partnerships** (sometimes called policy partnerships, or the confusing ‘policy networks’). At the end of the section, a table will summarize the main types across the most important dimensions. Finally, brief comments on the type of partnership this research deals with will be provided.

Weihe (2009) argues that the three types of partnerships are mutually exclusive, in the sense that a PPP cannot be both a network, contract and organizational. But at the same time, the individual partnership types operate on a continuum. An individual contractual partnership can vary significantly within its own category, and the same is true for a network partnership and an organizational partnership. It is important to keep this slight blurring of the otherwise nice categories in mind as we move forward, but still recognize that a partnership can never be e.g. organizational and contractual at the same time.

2.2.1 Contractual Partnerships

Contractual partnerships are by far the most widespread use of the public-private-partnership label in policy debates and evaluation studies (Hodge & Greve, 2017; Klijn, 2009; Weihe, 2009). As the name suggests, contractual partnerships are based purely on cooperation through contractual relationships. These relationships are defined by long-

term contracts, typically 20-30 years, which bind together a public authority with a combination of private labor, capital and expertise. In this type of PPP, the public party usually specifies a service or product to be delivered given certain time and financial constraints. In exchange, the public partner lets the private partner extract a portion of the surplus value from the endeavor (Klijn & Teismann, 2005; Vinning et al., 2005). This is a distinct principal-agent relationship (Klijn & Teisman, 2000). Furthermore, the delegation of risks and responsibilities in this mode of organization is clearly defined in the initial contract, and the primary co-production of services and products happens in the contract negotiation stage (Ibid.). Contractual PPPs are defined by limited interaction between the public and private partners, resulting in the type of relationships that have been heavily criticized for being little more than outsourcing of public services (Wettenhall, 2006, 2010; Reeves, 2014; Hellowell, 2010). Prime examples include infrastructure PFIs and LTICs such as DBOM agreements and guaranteed off-take contracts for offshore wind energy.

2.2.2. Organizational Partnerships

Klijn (2009) noted that while contractual PPPs have received the most scholarly attention, about 8% of PPPs are organizational. Organizational partnerships are durable modes of cooperation that are expressed in a joined, autonomous entity and a separate legal identity is key (Klijn, 2009; Klijn & Teismann, 2002; van der Wel, 2004; Weihe, 2009). Along the same lines, Wettenhall (2006) defines what he coins a ‘true partnership’, as opposed to a contractual one, and lists a number of requirements for an initiative to qualify. This joint organizational expression involves shared development of products and services. This necessitates far more intensive interaction that further enforces the bond between public and private, and heightens the degree of co-production (Klijn, 2009). Organizational PPPs work together through every stage of service delivery in a principal-principal relation, and in that sense, no one partner supersedes the other in the internal hierarchy.

Consequently, risks and rewards are shared equally within the organization, which is reflected in the fact that responsibilities are not strictly divided, but shared or renegotiated on an ongoing basis, and/or delegated entirely to the separate legal entity (ibid.). From Wettenhall’s (2006) requirements of a true partnership, it is apparent that the emphasis is

placed on the principal-principal relation and the intense collaboration, and so it falls squarely within the established conditions for an organizational PPP. The timeframe of an organizational partnership is rarely predetermined, but typically indefinite in the same way that a traditional organization exists on a continuous basis. Typical examples of organizational PPPs are urban regeneration initiatives and innovation platforms. This paper is concerned with organizational PPPs, and only reflects on contractual PPPs as a related, but important, field of study. To reiterate: this research is only concerned with organizational PPPs. Consequently, from the end of this chapter and on, the term PPP is used only to refer to organizational PPPs, unless otherwise specified.

2.2.3 Network Partnerships

In PPP literature, the odd one out is network PPPs. They are rarely considered, and the inclusion of them in the PPP literature could be a consequence of the over-application of the partnership label. For these reasons the discussion of network PPPs remains brief and confined to this section. The main difference between a network PPP and the traditional forms of PPP is the complete absence of a formalized structure (Weihe, 2009). The term encompasses much more broadly defined networks of actors and policy relationships that are not issue specific (ibid.). Here, the sharing of risks and resources is downplayed in favor of tacit knowledge and information, which in turn makes the PPP a lesser commitment and allows for exceptionally lax definitions (Mörth, 2007). One such definition simply states that by working together, “*actors seek to meet objectives while, hopefully, performing better than either actor alone*” (Linder, 2002: 6). While these policy networks are generally effective as some of the same tasks that formalized PPPs are (Rosenau, 1999), they are sufficiently dissimilar to contractual and organizational PPPs to be exempt from consideration in the context of this study. For the same reasons, and in order to not impose further confusion of terms and vocabulary, they are exempted from below table.

Characteristic	Contractual PPP	Organizational PPP
Relations between partners	Principal (public) – agent (private).	Principal – principal.
Formal structure	Contractual relationship.	Autonomous legal identity.
Timeframe	Agreed-upon expiration date. Typically 20-30 years.	Typically a permanent identity with an indefinite timeframe.
Problem and solution	Public party specifies a specific problem, solution, and product, with clearly separated responsibilities and risk.	Partners develop strategy, products and services in on-going collaboration.
Level of co-production	Limited. Occurs mostly in the initial contract negotiation phase.	Intense level of collaboration and co-production throughout lifespan of PPP.
Typical Examples	Infrastructure contracts.	Knowledge platforms.

Table 1: Adapted from Klijn (2009) and Weihe (2009).

At this point in the paper, significant time and attention has been devoted to delineating both the dominant fields of PPP research and the dominant types of PPPs. This rather lengthily review has attempted to clarify exactly the niche of research that this study contributes to. When dealing with a topic as convoluted as PPPs, this is paramount: *“Conceptual clarity can be enhanced by delineating not only the strand of research but also the particular formal structures that are investigated”* (Weihe, 2009: 34).

To reiterate: the study at hand investigates organizational PPPs, but does not place itself firmly in either end of the PPP literature spectrum. Since the study investigates both the nature of organizational PPPs and the climate and sustainability agenda, it is reasonable to argue that it engages with certain elements of both narrow and broad PPP scholarship. Narrow in the sense that it looks at attributes of PPPs and broad due to the focus on wider societal issues. With this research niche cemented, only one more consideration is appropriate; a brief look at other PPP research concerned with questions of sustainability and climate.

2.3 EXISTING LITERATURE: PPPS AND SUSTAINABILITY

Despite the proliferation of partnership literature, it is the argument here that PPP and sustainability literature only overlap sparingly. This void is exacerbated by the diverse nature of PPP studies, the many combinations possible between types, relative narrowness of lens applied, and a multitude of topics. Pinz, Roudyani & Thaler (2018) offer one of the most comprehensive reviews of PPP sustainability literature. By examining 65 articles published between 1992 and 2015, they used the 17 SDGs as a yardstick to assess whether a study dealt with a sustainability dimension. Consequently, sustainability for them is not only concerned with environmental and climate issues, but also issues of “*economic, ecological and social*” (ibid.: 2) sustainability. They conclude that only 14 studies explicitly examine the contribution of PPPs to the SDGs in the broadest sense. Of those 14, it is only 4 that deal with the ecological aspect of sustainability, which is the most closely related to this research.

Fobil et. al (2008) investigates how private sector companies can provide public services in the waste collection industry with PPPs as one possibility. Thus, it refers to SDG 6, which is ‘clean water and sanitation’, a related goal that nonetheless remains outside the field of interest of this study. A much more closely related study deals with the development of clean energy and industry innovation (SDG 7 & 9) in India through PPPs (Patil et al., 2016). It concludes that while it is easier to procure investments in sustainability related infrastructure, the “*profit making mind-set*” of private industry adversely affects the fulfillment of the SDGs (ibid.: 712). Another piece of research looks closely at the health of marine life and sustainable fishery (Pavlovich & Akoorie, 2010), while the fourth paper identified focuses on aspects across the sustainability spectrum, including ecological concerns (Hofmeister & Borchert, 2004). Ultimately, none of the articles examined in the meta-study directly addresses SDG 13: Climate action. This observation is echoed explicitly in the meta-study: “*We therefore suggest the need to investigate sustainability as a core concept in research on PPPs.*” (Pinz, Roudyani & Thaler, 2018: 13). Naturally, Pinz, Roudyani & Thaler cannot reasonably be expected to have cataloged every shred of PPP research. Nonetheless, the comprehensive approach they have taken does support the opening statement that PPP and sustainability only overlap sparingly in existing literature.

One cluster of studies that Pinz, Roudyani & Thaler overlooked deals directly with climate action, and investigates how PPPs can attract investments in renewable energy and as such mitigate carbon emissions (Cedrick et al., 2017; Dinica, 2008; Zou & Yang, 2016). These studies focus on optimal legal and political framework conditions that can ensure effective attraction of capital (Cedrick, et al., 2017), the affect of different PPP arrangements on output (Zou & Yang, 2016), and the consequences of feed-in tariffs (Dinica, 2008).

In common across every single one of these ventures into PPPs in the sustainability and climate agenda, is the pitfall identified first by Weihe (2009): they fail to conceptualize the term PPP to a satisfactory degree. In fact, a number of them do not even bother to include a definition of the highly contested PPP label. This forces the conclusion that they refer either to the general definition mentioned in the beginning of this chapter, or encompass every initiative that self-identifies as PPP. After taking a closer look, we can identify that one of the mentioned studies examine contractual PPPs, without explicitly stating so. This reinforces the argument earlier, that the contractual type of PPPs is the most common as perpetuated by both a portion of academia and multiple international organizations. With these remarks of the current literature, it is evident that the study at hand investigates a previously unaddressed combination of phenomenon and context: organizational PPPs in sustainability. Due to the combination of unexplored conceptual and empirical space, this study occupies a virgin niche in PPP literature.

2.4 INTERIM CONCLUSION

This chapter has attempted to untangle the wires of PPP research by distinguishing between three facets of the scholarship: strains of research, the distinctly different types of PPP, and existing literature with a focus on the overlap between PPP and sustainability. This review has outlined several points to consider. First, the term PPP has been widely applied and misapplied leading to a muddled research agenda with five proposed clusters of research, in which this contribution ultimately straddles both the broad and narrow end of the spectrum. One the on hand focusing on attributes of PPPs and on the other hand discussing implications of these attributes on the climate agenda. Second, in and effort to

avoid the pitfall of inadequately defining PPP archetype, this chapter introduced, described and cemented ‘organizational PPP’ as the present focus. Third, a brief mapping of existing literature dealing with PPPs in sustainability and climate revealed that studies are few and far between, and in particular organizational PPPs have not been projected onto this topic before. With this in mind, the study will progress to questions of methodology.

3. METHODOLOGY

The following section will function as a guide to the methodological underpinnings of the study. Moving from general to specific, it will describe the broad philosophical foundation, the applied methods, and the particular research design of the study. We will discuss the reasoning behind the selection of methods, as well as the methodological pitfalls to be wary of given this specific selection. The types of empirical evidence that the study will consider are also introduced and contemplated. The study falls within the constructivist paradigm. Using qualitative data collected from conversations with active PPP participants, as well as case studies of recent PPP activity, the paper will attempt to extrapolate findings and deepen the understanding about how organizational PPPs function in the climate arena. Thus, the deliberations will in large part deal with the academic approach to qualitative studies and the type of analysis qualitative data can be subjected to, as well as the considerations that using interviews and case material demands. A brief discussion of the advantages and pitfalls of the applied methods and research design will allow the reader to assess the appropriateness of the science applied and enhance the replicability of the study. Finally, comments are offered on how the methodology chosen will flavor the final result of the study.

3.1 PHILOSOPHY

For any type of research, consciously or not, a philosophy of science is applied. A philosophy of science says something about the most fundamental beliefs about the nature of reality, knowledge, data, and analysis (Slife & Williams, 1995). Therefore, to deny that a certain epistemology is present in a work is in and of itself a clear statement about the scope and validity of knowledge (ibid.). Epistemologists ask questions about the nature of knowledge, and hence what can be accepted as a fact in science, and if there is an objective reality that we can approximate through carefully applied research methods (Ibid.). Consequently, the philosophical paradigm chosen in a research project has profound implications for the selection and collection of data, as well as the following treatment and subsequent interpretation of the empirics. In other words: the research design and methods are

informed by, and mirror the philosophical standpoint (Saunders, Lewis & Thornhill, 2009).

The worldview that runs as an undercurrent throughout this research is social constructivism. The constructivist worldview states that the web of meaning we as individuals together weave with our interactions is central to any social science research, and that the methods used to study natural phenomena are inadequate to explain social phenomena (Crotty, 1998). It is impossible to reduce the delicate interactions of social actors to discrete numbers without losing essential details (Saunders, Lewis & Thornhill, 2009). The constructivist scholar emphasizes complexity of views, and relies on the viewpoints of the participants as much as possible (Creswell, 2014). As the word hints at, it is also the subscription to the belief that the world is constructed and reconstructed on a daily basis through interactions between people and organizations (Ibid.). The data gathered is typically qualitative, such as case studies, audio, films, interviews, documents and observations (ibid). Meaning and knowledge is generated in interactions and dialogue with the participants using open-ended questions (Flick, 2007). The data cannot easily be segmented or treated numerically, as this would endanger the finer details of the subject studied. Small samples are collected and analyzed in depth, as opposed to the naturalistic paradigm that would target a large n in the data collection phase (Sanders, Lewis & Thornhill, 2009).

The constructivist inquirer more often than not processes this data inductively, and rather than starting from theory, the study concludes with it (Creswell, 2014). Since meaning is generated through interaction, the constructivist researcher himself also leaves an imprint on the study. Therefore, it is exceedingly important that the academic is aware of the social, historical and cultural context in which the study is conducted (ibid.). It follows then that the constructivist scholar will downplay the ability of numeric data to accurately approximate reality, because he rejects the idea that data can exist independently of context (Flick, 2007). Indeed, fundamentalists of the constructivist worldview argue that since facts cannot exist outside of context, there is no such thing as independent reality (Crotty, 1998). The conclusion of a constructivist study is normally an interpretation of the facts gathered, in which they are related to the established theory and it is debated whether existing ideas are confirmed or must be revised (Creswell, 2014). This is not to say quantitative information is unusable, but it differs from qualitative data in significant ways. First of

all, it tends to disregard nuance in favor of generalization, and it attempts to uncover an objective reality. Nevertheless, the constructivist scholar will maintain that by exerting an analysis on data, subjectivity and interpretivism creeps in. The intricacies of the social scientific world simply elude capture if one only employs quantitative data.

This study runs along the classical lines of constructivism. It subscribes to the use of qualitative data, it employs inductive-style reasoning, and it infers meaning by interpreting data in a context. This is done in an effort to convey a holistic account of the topic that emphasizes the inherent intricacy of social sciences. Induction is the process of building theory from fact (Sanders, Lewis & Thornhill, 2009). This study attempts to do just that by deepening the understanding and accepted knowledge of organizational PPPs. In contrast to positivist scholarship, the constructivist methodology employed here does not rely on a set of hard, pre-defined tests and hypotheses. This flexible research design remains a constant feature in many qualitative studies, but despite what critics say, this type of study does have a distinct design underlining it (Flick, 2007). Emerging research design is one such method, and here emerging research design is fielded to answer the initial questions posed in the paper at hand.

3.2 RESEARCH DESIGN

Emerging research design signifies a type of inquiry in which the final research design is not set in stone at the outset, but offers flexibility and the possibility of asking open questions (ibid.). This is also reflected in the research question of this study that does not seek to explain the *why* of a phenomenon. It is the purpose of the study to understand, explore and examine a phenomenon rather than explain it (Creswell, 2014). As is stereotypical for this type of research, the underlying question in this case opens with *what*. This incites an exploratory research style and method, in which the researcher probes different sources and follows leads that might add to the study. With emergent research design, the scholar is able to follow new leads and uncover interesting themes to pursue. This causes a design in which data collection and analysis happen concurrently and affect each other, meaning the research is designed less sequentially and more dynamic (ibid.). As the researcher interviews a respondent, he must be open to altering the course of questioning based on a

simultaneous analysis of the statements from the respondent (Wengraf, 2001). This approach is clearly reflected in this study since some of the interviews proved to be dead ends, but at the same time helped refine the criteria for what constituted relevant empirics.

The emergent research design of this paper in turn yielded two concrete types of empirical evidence to be considered: interviews with active PPP participants and case studies of the associated organization. This is done in order to ensure a nuanced set of data. The case studies serve as a counterweight to the conversations, which might otherwise project an overly optimistic perception of any specific PPP, due to the vested interest of the participant. Furthermore, case studies project a static image of a given situation, a snapshot that represents the organization at a certain point in time (Stake, 1995). Opposing this, interviews unveil a more dynamic tableau, because of the respondent's prolonged experience and exposure to the phenomenon (Wengraf, 2001). As such, this is a clear example of how context requires continuous consideration under the constructivist paradigm.

3.3 COLLECTION OF EMPIRICS

This research is based on two types of qualitative empirics: interviews with PPP participants and cases of activities carried out by the same PPPs. Of these two, the interviews are regarded as the most valuable source of information, due to the direct connection and precious insights of active PPP participants. The following paragraphs will discuss the merits and weaknesses of these types of data in relation to the research question.

The organizations that are the foundation of this study are not chosen at random. All three are organizational PPPs, and as such are emblematic of the core phenomenon of this study. All organizations work with a range of industries that are essential in the green transition: renewable energy, environmental engineering, water technology, agriculture etc. At the same time, there is substantial variance between them, so as to provide a multifaceted representation of the broader reality. The small sample size reflects both the qualitative methodology *and* the fact that organizational PPPs are still a relatively exclusive group of organizations.

3.3.1 Interviews

The interview is a purposeful conversation between two or more people, and is generally very useful in research, both in the initial stages and later stages when well-formulated questions can be posed to experts (Sanders, Lewis & Thornhill, 2009). There are a number of different interview styles that all apply to separate research methods and design, however, in the context of this study the relevant interview-type is semi-structured. A semi-structured conversation includes a number of questions, but in the spirit of open-ended answers it also requires the researcher to improvise questions as the dialogue meanders (Wengraf, 2001). Semi-structured interviews are appropriate in exploratory research since they convey a rich set of data that is ripe for interpretation (Sanders, Lewis & Thornhill, 2009). Furthermore, semi-structured interviews are often necessary when questions and answers are complicated (ibid.). When engaging in any type of study, it is vital to document the data collected. In the context of the data collection process of this study, all interviews have been recorded with audio equipment. In addition to recordings, handwritten notes have served as a back up to the audio recording as recommended by Creswell (2014).

In the data collection phase of this research, five (5) semi-structured interviews were carried out. The transcribed conversation of four can be found in appendix 1. Of the five interviews, two were done in person and three were carried out over a phone connection. A systematic overview of the participants is available in table 2, with the respondents inserted in no significant order. A more detailed description of the most central interviewees is available when the data is introduced in the next chapter. There is one significant difference between the interviews carried out. Petersen, Chrisensen and Kalhave all feature centrally in the study, but due to the exploratory nature of the data collection phase, Marshall and Larsen do not. While instrumental in informing the early steps of the research, these two sources both proved to fall outside the scope of the study due to the fact that neither have present experience with the day-to-day activities of a PPP. Nevertheless, those two conversations were in no way useless since this type of research probes different sources, and uses the input as guidance in directing the final study.

	Marianne Petersen	Majken Kalhave	Matthew Marshall	Klaus Lehn Christensen	Jesper Lund Larsen
Position	Project Manager	Head of Programs	Executive Director	Director	Political Consultant
Organization	Food Nation (PPP)	State of Green (PPP)	Redwood Coast Energy Agency (PPP)	Danish Cleantech Hub (PPP)	Den Grønne Gruppe, 3F (Civic)
Country	Denmark	Denmark	USA	USA	Denmark
Circumstance	In person	Telephone	Telephone	In person	Telephone
Note	Collective platform for agriculture including sustainability in food	Knowledge and branding platform for Danish Cleantech Solutions	About to enter into PPP to develop Off-shore Wind on the US West Coast	Knowledge-Sharing Platform for Cleantech in New York	Consultant with prolonged experience with PPPs in a Danish context
Considered in Analysis	Yes	Yes	No	Yes	No

Table 2: Interview participants (in no particular order).

As remarked above, this data is perceived to be of the high quality because it is original, primary data from active participants in organizational PPPs collected very recently (spring/summer 2018). As the research design called for open conversations rather than binary questions or simple questionnaires, the dialogues lasted between 45 and 60 minutes. According to Wengraf (2001), this type of questioning involves the interviewer in a process of simultaneous model-building and model-testing, as follow-up questions probe at the preconceived ideas embedded in the researcher. The simultaneous data collection and analysis is another instance in which the subjectivity of the interviewer warrants attention, as a researcher that is less skeptical has a tendency to not be critical. The semi-structured research interviews were carried out using an interview protocol, to guide the conversation. Such a protocol is available in appendix 1e. Despite the fact that flexible talk is favored in qualitative research, the protocol allows the researcher to reduce the differ-

ences in the research situations in which the data was created. The goal is ultimately to isolate the situation of the respondent from the input of the respondent, in order to elevate the degree of control and standardization, enhancing the replicability of the study (Flick, 2007; Wengraf, 2001).

However, there are certainly limitations to this kind of data collection. As the constructivist worldview dictates, the data obtained is seen through the lens of the individual and organization questioned, causing it to have a distinct flavor depending on the victim. Additionally, the information is seized in an unnatural setting, and not observed in the day-to-day life of the PPP (Creswell, 2014). It is vital to keep these limitations in mind as the research moves forward. Despite these points of contention, dialogue provides a unique window into the machine-room of these organizations, and as long as inherent biases are factored in, the interpretation can progress. It is for the same reason that “*qualitative researchers typically gather multiple forms of data*” (Ibid.: 185). Multiple sources of data provide another layer of complexity and add further insight while at the same time balancing the individual biases of the participants.

3.3.2 Case Studies

Cases are used as data points in diverse methodologies, but overrepresented in evaluation studies. Cases are often examples of events, activities, programs, processes, or individuals (Creswell, 2014). Knowledge about a certain case can be collected in various ways such as through (news) reports, first hand observations, and documents (Stake, 1995). This means that case material can both include primary and secondary data collection, which in turn can inform a more layered study. A case study involves the detailed description of a given incident or actor, followed by an analysis that extrapolate general themes and elevates the case to an idea (ibid.). Another way to achieve this is by looking at several cases and looking for patterns between them. In that sense, the case and the interview are complimentary in the examples where they are subjected to the same type of interpretation.

As previously remarked, the cases that are considered in this research are activities carried out by the PPPs studied and interviewed. The focus on activities was chosen because the

research is concerned with the functions and attributes of PPPs rather than the organizational make-up of them. For this purpose, the actions undertaken by a PPP merits more attention than e.g. the funding structure. It has the added advantage of emphasizing specific activities in order to distance the individuals that make up the organization from the actual output of the organization. As the study is concerned with identifying patterns in PPP behavior and elevating those to themes, case studies is a fitting, and widespread in this field, choice of method. As remarked by Stake (1995) the different data points that in combination make up a case can be varied. This holds true for this study as well. Both primary and secondary data such as reports, first hand observations, and audio recordings are taken into consideration, to paint a vibrant picture of the cases selected. The cases that this study deals with are outlined in table 3 below. All cases are described in greater detail at a later point in the study.

Stake (1995) identifies a case as an integrated system, Θ (theta), with all its parts within a set of boundaries. He further argues that case studies can be utilized in two distinct ways to generate knowledge. (1) As an intrinsically interesting incident that the researcher would like to investigate and further the understanding of, such as a biographic study. (2) As a means and an end, in the sense that a number of cases can be used to generate knowledge about a common denominator, such as comparative studies. The study falls firmly within the latter category, in which a case is studied in order to investigate a phenomenon and concept rather than a particular incident. It is the ambition of this research to identify patterns across the cases and interviews, and compare these in order to elevate the pattern to a theme. Multiple cases are used as supplementary data points to enhance nuance and ensure multi-faceted data collection that improves the prospects of a well-balanced conclusion (ibid.).

	Case A	Case B	Case C
Name	Memorandum of Cooperation	Offshore Wind Conference	Wind Energy Moving Ahead
Organization	Danish Cleantech Hub	Danish Cleantech Hub	State of Green
Country	USA	USA	Denmark
Researcher Participation	Yes	Yes	No
Θ (theta)	Agreement signed between New York and Copenhagen on climate adaptation	Conference in New York City with approx. 100 participants from the industry	Publication on the future of wind energy with experiences from Denmark

Table 3: Overview of cases of PPP activity considered in this study.

While case data is used in numerous disciplines and with very different methodology and philosophy applied, it is pertinent to notice that they only represent a static image of the situation under study. This data snapshot reflects the incident in the context of the time, material and circumstances of that particular case. It can therefore be perilous to impose certainty when relying only on cases. It is for the same reason that this research only uses cases as supplementary empirics to interviews. With those two inherently different types of data, the analysis considers both snapshots of the organizations' activities, as well as less static data from the interviews. It is here acknowledged that while using multiple types of data increases the validity of research, certainty can never be imposed in the findings.

3.3.3 Bias of the Researcher

Qualitative studies are also interpretive studies, and as such the researcher leaves a significant imprint not only on the methodology but also the resulting research (Creswell, 2014). This study is no different. In the context of this study it is important to explicitly state personal factors that could impact findings. The researcher has himself been directly involved

with an organizational PPP, and was thus immersed in the day-to-day activities of running one such institution. For a full year he worked at Danish Cleantech Hub, and this past work experience has to be taken into account as the analysis moves forward. The consequence of this experience is twofold. First, it provides another dimension to the data collection and treatment almost akin to ethnographic research, in which the scientist is fully submersed in the context studied. Second, it necessitates added attention to both positive and negative findings, as they might reflect an attitude adopted during the work-time. In the interest of full transparency, table 3 clearly states which of the cases the researcher has personal experience with. Nonetheless, as long as both these further qualifications are kept in mind and addressed appropriately, the research can stand unencumbered.

3.4 QUALITATIVE DATA ANALYSIS

Having discussed the philosophical underpinnings, research design, and data collection of this study, we now turn to the treatment of the data. As indicated previously, there are significant differences in the collection of data depending on the philosophical worldview and the type of data considered appropriate. The differences in types of empirics extend to the way it is analyzed and treated (Sanders, Lewis & Thornhill, 2009). In the positivist tradition, a theory is formulated, quantitative data is collected, and finally the standardized data is analyzed to test a hypothesis that is then confirmed, rejected, or refined. Neatly numeric data and a high n are suitable for this very square approach to data analysis, and for the same reason a tight research design is appropriate, and indeed, required. For a qualitative analysis, the researcher treats the data in a significantly less standardized way.

Whereas the analysis of quantitative data is thin and seeks the reduction of complexity, qualitative analysis strives for complex and interconnected interpretations (ibid.). This means that data collection and analysis are not necessarily two separate phases, but a concurring, ongoing process (Wengraf, 2001). This results in thick analysis that highlights intricacies (Creswell, 2014). Naturally, this stands in stark contrast to quantitative studies, where stringent research design and the specific way in which the data is treated, is absolutely pivotal. For the same reason, significant attention is devoted to the methodology sec-

tion of quantitative studies, featuring long and detailed discussions of research design and data collection (ibid.).

Especially in this present type of exploratory research, the data collected can influence the direction of the study, as new elements are gathered and incorporated (ibid.). This was the fact with the interviews of Marshall and Larsen, who nudged the study in the direction of other respondents. However, this is not to say that there is no method to the analysis of qualitative data, but rather that the quantitative trisection of theory, collection, and analysis does not apply as stringently to this flavor of qualitative research. Exploratory research style is often employed when *"not much has been written about the topic ... and the researcher seeks to listen to participants and build an understanding based on what is heard"* (ibid.: 61). In this type of study, more attention is devoted to describing the data in the attempt to convey a complex phenomenon in a rich and full manner. For the same reason, significant effort goes into describing the data collected for this study, as the reader will find in the next chapter. An exploratory style of research is also popular in mixed-method designs, but for the purpose of this study, only qualitative data is incorporated.

The first step in the qualitative method that is applied to this study is selecting relevant raw data from irrelevant. This includes combing through the data, transcribing interviews and re-reading essential literature. This prepares the data for actual analysis. After the selection, this research will spend considerable time describing the data to the reader to give an impression of what was initially gathered by the author. When the bulk of data is introduced from interviews, observations, and documents, a standard method of analysis involves looking for patterns in the data and arranging these into themes (Creswell, 2014), categories (Sanders, Lewis & Thornhill, 2009), or classifying them (Flick, 2007b). As with the research design, these properties emerge in the process of the study by aggregating observations in the empirics and establishing patterns. This is why a dynamic approach to the treatment of the data is preferable in some qualitative studies, because the emerging properties can diverge the research from the original design.

In the emergence of themes in the data, comparisons are a useful tool (ibid.), which will be applied in this study. Insights can be learned from comparing the respondent's interviews and attitudes towards certain topics. But also by comparing the interview responses with

the reality of PPP activity will be useful to validate statements given. By supplying multiple sources that state and show the same thing, an argument about that given phenomenon is strengthened (Creswell, 2014). This is akin to the triangulation that is essential to more conventional modes of analysis. As commented on previously, the emergent research design does not equal a laissez-faire attitude towards scientific discipline, as this progression of the analysis (figure 2) shows:

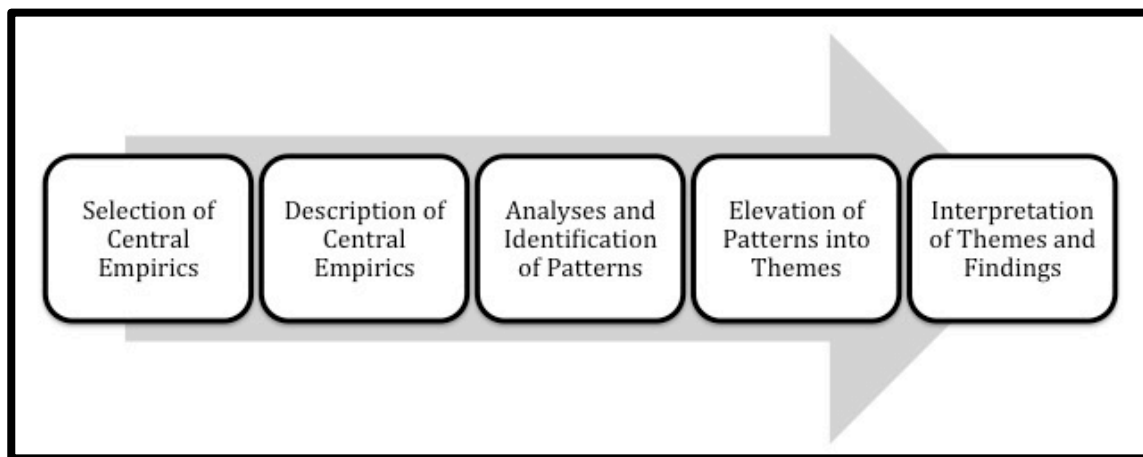


Fig. 2: Progression of the qualitative data analysis process applied in this study.

1. Selection of central empirics: The first phase of this study included sorting through the interviews and various evidence collected in order to select the central empirics to be treated in the following steps
2. Description of central empirics: The cases and interviews selected in the first step are introduced at some length in order maintains a high level of complexity and replicability
3. Analyses and identification of patterns: Evidence is combed through and recurring sentiments are sought after and identified.
4. Elevation of patterns into themes: Establish themes and findings from the patterns and further conceptualize the data.
5. Interpretation of themes and findings: The themes that emerged are related back to the grander context of the study

The underlying reasoning applied to these steps is inductive, which is commonly applied in qualitative studies (Ibid.). It is the process of generating meaning from data collected in

the field by working from specifics to general (ibid.). The inductive process works by disassembling the information gathered, and looking at particulars within and between data sets and points. Thereafter, the researcher looks for patterns in the data that has been disassembled, these patterns are shaped into themes. This is a process known as qualitative generalization, which is controversial for the tendency to simplify data that is intentionally multi-dimensional. It commands respect from the researcher, who will wish to keep nuances that can be lost when generalizing. A way to mitigate this is to devote time to the description of the data and data collection process (Yin, 2009). This is another reason why the data selection and description is given significant attention in this study. The next step for the inductive researcher is to analyze and extract meaning from the emergent properties. With this process, the disassembled data is reassembled but with a newfound understanding of both the individual components and the whole. By these means, theory is generated in the inductive data analysis (Creswell, 2014; Flick, 2007b; Sanders, Lewis & Thornhill, 2009).

The ultimate purpose of the inductive approach to data analysis is not to explain a phenomenon, unlike quantitative approaches attempt, but to explore a given phenomenon. The theories and conceptualizations garnered through this method do not seek to strip away complexities, but to gain a renewed insight and appreciation. That is why the reassembly after an analysis is crucial, and in many cases the end result is a modified narrative of the phenomenon. The inductive method is mirrored by the progression of the analysis in this research, as described above.

3.5 METHODOLOGY AND OUTCOME

This chapter has described the methodology of the research. The philosophical worldview, how it is reflected in the research design, data collection, and subsequent approach to analysis of that data is debated. Understanding the philosophical assumptions about how knowledge is generated and what constitutes knowledge is important for the reader in assessing the validity of the approach and findings. The delineation of methodology also enhances the replicability of the study, and makes it easier to build upon. Finally, the chapter

also addresses the shortcomings of the methods and data chosen, and acknowledges the intrinsic imperfections in any scientific approximation of reality.

Naturally, the methodology and research design will have a significant impact on the study. Due to the qualitative nature of this paper, numeric evidence that could support the arguments is not presented. In a further study, it would therefore be highly relevant, and even necessary, to consider quantitative ways of investigating the topic: How many Organizational PPPs work with sustainability? Is there a correlation between PPP activity and climate goals? What is the optimal funding of an organizational PPP in the climate arena? These questions are best answered by radically different research designs. In any case, there is a direct connection between the research question and the methodology of any study. The question posed at the beginning of this, is best answered by the methods described above, given the constraints and scope of the research.

3.6 INTERIM CONCLUSION

This chapter to provided the reader with an underlying understanding of the considerations behind the deliberate selection of philosophy, methods, and empirics of the study. The foundation in constructivism was described, and qualitative methods were selected due to the exploratory nature of this research. A flexible research design was employed to allow new concepts and directions to emerge as the study progressed. The qualitative data treatment process is inductive, which allows the identification of patterns and elevation of those into themes that can be operationalized in the context of climate issues. Deliberation over the advantages and disadvantages of the type of data included were presented, and the situational biases of the researcher were disclosed. The entirety of this chapter has strived to increase the transparency of the research and thus heighten the validity of the findings and the replicability of the study.

4. DATA DESCRIPTION

The following chapter will describe the central empirics gathered, on which the subsequent analysis will be based. As remarked, this is a central step in a qualitative study of this type. The organizations introduced in the previous chapter are studied using an interview from each as well as supplementary case material pertaining to two of them. Two PPPs from Denmark and one PPP from the US are represented in the interviews. In addition to this, three select cases are described in this chapter. Moreover, the section will briefly consider two additional interviews that were conducted in the initial exploration of the topic, but proved to be outside the focus of this research. Four of the five interviews are available in the appendix, and one interview is not transcribed because it fell too far outside the scope.

This chapter will accomplish two things. First, a delineation of the general circumstances of each PPP will give the reader an impression of the organizations. Second, a description of the data collected from each organization will provide a rich and full understanding of the empirics that form the foundation of the interpretation. At the conclusion of this, the first part of this chapter, table 4 will summarize the central facts pertaining to each organizational PPP. Introducing the raw data gives the reader a sense of what type of organization that the study deals with, and prepares the reader for the analysis by functioning as a reference point. The sequence in which organizations are described carries no significance. Facts about the PPPs in this section was obtained from the websites of the organizations, publications that they have put out in the recent past, as well as facts gathered in conversation with the PPP participants. The descriptions of the organizations themselves are kept relatively brief, because the interest of this study does not lie in the formal set-up of organizational PPPs.

After the brief introduction of the organizations investigated, each section will progress to the introduction of data collected i.e. interviews and cases. The data will not be described in its entirety, but rather serve as an outline of the empirical foundation the analysis is based upon. For further information about the statements of the participants, full transcripts of interviews can be found in the language they were carried out in, in appendix 1. The respondents are referred to by their respective surnames rather than the name of the organization. While the analysis and subsequent discussion is central to any study, it holds

true that in a qualitative study that is exploratory in nature, such as this, the data collection and description is of paramount importance. For this reason, significant energy is devoted to the delineation of collected empirics. However, interviews will not be portrayed in the chronological sense of the conversation, but rather they are arranged around central issues and recurring points that the respondent brought up. This also reflects the inductive approach that searches for patterns in the data, and we recall that analysis cannot be impenetrably separated from data collection in a qualitative study, as opposed to a strictly quantitative one.

	State of Green	Danish Cleantech Hub	Food nation
Type of Data	Interview, Case material	Interview, Case material	Interview
Number of employees	30-40	4-6	5-7
Industry	Everything related to green transition	Everything related to green transition	Agriculture including sustainability
Keywords and activities	Central platform, branding, events, international meetings	Knowledge sharing, business services, events, bridge between NY and CPH	One-point information source, holistic platform
Information obtained from	https://stateofgreen.com/en/about/	https://cleantech-hub.dk/new-york/	http://foodnationdenmark.dk/about-us/

Table 4. Overview of organizations described and considered in the analysis.

In addition to the interviews with representatives from the three above described organizations, two interviews were carried out with other experts in the field. The interviewees were Matthew Marshall, Executive Director of Redwood Coast Energy Agency and Jesper Lund Larsen, Environmental Policy Advisor, 3F. These conversations proved useful in shaping the research in the initial phases, but did not make it into the active data examination because they fell outside the focus of the research. Marshall was interviewed in the very early stages of the formation of a PPP, and his input was therefore not based on experiences with an active, operating a PPP. Nevertheless, a full transcript of the conversation is available in appendix 1c. Larsen has worked with PPPs in Denmark for twenty years, and

is an expert in the field, but he is mainly concerned with contractual PPPs, and for this reason was outside the scope of the study. As is often the case with exploratory research, it is carried out to build an understanding of a topic on which not a lot has been written (Cresswell, 2013). While the conversations with Marshalls and Larsen provided excellent information and assisted the initial guiding of the research, the data is not actively involved in the analysis and subsequent interpretation.

4.1 DANISH CLEANTECH HUB

Danish Cleantech Hub (DCH) is an organizational PPP established in New York City in 2014 by the Confederation of Danish Industry (DI) and State of Green (SoG). The stated mission of the organization is to be: *"a New York-based platform for knowledge sharing and green partnerships, we provide a single point of entry for all cleantech-related activities between Denmark and New York."* (DCH, 2018: 2). DCH works with a number of public and private partners in short, medium and long-term projects ranging from single activities to multi-year engagements (ibid.). In collaboration with the partners, activities are organized, ranging from analysis services, to event planning, and connecting stakeholders across the public-private-civil spectrum (ibid). The funding of the PPP comes from the permanent, founding partners, the short-term partners, and special grants and collaborative projects. Examples of current and previous partners are The Danish Energy Agency, University of South Denmark and the private company ROCKWOOL (full overview of partners in appendix 2a). Data from DCH includes an interview with the Director, Klaus Lehn Christensen, and Case A & B.

4.1.1 Case A – Memorandum of Understanding

The first case of PPP activity in the climate and sustainability agenda is a series of meetings that took place between 2015-2018. Officials and private companies from New York City and Copenhagen met in person, and collaborated on several occasions. The Θ in this case is less bound by time, and more by a string of events that together describe a case of PPP ac-

tivity. Following dialogue initiated by DCH, then Copenhagen Mayor of Technical and Environmental Affairs, Morten Kabell, met with the New York City Department of Environmental Protection (NYCDEP). The result of that dialogue was the signing of a Memorandum of Cooperation (MoC) on climate adaptation and cloudburst management (NYCDEP, 2016; SoG, 2015). Morten Kabell and Emily Lloyd, Commissioner of NYCDEP, signed the three-year agreement in New York City at the offices of DCH in September 2015 (SoG, 2015). The arrangement involved the exchange of knowledge between the cities, and the 2012 Copenhagen Cloudburst Management Plan in particular interested NYCDEP. The hope was that the framework of this plan could be adapted to the much larger New York City area, and implemented using both local and international expertise. New York City has experienced issues with heavy rainfall due to increases in precipitation, and in particular cloudburst events, which have been attributed to climate change (NYSDEC, 2014; US Environmental Protection Agency, 2016).

DCH played a significant part of the run-up, initiation and execution of the 3-year MoC. During the course of the partnership, DCH acted as a mediator and initiated contact between the parties and business partners with practical experience. Based in New York City, DCH was able to act as a broker, organizer and ad-hoc secretariat for the MoC. With its ability to act as a non-party stakeholder (Christensen, 2018), DCH hosted roundtables, meetings and workshops with Danish and American public and private entities (DCH, 2015). The purpose of these activities was to facilitate initial dialogue between stakeholders that could contribute to the climate adaptation efforts of New York City (ibid.). The Danish engineering consultancy and DCH partner Ramboll was selected to carry out the initial studies for a climate neighborhood, and later published the first findings in a joint report with NYCDEP in 2017 (NYCDEP, 2017; Ramboll, 2017).

The insistence on facilitating knowledge transfer across nations and spheres is at the heart of DCH's mission, and Mayor Kabell also emphasized this: *"That is why we (Copenhagen) are inspiring other cities across the World. New York wants to learn from our experiences"* (Kabell in SoG, 2015: 1). DCH identified the congregating interests of public and private entities in New York and Copenhagen, and mediated the transfer of knowledge between parties that might not otherwise appreciate the alignment of interests. C40 Cities published their own brief case study on the matter:

“Not only does the collaboration demonstrate how to share and develop innovative adaptation projects, but it also paves the way for future climate action partnerships. The extensive engagement involved between the cities' governments, as well as their public and private sectors, proves intercontinental collaboration can result in climate-adapted, resilient cities.”

C40: New York City and Copenhagen - Cities Collaborating on Climate Resilience, 2017

This case is an example of the activities of a PPP that works to address the climate agenda by facilitating partnerships and unconventional modes of collaboration. Relating back to the established climate agenda, the SDGs targets addressed by these efforts are chiefly SDG11.B: *“adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change”* (UN, 2015) and SDG13.1: *“Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries”* (UN, 2015).

4.1.2 Case B – Offshore Wind Conference

In 2016 the US Bureau of Ocean Energy Management (BOEM) signed a Memorandum of Understanding (MoU) with the Danish Energy Agency on the development of offshore wind energy (BOEM, 2016). It is in the wake of this MoU that the following case took place. The Θ in this case is a conference organized, arranged and hosted by DCH in collaboration with the Danish Energy Agency and the Danish Trade Council in January 2018. The conference was a high-level forum that brought together policymakers, industry leaders, academics and civil society stakeholders in the offshore wind business (DCH, 2018b). The conference took place in an environment of political ambition about offshore wind energy, as the governor of New York pledged to deploy 2.4GW of offshore wind energy, and solicit no less than 25% of that by 2019 (Office of the Governor, 2018). In a state that today has exactly 0.00GW of offshore wind, the 2.4GW pledge was remarkable, and sent the New York State Energy and Research Agency (NYSERDA) scrambling for know-how and expert knowledge. In 2018, they released a masterplan for the development of offshore wind in New York with the goal of charting *“a course toward achievement of the State’s bold offshore wind energy objectives”* (NYSERDA, 2018: 5). Only a year prior to this, the

Danish Energy Agency had published a report on Danish experiences with offshore wind, including the initial planning, analysis and procurement procedures (Danish Energy Agency, 2017).

As a means of transferring valuable knowledge about how to develop and sustain an offshore wind energy industry, DCH and the Danish Energy Agency decided to host this conference in New York City. Organizations representing turbine manufacturers, financiers, public administrators from state as well as national level, academics, and consultants were successfully activated by DCH (Energywatch, 2018). During the conference, Doreen Harris, Director of NYSERDA, remarked: *“Danish businesses can supply experience and knowledge, which makes it easier for us to follow our plan”* (Harris in DI, 2018: 27). At the same time, Jakob Kjeldsen, Director, DI, stated that the partnership model deployed by DCH is well suited to bring the right people to the negotiating table (DI, 2018). Additionally, Benoit Bizot, Special Advisor, Danish Energy Agency emphasized that *“Our experiences from Denmark show that public-private dialogue between authorities, industry and developers is instrumental”* (Bizot in DCH, 2018b: 2). This triangulation from both public and private stakeholder identifies the knowledge transfer, dialogue and interaction facilitated by DCH as a valuable service.

In summation, DCH provided a neutral platform and assisted NYSERDA and New York State in acquiring the necessary expertise to fulfill their climate goals. Offshore wind power addresses SDG targets 7.2: *“By 2030, increase substantially the share of renewable energy in the global energy mix”* and even more directly SDG7.A: *“enhance international cooperation to facilitate access to clean energy research and technology, including renewable energy”* (UN, 2015: 23). Assessing the impact of any single action in the global climate agenda is exceedingly difficult and beyond the scope of this research. Making this doubly difficult is the elusive nature of knowledge, and as a consequence this case can only point to the fact that dots were connected in the industry between Denmark and the US. However, Doreen Harris also remarked: *“we welcome Danish know-how and expertise here in New York”* (Energywatch, 2018: 1), which indicates possibilities for further collaboration.

4.1.3 Interview: Klaus Lehn Christensen, Director, DCH

Klaus Lehn Christensen has been with DCH since 2015, and is the current director of the organization. The interview was conducted in February 2018, and is available in full length in appendix 1a.

As a point of departure, Christensen mentions the difficulties for public-private interaction and partnerships in the US due to the, relative to Denmark, rigid division between public and private spheres. This distance is both a challenge for PPPs, but also reflects a need for partnership thinking in order to advance collaboration: “*there is notorious apprehension from the private sector towards the public sector*” (Christensen, 2018: 3). Keeping in line with this sentiment, Christensen argues that the distance between spheres, in combination with the mega-scale of climate adaptation and remediation projects, necessitates partnerships. But at the same time, organizational partnerships lack a method of assessing the impact they have, which makes it a hard sell to public entities with limited resources (ibid).

Talking about the qualities that Christensen himself identifies in DCH, the capacity to function as an ‘honest broker’ and ‘third party facilitator’ is mentioned multiple times (ibid: 4, 5). He postulates that this stems from the fact that DCH is seen as an outsider, not representing any one position or organization. But also the fact that the PPP is not entrenched in local dog fights (ibid). He acknowledges that DCH is intrinsically focused on Danish expertise and solutions, but because this is fully disclosed to local actors by the organization, it has little adverse effect (ibid.). Finally, it is pointed out that the ability to act as a knowledge platform has benefited the organization as well as its partners. In fact, the capacity to act as a shared knowledge platform is emphasized as a key asset of the endeavor (ibid.: 4). This is reflected in the ongoing involvement in offshore wind (ibid) and the Copenhagen – New York City MoC (ibid.).

4.2 FOOD NATION

Food Nation is an organizational PPP based in Copenhagen that works in the food industry, including sustainable production of food for a growing world population (Food Nation, 2018). Together, public and private institutions founded Food Nation as a shared initiative in 2017. Founders include the Danish Ministry of Environment and Food, the Foreign Ministry, the Ministry of Industry as well as a range of interest organizations and private industry partners (see appendix 2b for full list of partners). The mandate of the PPP is to be *“the gateway for international private- and public decision-makers seeking information about the Danish food cluster, and how it works towards better solutions, products and global cooperation.”* (ibid.: 7). Public and private partners fund Food Nation equally, and the strategy formulation is handled internally and approved by a board consisting of public, private and civil society stakeholders. The organization is active on international conferences both in and outside Denmark, and it receives delegations from a variety of nations. In addition, Food Nation is in the process of editing and publishing five whitepapers concerning focus areas within agriculture and food. Data considered from Food Nation includes the interview with Marianne Petersen, Project Manager, as well as written material retrieved from the website.

4.2.1 Interview: Marianne Petersen, Project Manager, Food Nation

Marianne Petersen has been with Food Nation since the early days of the organization in June 2017, and she works on a variety of projects. The interview was conducted in person on July 31, 2018. A full transcript of the interview can be found in appendix 1b.

As a PPP working with the highly political field of agriculture, Petersen stressed that the organization is apolitical in the way it works. Rather than seeking influence or pushing an agenda, she underscores that the organization works as a platform, middleman and voice for the entire industry. Adding to this, the services of Food Nation are free and the organization refuses to promote a specific solution or product: *“it lends us strength that we speak with one voice that is apolitical”* (Petersen, 2018: 9). Rather, they work by showing a holistic account of the agricultural industry. The public and private partners in collabora-

tion decided upon this mode of operation, and the partners also weight in on the day-to-day strategy of the organization. Since agriculture is a sensitive and highly political industry, lots of actors are involved in the endeavor.

For this reason, it is absolutely critical that Food Nation remains a neutral platform and voice, which is stressed on multiple occasions (ibid.: 6, 7, 8, 9). Petersen says that this is the key attribute that: “*makes us unique*” (ibid.: 8), and also that it is the most valuable asset of the endeavor (ibid.). This is done by focusing on information, facts and knowledge that is general to the industry, and only presenting specific solutions as cases that highlight a given stronghold of the industry. At the same time Petersen emphasizes that Food Nation only collects information and makes it available, they do not produce it. However, the organization is in the process of writing a series of whitepapers covering topics such as collaboration, sustainability and organic food production. These papers are based on aggregated input from the stakeholders that is arranged into themes and presented as a source of information for domestic and international audiences (ibid.). As an inherently apolitical, neutral player that provides information, Food Nation is positioned at the center of the industry and well adapted to establish new relations and make new connections.

4.3 STATE OF GREEN

State of Green (SoG) is an organizational PPP established in Copenhagen in the run-up to COP15, and went by the name Klimakonsortiet until 2011. DI, The Danish Construction Association, Danish Energy Agency, Danish Agriculture and Food Council, and Danish Wind Industry Association founded it. This hotspot of Danish public and private interest organizations formed what is today SoG to “*facilitate relations with international stakeholders and be your one-point entry to all leading Danish players working to drive the global transition to a sustainable, low-carbon, resource-efficient society*” (SoG, 2018: 1). With more than 600 industry partners, SoG serves as a shared platform for everything related to the green transition (ibid.). It works as a subscription based service, which collects contingent from industry partners, in addition to a lump sum from the Danish state. It is the largest organization investigated, with more than 30 full-time employees. The data in-

troduced in the analysis from State of Green includes an interview with Majken Kalhave, Head of Programs, and Case C: Wind Energy Moving Ahead.

4.3.1 Interview: Majken Kalhave, Head of Programmes, State of Green

Majken Kalhave has been part of SoG (previously Klimakonsortiet) since the inception in 2009 prior to COP15 in Copenhagen. At the time of writing, Kalhave was second-in-command of the organization. The interview was conducted via telephone on May 28, 2018, and full transcript can be found in appendix 1d.

Kalhave initiated the conversation by saying that after ten years experience working at a PPP, she is attuned to the conversation surrounding that type of organization, and she has witnessed an increase in interest and numbers in the phenomenon. This supports the statement in the introductory comments of this paper, which claims that PPPs have received renewed interest. Another central claim in the opening phases of the dialogue was the ability of SoG to bridge the divide between public and private, but also between private and private: *“it has been a clearly been an advantage for us to be able to work across industries”* (Kalhave, 2018: 3). This is a recurring theme in the conversation, and Kalhave brings it up on several occasions (Ibid: 3, 4, 5, 7). Additionally, the ability to work within spheres is mentioned: *“bridge the divide between private-private and public-public”* (ibid.: 2). The multi-industry and disciplinary approach to climate technology and solutions also comes into play when SoG acts as a knowledge platform.

Rather than becoming experts themselves, SoG has succeeded in establishing a one-point-entry for stakeholders with an interest or need of climate and environmental services. This is described as a ‘portal’ for both public and private outside stakeholders (ibid.). Kalhave emphasizes the value of being a portal because, as opposed to seeking out information with a ministry or a business, it allows the user to collect knowledge from a variety of businesses and political priorities. Not sourced from a single entity, the knowledge is also cross value-chain and cross-sphere. She uses the example of mobility in cities, which, as it turns out, makes sense to combine with climate adaptation and air quality. Displaying this holistic

thinking about the green transition is a strong suit of SoG, and plays into both the ability to function across businesses and across the public-private divide.

Another key attribute that Kalhave assigns to the PPP is the capacity to act neutral. By way of their inclusive circle of partners, four ministries, multiple industry associations and a tsunami of businesses, SoG can act as a neutral representation of green possibilities. The absence of specific political and commercial messages allows the organization to function as a platform for dialogue, a matchmaker and a facilitator. As an example, Kalhave mentions that SoG have facilitated the signing of multiple MoUs and acted as a neutral link: *“We are able to take action on behalf of Denmark because we represent both the public and private”* (ibid.: 6). Hence, the hybrid DNA of the organization is crucial for the successful execution of crucial tasks.

However, this patchwork of organizations and institutions that together allow SoG to act impartially also constitute a concern for the organization. Kalhave argues that it limits the capacity to hold a consistent, sharp focus and act decisively, because the organization is so reliant on the partners (ibid.). The differences in priorities between partners in SoG are substantial, and in some circumstances this prevents the organization from taking action, due to a conflict of interests. Elaborating on this, Kalhave remarks that it is easier to agree on more general strategies and activities rather than specific ones, making the actions of the PPP as a whole vague in some in some circumstances. Most significantly, it diminishes the capacity to communicate political priorities, because these vary between the constituents: *“because one cannot speak definitively about that many issues”* (Ibid.: 5). Additionally, the absence of a policy vision also means that SoG is unable to act proactively in many situations. The reliance on the many partners forces the organization to await with their own strategy until the official opinion of the ministries and associations is made public. Therefore, SoG acts reactively to changes in the political climate (ibid.). However, once a direction is made clear, SoG can effectively execute the necessary relation building and intermediary efforts.

4.3.2 Case C – Wind Energy Moving Ahead

Wind Energy Moving Ahead is a white paper published by SoG in 2017. It focuses on the future of wind power, and the role that this renewable energy source can play in the European energy supply. The whitepaper was edited by SoG and contains contributions from 26 public, private and civil entities. Contributors include The Technical University of Denmark, Danish Wind Industry Foundation, Danish Energy Agency and DONG Energy (Now Ørsted). The full list of contributors can be found in appendix 3. The hybrid DNA is a key component that allows SoG to act as the nexus, and speak to the interests of these vastly different organizations, according to the remarks from Kalhave.

The paper discusses everything in the value chain of wind energy; from procurement process, to the foundations, to the turbine. Wind energy generation is very complex by nature, because it requires seamless coordination of a variety of stakeholders. This is reflected in the necessary inclusion many diverse entities in the writing process, which aggregates knowledge that could potentially otherwise become highly compartmentalized. Nevertheless, the whitepaper does not highlight any single product or corporation; rather it provides useful information and inspiration for further considerations. This mirrors what Kalhave stated: *“It is the integrated and holistic approach to the green transition we work with as a PPP”* (Ibid.: 4).

Wind Energy Moving Ahead has a clear focus on the Danish experience with wind energy, which is to be expected given the origination of the text. At the same time, it serves as an example of what Kalhave describes as a one-point-entry approach to knowledge sharing. It allows the reader to consider what can be learned and applied to other circumstances without facing a sales-pitch from a turbine manufacturer or other narrow interest. Wind Energy Moving Ahead is just one example out of a number of whitepapers in a series titled ‘Whitepapers for a Green Transition’. A noteworthy aspect of this case is the contribution to multiple SDGs. SDG7.A is central, as this information gateway seeks to promote clean energy by making expertise and knowledge available to international stakeholders. But the whitepaper also addresses SDG7.2, as well as all three aspects of SDG9: industry, innovation and infrastructure. As such, it is a neatly defined case that plays into the larger body of

activities that SoG undertakes in order to act as a portal and neutral platform advancing the green transition.

4.4 INTERIM CONCLUSION

Due to the exploratory nature of this research, the empirics has been carefully described in an effort to preserve as much context and richness as possible. The careful description of empirics is central in this type of research since it heightens replicability of the analysis. The three participant interviews were addressed sequentially, and rather than comb through the statements chronologically, the interviews were dissected along thematic lines. In addition, three cases of PPP activity were introduced and described using first and second-hand data. In the forthcoming chapter, the data described will be subjected to analysis and interpretation in order to extract meaning.

5. PUBLIC PRIVATE PARTNERSHIPS AND NEUTRALITY

On the basis of the empirical evidence described in the previous chapter, this chapter identifies the pattern of ‘neutrality’ and discusses neutrality’s affect on central functions. The first part of this chapter will stitch together the theme from the empirics by showing that neutrality reveals itself multiple times in each of the three interviews. Further pursuing this finding, the chapter will go on to define neutrality and the extent of the concept. Its use in related literature will be addressed briefly, in order to clarify what the term signifies. We will discuss how the PPPs obtain neutrality as a function of their hybrid DNA, and for what purpose this impartiality is established. Finally, we will evaluate the functions of PPPs and if neutrality has any implications for certain functions of the organizations. Exploring the patterns observed in the data elevates the individual instances to a theme, which in turn can reveal a potentially central finding about the nature of PPPs, and how they can function in climate and sustainability. All of this addresses the sub-question to the main research question posed in the beginning of the study.

5.1 IDENTIFYING A PATTERN

At Danish Cleantech Hub, Christensen argues that the ability to function as an “*unbiased, honest, broker*” is one of the core values that the platform can offer its partners (Christensen, 2018: 4). Christensen delivered this statement when he was asked to consider what role DCH could fill in the climate agenda, which indicates that he considers ‘unbiased’ and ‘honest’ to be central attributes of the organization. Significantly, he states that the perception as unbiased and honest does not necessarily hinge on the absence of an agenda or interests in the given issue, but rather full transparency of these facts. However, as a prerequisite to being a neutral party, Christensen highlights the need for the organization to be knowledgeable about the industry (ibid.), and also states that it is significant how DCH is not “*involved in all sorts of local crap*” (Ibid.: 5). He goes on to describe the function of being a ‘third-party facilitator’ (ibid.:5) as central to the mission of DCH, and something that is of great strategic significance to the platform.

As such, it hints at the fact that being perceived as a bridging entity is critical for the organization's ability to perform, and in turn deliver value to the partners and external collaborators. Again, this function does not necessitate an apathetic stance towards central issues and the internal and external stakeholder involved, but to work as transparently as possible and offer full disclosure of allegiances. DCH acts as a non-profit and neglects to seek rent from the local collaborative partners as a way of ensuring the perception as impartial. The organization being invited by the City of New York to advise on an emergency response plan is an example of this perception as a trustworthy third party (ibid.). While there are significant differences in connotations of being 'unbiased' 'honest' and 'third-party', they all point to an impartial position.

Kalhave echoes this by identifying what she coins 'neutrality' as a key attribute of SoG, and one that allows them to effectively perform core functions (Kalhave, 2018: 3, 4, 6). According to her, it has provided SoG with a number of advantages, because the platform is neither engaged in rent-seeking behavior, nor political plays (ibid.). The hybrid DNA of SoG enables the PPP to assist the private partners, who utilize the platform as a commercially unbiased showcase of Danish strongholds in sustainability and climate. This is achieved without selling out to individual corporate interests, since it focuses on the broader green transition across both public and private spheres, industries, and more importantly, across individual corporations. At the same time, ministries and public administration look to them as an instrument that can assist the implementation of public priorities independently from shifting political circumstances (ibid.). Due to the fact that four separate ministries are partners, SoG is required to remain disengaged from political dogfights and specific visions beyond the greening of the economy. She adds that for SoG, being perceived as impartial allows the partnership to form new relations, and communicate a holistic message that is not dictated by political or business motives: *"we have appeared as a neutral platform with neither a commercial purpose nor a specific political message"* (Ibid.: 3).

The political perspective brought to the table by Kalhave resonates in the conversation with Petersen: *"We (Food Nation) don't work politically. We don't act politically"* (Petersen, 2018: 6). The fact that she repeats the sentiment twice within the span of two sentences is likely to indicate the importance of the statement. She goes on to argue that maintaining an apolitical position lends considerable strength to the organization, due to the

fact that it allows Food Nation to navigate the otherwise highly politicized agricultural industry efficiently. In the same manner as DCH and SoG, Food Nation neither sells a particular political message nor a product (Ibid.). Funding is secured through the founding organizations across the public and private spheres, with exactly half from public and half from private. This strikes a balance between the spheres, and enhances the ability to be unbiased. A further point she raises is the aspect of being able to communicate from a neutral standpoint, which she claims is a powerful strategy when broadcasting a message. Naturally, she underscores that Food Nation is not without political preferences or interests, but they do abstain from acting with political intent, which mirrors what we discovered about DCH and SoG.

By distilling the empirics and separating the essence from the noise, recurring sentiments in the data form a pattern in the field surveyed. Emerging from the broader picture, we observe that neutrality runs through all three interviews, which justifies an elevation of these separate instances into a more general theme. The theme constructed is reflected upon throughout the analysis and discussion in the pages to come. Due to the structure of this study, the attribute of neutrality is introduced in isolation from other themes and attributes of PPPs. However, in reality it exists, interacts, and is shaped by every other qualities of the PPPs investigated. This type of complexity is at the core of qualitative studies, and an appreciation of the interconnected nature of the social sciences is needed. Nevertheless, the complexity of the issue is downplayed in this section in favor of conciseness and the possibility to hone the focus on neutrality. Far from being a definitive answer to a question, the induction of neutrality as a finding raises more questions. Alongside the discovery of neutrality as a central attribute, there is evidence for a shared appreciation of the fact that functions of PPPs are affected by the status as a neutral party. But before considering the how, what, and why of an abstract concept such as neutrality, we must commit to a brief discussion of the term itself.

5.2 THE TERM NEUTRALITY

The concept of ‘neutrality’ warrants some deliberations since it carries different meanings in different context and to different people. The definition adopted in this paper is from Business Dictionary (2018) and defines a neutral party as an:

“Impartial third-party that has no financial, official, or personal interest in a controversy, dispute or issue in which it is requested to mediate. If it has any such interest, it is duty bound to fully disclose it to the involved parties.”

-Businessdictionary.com, retrieved August 2018

This definition resonates well with the statements by the respondents, and mirrors the perception that they themselves have of neutrality and being an unbiased and honest broker. The term has, to the best of the author’s knowledge, not been associated with organizational PPPs before, but it is hardly insignificant given the testimonies collected. However, neutrality is already described in other more or less related fields such as conflict management (Fehrenbach, 2018; Moore, 2003), Socio-legal studies, (Astor, 2007) and global climate governance (Gupta, 2016; Tarvenier & Harley, 1997). These studies also reflect that the intermediary is not necessarily introduced from outside the industry, but that it represents a link of sorts, within the field.

In all these studies, the concept of neutrality is closely tied to the concept of impartiality, as well as the role as a mediator. Some argue that neutral and impartial are synonymous (Astor, 2007), and this research too subscribes to that belief, since semantics are not central to the study at hand. Neutrality and impartiality are often discussed in direct relation to the role as mediator (Astor, 2007; Fehrenbach, 2018; Moore, 2003). Thus, the mediator role described can be e.g. a judge in a court of law or a non-state actor functioning as an intermediary or bridge organization in various types of negotiations. This signifies that impartiality is a trait closely related to that of being a third party, an arbiter or in other ways a fair bridge between other parties. Relate this back to the statements from the interview participants, and it seems that this connection holds true for PPPs too. Nonetheless, there is one significant discrepancy between these accounts of mediating parties and the accounts of the PPPs. Namely the fact that conflict management and judicial literature de-

finest the mediator as an intermediary in conflicts and disputes. None of the PPPs investigated indicate conflict as a factor in the decision to adopt a neutral stance.

Instead, the function as intermediary and link described by the respondents closely resemble what has been called bridge functions between stakeholders (Gupta, 2016). Bridge functions include enhancing knowledge sharing, coordination, and participation (ibid). These are closely related to the functions the PPPs investigated carry out. Tarvenier & Harley (1997) also highlight coordination and the dissemination of knowledge as functions of a neutral third party. Alas, mediating dispute is outside the scope of what PPPs are engaged with, and as such, outside the scope of this research. To deepen the understanding of these bridge-building functions and the interplay between impartiality and the hybrid DNA of PPPs, we have to delve into what factors contribute to the neutrality of these entities.

5.3 FACTORS CONTRIBUTING TO NEUTRALITY

When considering the impartiality of the PPPs, it is of chief importance to realize that neutrality is more than a side effect of the organizational DNA. SoG, Food Nation, and DCH all state that they actively pursue neutrality as a strategy, which enables them to carry out certain functions in a distinctive manner. In the words of Petersen: “*it is what makes us unique*” (Petersen, 2018: 8). At this point, neutrality has been established and defined. This leaves the question of what factors contribute to achieving neutrality, and how this impartial position is reflected in the functions the PPPs perform.

By definition, organizational PPPs are autonomous agencies founded and funded by a combination of private and public entities (see chapter 2). As a result of being entirely dependent on both public and private support, the organizations are deeply submerged in both spheres. Since both spheres are on the board of Food Nation, this organization is a prime example. Because: “*the board is involved in everything*” (Petersen, 2018: 4), and the board of Food Nation consists of a combination of public and private stakeholders, it follows that the balancing of private interests and public policy goals are central forces that shape the PPPs. The embedded duality in the DNA of PPPs allows the organizations to appreciate concerns and ambitions from both sides of the public-private divide. This under-

standing provides the foundation for the impartiality obtained by being acutely attuned to both agendas. The constant concessions and trade offs made in order to satisfy both the public and the private partner in the PPP results in an approximate state of equilibrium, given a roughly even balance of power. Not only does this make the PPPs able to balance interests in the pursuit of impartiality, it also limits the organizations in that it hinders them from taking a side, even in cases where interests of the autonomous body does not align with those of the partners. Consequently, the actions of the PPPs are mediated by the very composition of the organization, further strengthening the brand of neutrality.

The PPPs investigated work in industries that are highly sensitive to the domestic and international political climate, such as renewable energy and agriculture. Despite this, they do not engage in political plays, and even abstain from politically loaded communication strategies (*ibid.*). The reason for this is closely tied to the goal of remaining unbiased, since political statements in either direction can signal favoritism of particular commercial or political messages. In fact, Kalhave argues that SoG is not only unwilling, but also unable, to act politically or even have a political position, despite being very much involved in the day-to-day of climate policy in Denmark (Kalhave, 2018). Take the example of Synergi. As a direct result of a new energy policy, emphasizing clean energy generation rather than efficiency, the private partners of SoG were split down the middle because the platform caters to both industries. SoG was paralyzed in this tense political conflict. Because they represent both industries, any other stance than neutral on the matter would be unacceptable to a portion of the partners. As a consequence, four of the central corporate partners created the interest organization Synergi, which threatens to impose on the operational territory of SoG (Danfoss, 2018; Ingeniøren, 2018). Conversely, being apolitical has also allowed DCH to work with successive city governments from both Copenhagen and New York, due to not having any political ties. Being apolitical is paramount to be perceived as neutral.

Other facets also contribute to neutrality, and are important to acknowledge when contemplating how PPPs manage to operate as an impartial third parties. First, the three platforms are non-profit and offer access to a range of services free of charge, making them less susceptible to partiality based on rent-seeking behavior. Kalhave and Petersen both underscore that having no specific commercial or political message has permitted them to

appear as a neutral platform. Second, the different PPPs present broad stories, facts and showcases rather than product- or solution specific cases catering to a particular interest. Finally, they offer transparency in their allegiance to other stakeholders and partners. This final point is particularly important, and revolves around the transparency and full disclosure of vested interests of the PPP. Christensen highlights this and adds that the name *Danish* Cleantech Hub alone is an indication that the expertise of the organization lies with solutions from Denmark. The same holds true for Food Nation and SoG, both of whom disclose their founding partners and other involved stakeholders online.

5.4 FUNCTIONS INFLUENCED BY NEUTRALITY

After identifying neutrality and the factors underpinning it, the natural questions to pose revolve around the impact that this attribute has on the functions PPPs perform. Given the unbiased position identified and described, this section will delineate what the organizations themselves regard as high-value functions and activities of the respective partnerships. While the functions carried out are not exclusive to PPPs, this section rests on the assertion that due to the neutral platform they offer, the functions are carried out in a unique way. This assertion is based on the statements of the interviewees, which shared the observation that neutrality was valuable. Since the respondents ascribe value to these activities, they must find them to be enhanced by the neutrality of the organizations. However, since phrasing such as ‘efficiency’ and ‘enhancement’ indicates an effort to measure difference in output, or otherwise quantify impact, it is beyond the scope of a qualitative paper such as this. Instead the investigation will explore the unique quality with which the functions are carried out. We consider if the services are affected by neutrality, and if the proposed unique quality is present in the evidence collected.

Establishing relations is an important function of the PPPs, and matchmaking with international stakeholders is easier when you are perceived as neutral. Kalhave explains that the perception as an impartial entity is helpful for SoG when establishing new connections with both public and private actors on the climate scene (Kalhave, 2018). She mentions that the organization has successfully formed relations between partners and utility companies from Dubai and public officials from India. The same goes for Food Nation, which

have also established connections with the Indian government (Petersen, 2018). Both Kalhave and Petersen argue that this is less difficult because the organizations are regarded as not having a commercial scope or a specific political bias. This makes the initial contact smooth, as there are no financial obligations when dealing with these PPPs, and at the same time there are no political connotations. For DCH, being observed as a neutral third party has allowed the organization to participate in emergency response hearings in New York City alongside city agencies and NGOs, opening relations with city agencies (Christensen, 2018).

A compelling example of a PPP offering value by establishing relations as an impartial third party is case A, the climate adaptation MoC between Copenhagen and New York City. Here, the interests of the mayor (politics), the administration (policy), and Ramboll (profit) were balanced. For Ramboll, opening the conversation with a potentially massive client, New York City, is valuable. At the same time, New York City's water department has set ambitious climate adaptation goals, which they require outside expertise to overcome, and Ramboll possesses this knowledge. Finally, the mayor can point to this MoC as a business opportunity he has created, and potentially gain political capital from it. Value is extracted all around the table. Acting as a neutral bridge, DCH engaged these stakeholders that would most likely not otherwise have made a connection. Mirroring this, Kalhave says SoG would like to be known as a dialogue creating and matchmaking entity that facilitates connections between green solutions and the demand that exists. DCH performed this function by identifying a demand (for climate adaptation solutions) and making a match with a green solutions provider. As shown, all three PPPs worked actively to establish new relationships between partners and external stakeholders using their neutrality as a lever.

Another role that the PPPs can play by virtue of their impartiality is that of holistic representation and platform for the public and private partners involved in an industry. Notably, the organizations do not publish statements on behalf of the industry or ideas about policy visions and goals since this would contest the neutrality of the platform. Instead, they publish news from the industry, and serve as a collector of information and a hub of knowledge. Food Nation is happy to showcase strongholds of the agricultural sector and innovation in food sustainability, but they do not speak on behalf of a single private or public partner. At the same time, the aggregation of interests into a single organization

allows the PPP to speak across businesses and highlight holistic solutions to challenges rather than single products. Where a traditional industry organization can give voice to e.g. sustainable building material businesses, the PPP can represent both the public and private agendas, while refraining from highlighting any one product or policy. Additionally, the focus on a challenge or issue, rather than a product, allows the PPP to bridge a value-chain and draw the green line from policy output to consumer. Thus, the PPP not only serves as a conjunction between public and private, but also private-private. The holistic nature of this representation is viable because a client does not directly sponsor it, as is the case with traditional PR efforts. This is observable in case C, in which SoG delivers a wholesale account of the offshore wind industry with input from civil, public and private entities.

Parallel to this, PPPs that works across public entities are also able to bridge the public-public divide. Both Food Nation and SoG are partnerships with involvement from multiple ministries. Consequently, the platform can connect resources, expertise and perspectives from the separate ministries with a say in a single environmental challenge. Importantly, this can be done in a way that does not jeopardize the independence of the individual agency, or the allegiance of a minister, since they are part of the same apolitical partnership. Kalhave argues that this has been a force for SoG when dealing with international delegations, since they can acquire knowledge in a single place that reaches across public, private and national divides. To some extent, DCH acts in the same manner in New York when they provide a single point of entry and inquiry about cleantech from Denmark (DCH, 2018). Petersen also mentions this as a strong suit with examples of both Ghanaian and Japanese delegations that have tapped into the holistic story of sustainability in agriculture. She adds that Food Nation strives to work across the entire value-chain of a solution to a problem, rather than the individual products that make up that solution. This goes to show that the PPPs do not only bridge the public-private divide, but also both the private-private and public-public divides.

The ability to bridge gaps and work across multiple divides, due to the impartial nature of the platforms, feeds into another function that we can observe in the empirics: knowledge transfer. Here, knowledge transfer refers to the process of obtaining information, expertise or knowledge from one source and redistribute it. Direct access to both public and private

stakeholders places the PPPs in a privileged position to obtain information from multiple sources and combine it. Petersen explains that Food Nation does not produce any knowledge, but they collect and disseminate it from various partners. The best example of this is case C, where SoG acted as an intermediary and editor for a paper about the future of wind energy in Europe. Here, they managed to collect data from various stakeholders with different perspectives, and even conflicting interests, such as competing wind developer's Ørsted and Vattenfall Vindkraft. On top of this, the paper features more than 20 contributors and includes priorities from policymakers, public administration and private enterprise (see appendix 3 for full overview of contributors). The unbiased character of this information makes it an ideal source for actors seeking knowledge about a specific climate challenge, while it provides precious exposure to the contributors.

This access to knowledge extends to case B in which DCH succeeded in engaging elusive stakeholders from all sectors for an afternoon of knowledge exchange. Whereas the publication in case C is a clear-cut example of explicit knowledge exchange, case B represents an instance in which knowledge was transferred both explicitly and tacitly. The presentations clearly signify explicit access to knowledge; the subsequent workshops allowed participants to enter open dialogue and exchange ideas and concerns about wind energy in the US. At the same time as transferring knowledge, this activity performed the function of relation establishing between actors working towards the goal of offshore wind power in New York. By extension, case B is a key example of how the functions that are separated in this study can actually interact and enhance each other.

Since the platforms have no ambitions of profit maximization or policy goals, what is crucial for a PPP is providing value to the partners and collaborators involved. Establishing new relations is one way the partnerships offer value. Serving as a holistic representation and a single voice for a value-chain or industry is another. And finally, we have seen that the neutral third party perception has allowed both DCH and SoG to initiate dialogue and facilitate matchmaking between state and city governments. The same attribute allows the PPP to collect expertise from actors, and disseminate their knowledge to third parties. As a result of the neutrality, the PPPs are able to carry out the functions in a unique manner, as described by figure 3 below. The figure summarizes how a PPP maintains neutrality and

the functions this affects. However, the evidence also suggests that neutrality comes at a price.

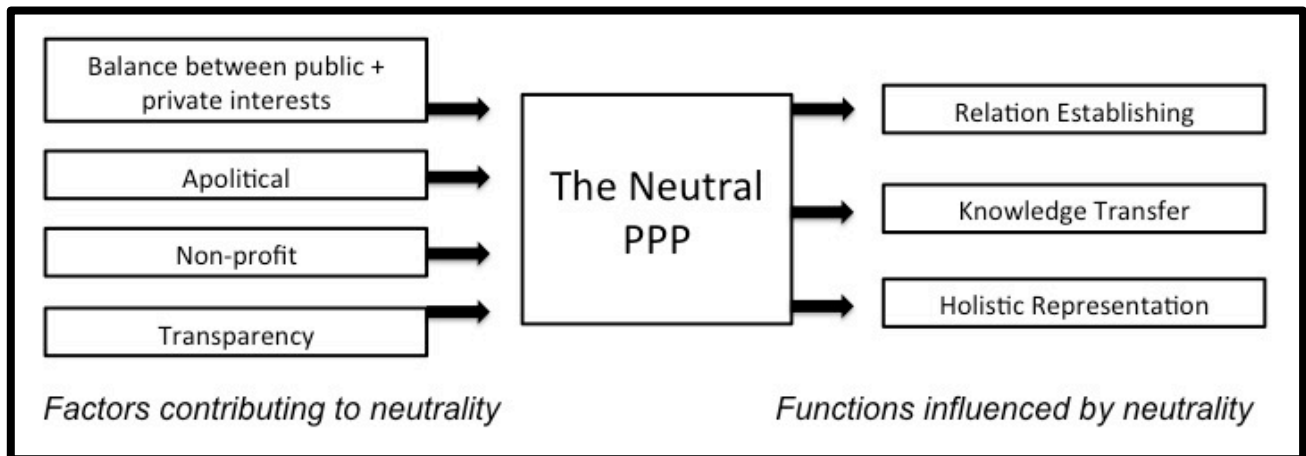


Fig. 3: Model describing the factors that result in neutrality and the functions influences by it, as discussed in this chapter.

Kalhave points to two significant consequences of the commitment to remain neutral for an inherently multidimensional partnership such as SoG. First, due to the diverse interests of the partners of the platform, there are cases in which they disagree or are in opposition along political or commercial lines: *“among the industry associations there is disagreement about the focus; politically and industry-wise”* (Kalhave, 2018: 2). The example mentioned earlier left SoG stuck in the middle, and was rooted in disagreement over the political question of how to decrease greenhouse gas emissions: increase renewable energy or increase energy efficiency (Danfoss, 2018; Ingeniøren, 2018). As a partnership with constituents that are influential entities of both energy generation and efficiency, SoG was torn. Unable to act one way or the other, the organization faced internal conflict due to the fact that they represent both industries under the umbrella of climate action. This particular conflict of interests remains unresolved, and as a consequence a number of businesses in the energy efficiency industry have formed a new interest association (Danfoss, 2018). This association is not currently a member of SoG, contending the holistic nature of the PPP and the message they convey.

Cases such as these jeopardize the ability for the platform to represent the broader interests holistically, and neutrality is challenged under circumstances that could force a number of partners to discontinue the collaboration. Furthermore, this exposes how the apolitical organization remains vulnerable to changing political priorities, as they decline to communicate politically and as such forfeit influence to a considerable extent (Petersen, 2018). Reliance on the shifting political ambitions has carries higher risks for an organization that chooses to remain neutral, rather than seek influence. Both Kalhave and Petersen remark that it commits the respective PPPs to be reactionary rather than proactive. But at the same time it empowers the organization in the implementation phase of a political vision, and it is here the rewards from being able to work across spheres are reaped.

The second challenge posed by the hybrid DNA of a neutral PPP that Kalhave identifies, is the that of aligning interests of every partner into a single unified goal and strategy of the organization (Kalhave, 2018). Petersen reiterates this, and also argues that it is demanding to navigate the different goals, agendas and interests of partners (Petersen, 2018). To be sure, the organizational PPPs investigated are autonomous entities, legally and operationally, but at the end of the day they answer to a higher power. The existence of the partnership naturally hinges on an understanding between the partners, that a common goal can be achieved. Kalhave exemplifies this by sharing that when Klimakonsortiet became SoG, there was a prolonged discussion about the new mandate of the organization (Kalhave, 2018). Consequently, it was relatively less difficult to agree on the broader framework that the organization was supposed to act within, rather than the finer details and strategy (ibid.).

Because the ability to give a holistic account of an industry or challenge is based on being neutral and performing as a shared representative, the PPPs face another challenge. This structure and strategy means that there can only be only one. The ability of the PPPs to be regarded as representing an entire industry (agriculture e.g.), is contingent on the inclusion of a large portion of central stakeholders in the initiative. If a portion of the significant actors are not involved with organization, it runs the risk of losing the privileged position from which it can facilitate relations and communicate holistically. This fragility is somewhat present in the case of Synergi, where SoG can potentially lose credibility by no longer partnering with a number of important industry leaders in energy efficiency. Additionally,

SoG cannot suffer another actor with a similar mission and vision to encroach on the agenda, and share the spotlight, because this would seriously harm the perception of representing the entire green agenda.

The deliberations over the attributes and functions of the partnerships accomplish two central goals of the research. First of all it addresses the sub-question posed in the beginning of the paper, which asks:

Do the three organizational public-private partnerships investigated share a defining attribute, and if so, how is it reflected in the manner certain functions are carried out?

Based on the examination in this chapter, we can assert that the three PPPs investigated share the common attribute of neutrality, which is reflected in the ability to establish relations, represent holistically and transfer knowledge in a unique manner. This is summarized above in figure 3. The second goal of the chapter was to provide a stepping-stone, allowing us to address the main research question by contrasting organizational PPPs with the climate agenda. With both of these goals accomplished, the study is now able to progress, and directly address the central research purpose with the tools carved.

5.5 A NOTE ON METHODOLOGY

But before addressing the main research question, a note on methodology is appropriate in order to support the approach taken in the foregoing chapter. In it, an examination of the data has been undertaken and the methodology applied has reflected an inductive approach. As elaborated upon in the methodology chapter of this study, inductive reasoning, on the background of qualitative data, is the procedure of identifying patterns in the empirics and elevating these to themes. This chapter has attempted to do just so. Through that process, the study identified a recurring pattern and generalized it into the distinct theme 'neutrality'. However, wide generalizations are rarely the domain of qualitative studies, which typically emphasize particularity and complexity rather than generalities (Cresswell, 2014; Gibbs 2007). But it can also be argued that generalizations, especially from case studies, can be useful in the generation of new theory and when tackling broader

questions (Yin, 2009). Taking this into consideration, the research at hand takes particular care to not generalize away the qualities of the individual PPPs investigated. Yin (2009) proposes that a way to mitigate qualitative generalization is comprehensive data recording and description. This is another reason why great care has been taken in delineating respondent data, with full transcripts available, and case material.

Correspondingly, it is paramount to appreciate that the theme identified in the empirics can vary between organizations and over time. This is not explanatory research, but rather a form of exploratory that seeks to understand intricacies rather than explain them. Interviews and case material only provide a snapshot of a given phenomenon, infused by specific context and circumstance under which the empirics were generated (Stake, 1995). Additionally, neutrality does not exist in a vacuum, and the neutrality is influenced by other external and internal factors. This intricate web of interdependencies highlights the complexity of the PPP phenomenon. As the discussion moves forward, it is important to keep these conditions in mind, because the explicit focus on the individual themes run the risk of deemphasizing it as part of an evolving interaction of variables. A final thing to notice is that the theme highlighted is based on the data collected, and they are not necessarily the only conclusions that could be drawn from the same pool of data points. However it is the argument of this chapter that they are the most prominent patterns observable in the data.

5.6 INTERIM CONCLUSION

This chapter has established that PPPs deliberately strive to be neutral, and that this impartiality allows them to perform certain functions in a unique manner. The underlying causes of this neutrality are found in the hybrid DNA and proposed to be the fact that PPPs are apolitical, non-profit, can balance public and private interests, and represent multiple interests. Further, it was found that neutrality allows them to perform the functions of relation establishing, holistic representation, and knowledge transfer in a unique way that offers value to parties involved. All of these functions can be performed in a unique manner due to the neutrality of the PPP. These discoveries serve as a stepping-stone, and can now be contrasted with the climate agenda in order to answer the initial research question.

6. PUBLIC PRIVATE PARTNERSHIPS IN THE CLIMATE AGENDA

In order to offer interpretations of the data and address the central question of this paper, it serves to reiterate a number of things to set up a fruitful discussion. We have found that organizational PPPs can act as a neutral mediator and platform. Additionally, we have explored a number of factors that contribute to the achievement of neutrality. Further, the evidence has suggested certain functions that these PPPs can carry out in a unique manner, due to the neutrality that they maintain. What remains to be discussed however, is the relation between these findings and the effect on the prospects of implementing the climate and sustainability agenda. It is here stressed that due to the qualitative methodology of this paper, it is not the intention to measure an element or prove anything about the phenomenon of PPPs. Rather, the chapter will seek to add a layer of understanding to the phenomenon, and propose potential implications given the findings delineated in the previous chapter of the study. Whereas the previous chapter focuses very much on the nature of PPPs, the following will hone in on the climate and sustainability agenda, and fuse the two into a coherent discussion.

This, the penultimate chapter, will go on to debate the main research question by applying what was found about the nature of PPPs, their neutrality, and functions. Whereas the previous chapters have stripped away context to provide common denominators for the organizations considered, the following discussion will reintroduce complexity and the SDGs.

6.1 SDGs AND FUNCTIONS OF PUBLIC PRIVATE PARTNERSHIPS

The climate agenda that this paper refers to and outlines in the opening paragraphs relates to the SDGs, and in particular SDG7, SDG 11, and SDG13. For any discussion of the extent to which PPPs can affect the prospects of implementation of the climate agenda, this is relevant to recall, since these are the reference points used. In the assessment, we will address each of the SDGs considered in turn. This is done with appreciation for the fact that it is beyond this type of research to infer any type of quantifiable impact on, or measurable contribution to, the wide-ranging goals.

But the paper will offer insights into whether functions of the neutral PPP possess potential in assisting the implementation of this climate and sustainability agenda. As we move forward, one should keep in mind that while the SDGs are ordered into 17 neat categories, these are interrelated to the extent that positively affecting one goal will more often than not contribute to at least one other goal directly or indirectly. Nevertheless, the decision to separate the agenda into 17 categories reflects the acknowledgement of differences in obtaining individual targets and goals. This also rings true for the following chapter's division, as this is a choice to ensure clarity as we delve into the contemplations that initially sparked this study and the resulting research question:

Based on examples from Denmark and the US, what function(s), if any, can organizational public-private partnerships carry out to affect the prospect of implementation of the climate and sustainability agenda?

So what essence can be extracted from this discussion of the potential for PPPs in the climate agenda? First, it is prudent to realize that despite the structure of the looming passage, the SDGs are not strictly disconnected from one another and consequently the contribution to one may contribute to others. A likeness is found in the performance of the PPP functions that have been described in this paper, where overlaps are found. For example, the establishment of relations assists the ability to access knowledge, and the holistic representation of an issue can open doors for new relations. In the same way, the goal to increase the proportion of clean energy in SDG7 lowers greenhouse gas emissions, which in turn contributes to SDG13. It is with the acknowledgment that these interplays exist that the discussion will proceed. The study has strived to enhance clarity by deploying a more rigid structure, and introducing watertight shutters between separate functions and separate SDGs. These considerations become relevant when claims are made as to the question of potential affect on the implementation of SDG7, 11, & 13. It is stressed that despite being acutely aware that the reality is more nuanced, the present investigation employs a sequential approach to the goals in order to make comparisons possible, before contrasting all functions and goals simultaneously.

6.1.1 SDG7: Affordable and Clean Energy

The core of SDG 7 revolves around the transition to low-emission and renewable electricity to ensure the sustainable supply of energy the world needs because: “*A global economy reliant on fossil fuels, and the increase of greenhouse gas emissions is creating drastic changes to our climate system.*” (UNDP, 2018: 1). Both strategies for increasing the proportion of renewables in the energy mix and improving energy efficiency are stated in this pursuit. Therefore any function of PPPs that can assist either development arguably plays into this goal. But perhaps even more relevant is the explicit goal to increase collaboration across nations: “*enhance international cooperation to facilitate access to clean energy research and technology*” (Ibid.: 1). Therefore, the parameters that we can map onto the PPP phenomenon are chiefly diffusion of renewable energy and international collaboration in research and technology. As such, we explore if there are identifiable overlaps between the functions that organizational PPPs perform in a unique manner and the achievement of these goals.

The UN (2018) highlights wind as an important source of renewable energy, and since it is central to both DCH and SoG the focus here will rest primarily on wind-energy rather than e.g. hydro or solar. From multiple sources we can infer that the diffusion of wind energy is a complicated process involving many stakeholders. Tight collaboration between these public authorities and private industry and finance is essential in bringing down prices (DCH, 2018b). This is both between public and private entities engaged in the project (NYSERDA, 2018), industry and research facilities (Wind Industry Association in SoG, 2015), as well as across the private supply chain (ibid.). This carefully orchestrated dance illustrates the intricacies of the industry, and is a central challenge in the effective diffusion of wind energy across the globe. Given that close relationships between actors in the industry is instrumental, overcoming barriers between these actors is an obstacle the industry is forced to hurdle. Notably, the relation must be established both between the public and private sphere and within these spheres. This is reflected in the 2016 MoU between Denmark and the US that mentions close collaboration as key, and proposes: “*Joint organization of and participation in seminars, workshops, and meetings to share information and practices*” (BOEM, 2016: 2).

This recognition of the importance of breaking down barriers through joint organization and inter-organizational cooperation comes from BOEM who are a crucial actor, responsible for offshore wind in the US. It plays directly into what has been established about both the organizational nature of PPPs and their functions. Firstly, PPPs are the epitome of a ‘joint organization’ that BOEM calls for to support the diffusion of offshore wind (Ibid.). Second, relation establishing and matchmaking are functions identified in the previous chapter as a strength of the neutral PPP. These capabilities are observable in case B, where DCH organized a conference that connected various stakeholders across the public-private divide. Additionally, actors from different parts of the value-chain in both Denmark and the US were connected in this relation establishing exercise. According to the various statements about the paramount importance of collaboration and interconnectedness, the ability to convene and introduce these represents an avenue to bring down the price of this renewable energy source. Because PPPs offer a neutral platform that is valued by public as well as private interests, they can successfully engage participants from both. In case B, this extends to multiple actors from Denmark and the US that represented public authorities and business interests.

SDG7 revolves around the transition to renewable energy, and according to the experts cited it is vital to build relations and enable collaboration in this process. Precisely these functions are identified as some PPPs can carry out in a unique way, thus contributing to the diffusion of renewable energy in the energy mix. Given these circumstances it is a reasonable conclusion that PPPs can play a role in advancing SDG7 by bridging actors across both the public-private, private-private, and public-public divide. The evidence indicates that the neutral platform offered by PPPs can serve as a bridge between otherwise diverse interests, affecting the prospect of implementing this dimension of the climate agenda. On top of this, the explicit goal to enhance international collaboration is observable in both the cases and interviews as a core day-to-day function of every PPP in the study.

6.1.2 SDG11: Sustainable Cities and Communities

The central goal of SDG11 is to make cities: “*safe and sustainable*” (UNDP, 2018b: 1). This involves improving the social, environmental and economic conditions of the urban cen-

ters of the world while reducing the “*adverse per capita environmental impact of cities*” (ibid.). These societal targets require a concerted effort from many diverse stakeholders that deal with the various elements of urban development. Like the rest of this chapter, an assessment of PPPs in this context will not attempt to measure impact or the degree to which PPPs can help achieve this goal. However, observation and inferences about the established functions of PPPs in relation to SDG11 are provided. Since the targets adopted for urban sustainability are on a societal scale, it follows that mobilizing actors from very different fields is pivotal in in this endeavor. In contrast with SDG7, where concentrating and bridging an industry could affect the potential for implementation of the goal, SDG11 necessitates a wider set of stakeholders. Therefore, we must ask how well-suited functions of PPPs are to effectively lift this burden.

As discussed in relationship to SDG7, relation establishing is a task that PPPs are well adapted to execute in the pursuit of the climate agenda, and the challenge of renewable energy. In addition to this function, PPPs impartiality allows them to represent the holistic story of an entire industry, and access knowledge and expertise that can be disseminated to other stakeholders. As with the previous section concerning energy, to consider the potential overlap between these abilities and SDG11 is to project what we have discovered about the phenomenon onto the landscape. However, there are significant discrepancies between clean energy and sustainable cities, namely that ‘cities’ is a much broader frame than electricity. Obviously, the transformation of a major city involves actors from local, regional and national governments, civil society groups and NGOs, as well businesses and other private interests. Effectively, SDG11 represents an umbrella goal, in which many interests with little common ground are involved. This wider imagining of an SDG has consequences for the potential of PPPs to affect the prospect of implementation.

Recall that a central function of PPPs is to act as a unifying platform that can congregate stakeholders in a value-chain or industry as well as present a holistic story of an industry. The utility of this ability is severely compromised in the context of sustainable cities, which is a matter of a more societal degree, encompassing many industries. Because there is little common ground to be found between measures that e.g. “*improve road safety*” (ibid.) and sustainability, establishing a holistic platform for the improvement of cities is problematic. The public-private nexus and understanding that exists in e.g. climate adaptation, which

resulted in the MoC between New York City and Copenhagen, is not as clear in the case of SDG11. The capacity for a holistic narrative in this goal seems to overextend the relatively concentrated focus of the known PPPs.

Furthermore, the grandiose targets that improve cities at large are the venue of large-scale changes on a political and societal level, for which the decidedly apolitical PPPs are without claim. Because PPPs are adept at bridging a value-chain within an industry, they can facilitate dialogue and establish new connections. Conversely, there is no indication that PPPs can use impartiality as leverage in bridging political visions or the multitude of industries required in SDG11. We found PPPs to be reactionary and not proactive with regards to political statements and policy plans (Kalhave, 2018; Petersen, 2018). And since sustainable elevation of the living standard in cities is a decidedly political endeavor, the abstention from politics puts PPPs at a disadvantage.

The privileged access to knowledge that PPPs possess due to their impartiality can be argued to be applicable here, such as the case of DCH participating in the multi-disciplinary NYC emergency response seminar (Christensen, 2018). Nevertheless, sustainable action of this magnitude seems to fall outside the comfort zone of PPPs. Firstly, because it does not revolve around a single story that can be represented holistically, since it is about everything from poverty to safety to environment. Secondly, the unique relation establishing that can interconnect players across public-private divides and within industries comes up short when a plethora of unrelated industries are involved. Thirdly, the societal paradigm change needed to lift cities from slum to sustainable is decidedly political, which does not harmonize with the apolitical nature of PPPs. These factors combined suggest poor potential for affect on the implementation of SDG11, especially in comparison to SDG7.

It serves to point out that with another framing, this could be a generic comment on the SDGs and not the organizations working with them. However, since the SDGs are the global yardstick for the climate and sustainability agenda, and correspondingly this research, they are the blueprint that sustainable efforts must be mapped onto. As such they are taken at face value. The diversity of the SDGs is both a strength and a weakness, but the paper at hand will not digress into a debate over the validity of these goals. This variety is also

why individual SDGs are inspected in depth since an analysis that focuses on all 17 goals must be sufficiently broad as to be almost inconsequential.

6.1.3 SDG13: Climate Action

SDG13 rests on two pillars: measures for climate adaptation and measures for climate mitigation (UN, 2015). Climate adaptation is also known as resiliency, and refers to the ability of communities to thrive in a world subjected to a changing climate. Climate mitigation is the process of reducing the long-term effects of climate change, essentially by either reducing greenhouse gas emissions or removing greenhouse gases from the atmosphere. Presently, only the former mitigation effort is practically feasible. In contrast with the goal for sustainable cities, which encompass diverse goals such as job creation, safety, and environmental sustainability, SDG13 is focused squarely on the specific climate challenge posed by a warming atmosphere. Consequently, the primary industries involved work with energy generation, transportation, and agriculture, who combined are responsible for 90% of global emissions (Center for Climate and Energy Solutions, 2017). Add to these industries the efforts in climate adaptation, and you have a more coherent set of actors and industries than in the case of SDG11. Accordingly, PPPs are better suited to address the goal for climate action since they can deploy the fortes they display.

SDG13 is compatible with the holistic way PPPs communicate and operate to a higher degree, due to the limited scope. PPPs have been shown to provide an impartial platform that can deliver a holistic account of an issue or challenge in a way that represents an entire industry while deemphasizing individual public or private entities. Thinking holistically about the industries that can mitigate greenhouse gas emissions allows for an approach that is goal and challenge oriented, rather than product specific, thus playing into the functions of PPPs. This is exemplified by Food Nation and SoG, both of whom work across private interests in a framing that highlights ‘green transition’ or ‘sustainable agriculture’ instead of specific private solutions (Kalhave, 2018; Petersen, 2018). What is significant is that while there are many different solutions and visions offered by the different stakeholders, they all contribute partial solutions to the same challenge. This makes it possible to represent the entirety of the ideas in a coherent story shaped by a unifying platform that

offers neutrality in order to encompass an exhaustive list of actors. It enables a shared platform and message that can encompass many voices united by a common ground. This is on full display in case C, where several partners with different motives contribute to a shared paper focusing on a shared goal.

Case C also reflects another facet of the PPP phenomenon, namely the privileged access to knowledge that the organizations enjoy as a neutral knowledge-partner. By aggregating knowledge from actors, public and private, which overlap in an industry, the PPP is in a position to disseminate this unique composition of knowledge to actors in need. As discussed, the impartiality allows PPPs access to knowledge and input that could be restricted for biased partners, due to concerns over e.g. competition or incompatibility. In turn, this expertise can be shared with partners to the benefit of both parties and the agenda as a total. The sharing of knowledge and expertise between participants is known to ‘cross-fertilize’ ideas and promote creative work and knowledge generation. Especially when the participants are from separate, but related, backgrounds and experiences (Huang et al., 2014). There is ample room for this knowledge exchange to benefit complex fields such as climate adaptation, in which the combined know-how of two competing firms can create results such as the Cloudburst Adaptation Plan of New York City (NYCDEP, 2016). In this example the competitors Arcadis and Ramboll collaborated with the City of Copenhagen and New York to produce a resiliency plan (ibid.). Case B is another instance of this two-way transfer of ideas, when stakeholders in the offshore wind business of Denmark and the US met for a day of presentations and workshops. American public authorities learned from Danish experiences, and corporate stakeholders from every part of the value-chain got information about the coming procurement process in New York. Based on the deductions about PPPs and the examples presented, there are indications of potential for PPPs to cross-fertilize knowledge between diverse stakeholders. Since we know that tight collaboration is crucial in the wind industry, and offshore wind can mitigate climate change, it is reasonable to expect that this is another instance where a PPP affected the prospect of implementation.

Case B also represents DCH building relations between stakeholders in an industry across several divides. Because of the perception as a neutral third party, actors from the US Federal Government and the New York State Government participated on this occasion, pre-

senting a unique opportunity for industry partners of DCH to connect with them. As pointed out, collaboration on the issue of wind energy is central. The possibility of establishing a relation between an experienced wind developer and US government officials is valuable to both the actors involved and the agenda itself, if it produces outcomes in the renewables industry. Additionally, this type of interaction has already made possible the resiliency plan of New York City, showing the possibility of contribution to mitigation efforts. Establishing these relations offers the partners involved an opportunity to explore overlaps in interests and possible avenues for collaboration. As the connection is created, the PPP takes a backseat and allows this interaction to unfold. Simply providing the link as a broker that offers an unbiased platform to the partners is crucial. Naturally, this is only valuable in the pursuit of goals that can be achieved by public-private, interdisciplinary collaboration, where each partner can offer relevant input. As has been observed in the evidence, there is indication that both mitigation and adaptation could potentially benefit from these types of collaborations.

6.2 POSSIBILITIES AND CONSTRAINTS

By contrasting what has been discovered about PPPs with the reality of the climate agenda, we revealed that PPPs are able to perform functions with potential for impact towards aspects of the climate agenda, but with important caveats. As the discussion about SDG11 revealed, PPPs are at a disadvantage in sustainability questions of a broader nature. Fundamentally, the ability for PPPs to carry out their unique functions is impaired when achieving targets involve change on a societal level with contributions from unrelated industries. SDG11 targets a reduction in the climate impact of cities, while also addressing job creation and equality (UN, 2015). Measures to address all these aspects are challenging to combine into a single narrative, such as the holistic story of the green transition, reducing the ability for a PPP to act as a unifying platform. Naturally, these wider sustainability goals cannot be straddled by enhancing intra-industry collaboration, but require efforts on a greater, societal and political level. Since PPPs do not work politically, the tools at their disposal are poorly adapted and consequently they possess poor potential for effect on implementation in those cases.

Furthermore, while we have evidence for the ability of PPPs to work within value-chains and establish relations across entities with overlapping interests, there is at this time no indication that the same is true between actors from non-overlapping fields. As for the ability to compile knowledge for dissemination, there is no reason PPPs would be especially well suited for this task, given an environment that involves questions of a political nature. The mechanisms to combat rising sea levels are relatively well understood compared to the sustainable expansion of mega cities. Logically, this does not only apply to SDG11, but also other sustainable development targets by the UN and other organizations, which are sufficiently broad. Therefore, the argument here is that PPPs are relatively ill equipped to carry out functions that can impact climate and sustainability targets which include aspects of many industries, and in particular those of a political nature.

Conversely, the evidence has indicated that functions PPPs can perform due to their impartial nature can have a positive contribution on the prospect of implementation of climate goals with a relatively narrow focus. In the exploration of SDG7 it was uncovered that DCH had been able to assist the diffusion of wind energy by providing a neutral platform for establishing new relations and transferring knowledge. This discovery exposed how DCH was able to bridge actors with overlapping interests in the offshore wind sector. By extension, it hints at the fact that under conditions where there is a discrete goal to accomplish (increasing the share of renewable energy in the mix), PPPs can serve as a bridge between public and private entities as well as across the value-chain. With an organizational form that is entrenched in both the public and private sphere, the understanding of both aspects comes into play in the establishment of cross-sphere relations when the partners have shared objectives (construction of wind turbines). Establishing relations under these conditions provides a bridge between actors with overlapping objectives.

PPPs benefit from their ability to represent an entire industry, and this holistic narrative is obtainable in cases where there is a well-defined goal and contributions towards this goal can be made by a cohesive set of actors. As we saw, SDG13 fits the description, with two main goals that private and public partners can mobilize around. For this reason, it is possible to represent a coherent case for e.g. resiliency as a holistic idea, encompassing policy, technology, and business as complimentary instruments. From this we can deduce that in instances where there is a narrow challenge and an executable solution, PPPs can utilize

their ability to represent clusters of partners under the banner of a single idea. By functioning as a holistic platform that can shine a light on a pre-defined challenge, PPPs have the capacity to showcase the solutions across products and policy. Free from specific commercial and political message, it allows domestic and international stakeholder to tap into, and potentially recreate, the experiences earned by the industry. This can bring down the long incubation time for complex industries such as offshore wind or climate-adapted neighborhoods, in which public and private are interdependent, resulting in the potential for impact on the implementation of the climate agenda

To elaborate on this idea, take the example of the automotive industry. Responsible for approximately 28% of US greenhouse gas emissions in 2017, it is a central culprit behind the changing climate (EPA, 2018). At the same time the automotive industry presents intriguing territory for a PPP, since it fulfills the criteria proposed. It is a relative narrow industry with a well-defined challenge: lower the emissions from internal combustion engines. Both public and private actors are central players, and there is a value-chain from the smallest engine parts to the finished car or truck. Given a political ambition to lower emissions from ground transport, a hypothetical PPP would be able to navigate this industry; establish relations, access and disseminate knowledge, and represent a holistic voice and platform. If executed well, this could potentially affect the implementation of SDG13 by lowering emissions and mitigating climate change. One caveat is the fact that since PPPs are apolitical, the potential for effect hinges on a political vision coming into effect and permeating public authorities and policy, because we found that PPPs act as an implementer rather than an agenda-setter.

At this point we have discovered that PPPs possess potential for affecting the implementation of the climate agenda given certain circumstances. Due to the apolitical nature of PPPs, which renders them unable to advocate for goals or visions, implementation is the key phase. Once a climate agenda or goal has been set, we can assess the potential for impact by looking at the relative narrowness of the challenge posed. A narrow challenge yield higher potential for impact, because PPPs perform their functions of relation establishing, access and transfer of knowledge, and holistic platform uniquely when a confined set of actors with overlapping interests can be engaged. An example is renewable energy generation. Contrary, challenges that include many stakeholders from diverse industries working

towards a broad societal goal limits the ability of PPPs to perform their functions because there is little overlapping interest space for them to act as an impartial platform in. The example given is the sustainable expansion of mega cities. Ultimately, PPPs have potential to perform functions of relation establishing, knowledge transfer, and holistic representation in a unique way to affect the prospect of implementation of the climate agenda, given the abovementioned conditions.

7. CONCLUDING REMARKS

State governments and the international society have increasingly relegated the implementation of the climate agenda to various constellations of non-state actors. Some are well understood while others are academically uncharted territory. Because non-state actors carry out more and more of the tasks related to combatting climate change, the need to deepen our understanding of these actors is pressing.

This study has shown that neutrality is an attribute of organizational PPPs and found that this impartiality allows the organizations to carry out certain functions in a unique manner. Secondly, the study has deepened the understanding of these non-state actors in the climate agenda by contrasting the identified neutrality and functions with SDGs 7, 11 and 13. Ultimately, we concluded that organizational PPPs can leverage their unique functions in order to affect the prospects of implementing the climate agenda in situations where a political vision exists, a delimited goal is present, and a confined set of actors with aligned interests can be engaged.

The research was sparked by a curiosity with regards to how non-state actors such as organizational PPPs function in the global climate agenda. Since a literature review of the PPP phenomenon revealed that organizational PPPs are severely understudied and functions are largely unknown, qualitative exploration of this specific topic was deemed appropriate. Through interviews with active PPP participants a distinct pattern emerged, which strongly indicated that PPPs strive to operate as a neutral entity, and that this strategy of impartiality allows the organizations to carry out certain functions in a unique manner. While an intrinsically interesting discovery, the identified capabilities served as a stepping-stone in this researches quest to understand the potential of PPPs in the climate agenda. The functions discovered were relation establishing, knowledge transfer and holistic representation of an industry or issue. In the final leg of the research, everything that had been revealed in the exploration was applied to address the original question. Ultimately, the functions discovered were contrasted with the climate agenda to assess the effect on potential for implementation, leading to the conclusion that PPPs can indeed carry out functions with an impact on the climate agenda, given the appropriate pre-conditions.

One the one hand it was revealed that when various actors from both public and private spheres have interests that are aligned, PPPs can provide an impartial middle ground and facilitate relations and knowledge transfer. However, this hinges on the fact that a political mandate exists and the climate action pursued can be implemented by a confined number of actors in interrelated fields and industries. But should these preconditions be met, PPPs can positively affect the prospects of implementing the agenda. On the other hand, if there is no political will or vision, the apolitical nature of PPPs prevents them from acting, since they abstain from projecting a specific political message. Additionally, the ability to represent a holistic idea or solution depends on the actors involved being involved in the same field. As such, great societal objectives are beyond the scope of what PPPs can effectively affect.

Hodge & Greve (2013, 2017) outlined five strains of PPP literature, but this contribution refuses to be neatly confined to a single one of those. Instead, it concerns itself with elements of both the narrow and the broad end of the spectrum. The focus on attributes of PPPs is relevant to the narrow end of the spectrum that deals with organizational make-up of these hybrid organizations. Conversely, considerations of the PPPs for the climate sit at the broad end of the spectrum, which deals with larger societal context. Therefore it is fair to say that we have chipped at the surface of both during the course of this study. With this in mind, attention turns to the larger setting that the findings of this study places themselves in.

This research has deepened the understanding of how PPPs as hybrid organizations engage with the generational challenge of safekeeping the planet for future generations. However, this requires the deliberate use of this organizational form in areas of high concern. Indeed, It was proposed earlier that the automotive industry is a possible case, but undoubtedly, there are multiple industries that could benefit from a PPP. Time will tell if public and private entities decide to utilize this form of organization to accomplish goals by tying industries closer together. It is the assertion of this paper that PPPs hold substantial possibilities for contributing to a global green transition, given the appropriate circumstances. In the coming decades, as the world can no longer ignore our self-inflicted climate challenges, more innovative initiatives will be needed, and the understanding of how they function will be crucial.

7.1 FURTHER PERSPECTIVES: METHODOLOGY

Due to the relative obscurity of organizational PPPs in literature, a qualitative approach with roots in constructivism was selected to facilitate an exploratory research style. Different types of non-binary data were incorporated to produce a nuanced image of a complex topic in the sensitive sustainability field. The knowledge generated from an approach such as this is to a large extent based on interpretation of rich data. The author and context unavoidably flavor the conclusions that are drawn from such analysis, which is why it would be curious to offer similar data to a person(s) from a radically different background. In an ideal world, without constraints in terms of resources and time, a study of this type would benefit from a very large number of interviews. In future scholarship it would be most intriguing to carry out the research with reverse data points, and approach the partners in a PPP, rather than the PPP participants themselves. Furthermore, qualitative or mixed methods could be employed to determine if the number of partners and their size has central importance in a PPP. Academically speaking, the phenomenon of organizational PPPs is remarkably uncharted and ripe for exploration, promising abundant discoveries waiting to be made.

7. 2 FURTHER PERSPECTIVES: TOPICS

In that vein, this paper will allow itself to recommend a few areas with potential for interesting research. Whereas the study at hand focuses firmly on issues of sustainability and climate, other areas are still virgin territory. Given what we now know about PPP functions, it would be highly relevant to evaluate their usefulness in other arenas. Environments of innovation, such as start-up and tech clusters, famously receive enormous attention from both public and private actors pursuing the next world altering technology. This makes the area a key candidate for PPP formation and the study of how functions of PPPs could affect the field. This takes the PPP phenomenon in the direction of technology, and disassociates it from sustainability by introduces a whole new empirical lens. In a similar fashion, the PPP phenomenon could be mapped onto social issues, such as health- and mental care, which highlights soft values and downplays the preeminence of technology, efficiency and expertise in PPP literature. Additionally, PPPs in the context of developing

economies presents another intriguing case since public-private relations are notoriously defective in these nations. All of this is to say, the phenomenon is not very well understood and further research is pertinent. Clearly, there are numerous directions to take this strain of research, because it is so poorly described, and these are just three promising examples that the research process unveiled. At the end of the day, we have witnessed a proliferation of organizational PPPs, and the question is not if they will assert influence, but how.

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9. Appendices

Appendix 1: Interviews

Appendix 1a: Interview – Klaus Lehn Christensen, Danish Cleantech Hub

Klaus Lehn Christensen, Director, Danish Cleantech Hub

New York, 21. Februar 2018

Julius: *Har du nogle erfaringer med P3'er før DCH? Havde du en indgangsvinkel til det?*

Klaus: Ja i forskellige afskygninger. Jeg havde min egen start-up som var DCH bare i en mini-version kan man sige. Vi pinpointed den danske by Solvang som target, på vestkysten, for at sige her har vi et unikt sted hvor der er en forkærlighed for noget dansk, lad os prøve at bringe det op til det 21. Århundrede der er Danmarks grønne brand cleantech. Og agere som facilitater der igennem, få danske produkter ind til byen og bruge Solvang som front og så bruge hele den narrativ der ligger ved at man har en dansk enklave på vestkysten. Og som er i et område hvor der er behov for mange cleantech løsninger.

Hvor stor er den by?

Der bor 5.000 eller sådan noget. Så der kan man sige det var en form hvor man bruger State of Green narrativen og vi var facilitator.

Hvordan var den offentlig-privat?

Vi var et privat consultancy, eksport consultancy, så har du en by, solvang, og så har du så dine private partnere som du kobler på. Grundfos fx som på det tidspunkt, og stadigvæk er, er meget aktive i Californien. Det var en måde at tænke organisatorisk public-private på. Bruge den der som narrativ.

Men det var ikke rigtig et offentlig-privat –partnerskab?

Nej altså jeg vil også definere at hvis det skal være et partnerskab så skal der nogle penge på bordet et eller andet sted, og noget co-financing.

Ja man kan tage funding tilgangen til det, og dele det op, ok, er det funded 50/50 eller er det private penge i et offentligt program osv. Og det er én måde at kigge på det, og så er det man måske har et partnerskab mere end et samarbejde.

Så har jeg også samarbejdet, da jeg var i bygge-bolig ministeriet, med by-til-by samarbejdet. Med danske kommuner og så kinesiske kommuner. Hvor vi lavede sådan et segment omkring det, der handlede om, som fx Danish Cleantech Hub, eksportfremme hvor du bruger kommunen som spydspids. Som er bundet op på MoU's osv. Hvor der så er promotionsfremstød.

Og det kommer ud af kommunernes erhvervskasser?

Ja. Det er jo diverse vækstråd osv. Det der med at hver kommune har en erhvervspolitik hvor der også ligger penge til eksportfremme.

Hvis der var en ting du skulle undersøge, noget det undere dig om P3er, synes du så der er noget der er underbelyst i den snak man har om det? Det er jo et emne som er i fremgang kan man sige, og bliver også pinpointet selv af FN og EU snakker om det. Men er der en blind vinkel i det?

Der er den som vi selv sidder med her, i nogle markeder er der en ekstrem barriere mellem det offentlige og det private som sådan, mentalt og kulturelt, gør at de er så langt væk fra hinanden og det tror jeg også bare er i SDGerne at alle prøver at lave P3er rund omkring i verden. Og det kan godt være det giver mening i nogle lande, men i andre lande som, lad os bare sige USA eller Kina, kan være meget problematisk at gøre. Det er måske nok lidt underbelyst at der ikke er en go-to model for P3er som sådan, globalt. Det er jo 100% markedsafhængigt. Og det er måske nok underbelyst. Lad os bare sige at SDGerne

vil også tage rigtig lang tid at komme omkring det, hvad vil det egentlig sige at have et offentligt-privat partnerskab i Laos fx, hvordan levere du på SDGerne den vej rundt? Eller lande hvor der er rigtig meget korruption også, og lande hvor du kun kan komme til fadet, som Kina, hvor det er politisk magt du skal gå hele vejen med, hvordan fungerer det så i et offentligt privat partnerskab? Det synes jeg er lidt underbelyst. Og så kvantificeringen af det også. Hvad er effekten? Der bliver talt meget om det, men hvad er net effekten?

Ja, hvis man kunne gå ud og sige, effekten er 2.5%, så ville man virkelig være kommet langt.

Ja vi kæmper jo også selv med det her, hvordan måler vi effekten af DCH? Og det er jo det der med, ok, én indikator som vi rigtig gerne selv bruger er det her med effektmåling ift. Præference. Kunne man forestille sig at efter vores arbejde herovre, så kan man påvise at amerikanske kunder eller stakeholders har præference for at købe dansk cleantech? Men den er også meget svær at gå i byen med, men det arbejder State of Green rigtig meget med. Du kan jo ikke sætte det op i kroner og øre på den måde. Så spørgsmålet er om man så skal gå tilbage i tid og sige den indsats vi lavede i 2017, kan vi nu om 5 år se en effekt af det? Er der en præference? Det er jo en måde at tracke det på.

Og så er der jo også den med, at det er en rimelig ny ting, der er ikke så meget data. Og hvordan sammenligner vi én P3 ét sted med en P3 et andet? Det er meget sjovt du siger det der med at fra nation til nation, er forholdet mellem det offentlige og det private. Hvordan oplever du forskellen, nu du har siddet i det offentlige og det private i Danmark, og nu herovre? Kan du sige noget om hvordan at man ser forholdene mellem det offentlige og private forskelligt i de to lande?

Det er jo bare, altså i Danmark, er det den flade model. Der er stort set ingen barrierer. Det er langt mere flydende samarbejde, og i nogle kommuner, lad os sige Københavns kommune, der kan det være for tæt det samarbejde der er. Hvor det er for meget en gråzone man arbejder indenfor, det kan måske også være hele målet med klimatilpasningsplanen, hvor tæt er man på sine private partnere? Hvor meget information deler man? Hvor meget strategisk samarbejde laver man? Der skal jo være nogle barrierer. Det der

med at køre helt symbiotisk, det er jo også farligt. Og så modsætningen, det er jo herovre, hvor der bare er notorisk modstand mod det offentlige fra den private sektors side, og det gennemsyrrer bare den måde man tænker samarbejde på.

Så måske er det sværere at få etableret, og nu digter jeg bare, offentlig-private partnerskaber her? Fordi tilliden ikke er der på samme måde?

Ja, men det afhænger også af hvor markedet er henne. Fordi det der sker i USA er nu, at vi sidder og taler P3er, og det er jo fordi der er en markedsefterspørgsel på det.

Fordi det offentlige har erkendt, at vi kan ikke selv nå i mål, godt, så må vi gå til private.

Så der er jo en helt monetær grund til at det sker nu. Og specielt indenfor klimadagsordenen, som er de her kæmpe projekter tit. Hvordan laver du klimatilpasning på by-plan og på by-niveau? Der må byer selv bare tit give op, og hente private partnere ind. Fordi det er så gigantisk ift. at lave for eksempel et wastewater treatment plant, det kan vi godt finde ud af. Men lad os lige prøve at lave en klimatilpasningsplan til hele byen? Som også skal implementeres efterfølgende. Så jeg tror der er den der markedsdrevne ting der ligger bagved også. Ok, så siger det offentlige at nu ruller Trump sin infrastrukturplan ud, og nu skal vi have det private til at samarbejde.

Har han (Trump) sagt det?

Ja han har jo sagt at hele hans infrastrukturplan handler om at sige, jamen ok vi spytter lidt i kassen fra den føderale side, men han vil også rigtig gerne have at den private sektor kommer ind og løfter sammen med et offentlige. Så det er sådan helt mærkeligt at han går og pitcher det også på den måde. Men det er bare ud fra, igen, ren og skær investerings-taktik. Altså for at kunne løfte det overhoved.

Altså hvor skal pengene komme fra?

Ja.

Hvilken rolle i klimatilpasningsprocessen ser du DCH udfylde?

Jamen det er jo facilitater. Eller det som vi også har kaldet også selv er en unbiased, honest broker. Det brand vi har bygget op herovre det er jo faktisk at vi er en honest broker, at vi kommer bare og deler noget viden og tilbyder det. Det er vores brand overfor amerikanerne, og så har vi det andet brand overfor danske virksomheder som er market access. Eksportfremme, ikke sandt. Altså bystyret herovre, de ser os mest som et consultancy, men har accepteret at vi også har det andet ben, som videns partner. Som i dag, jeg kommer over og sidder med som en non-profit fordi de acceptere vi også har den rolle. Så det er jo resultatet af DCH.

Ja, de ved jo godt vi ikke kommer of tilbyder fx tyrkisk teknologi. De ved jo godt hvad eksistensgrundlaget handler om. Men samtidig kan man jo godt være honest broker.

Hvad er det bedste eksempel på et initiativ eller projekt du kan komme på som vi har søsat og fuldt til dørs i New York?

Der hvor man kan sige der er noget konkret outcome, det er jo København – New York samarbejdet på skybrud og klimatilpasning. Nu er vi jo 3 år inde, og der er blevet lavet nogle kontrakter med danske virksomheder. Det er der hvor vi har den største timeframe hvor vi kan se på, hvad skete der reelt, hvor mange danske virksomheder var inde over butikken mens det har kørt?

Og om 3 år så er der forhåbentligt et nyt eksempel.

Så er der offshore vind, for eksempel, ja.

Kan du sætte nogle ord på, hvad der er nogle definerende karaktertræk ved DCH? Nu sagde du selv honest broker, sådan nogle i den stil.

Der er jo den der med third party facilitater. En der har stort kendskab til sektoren, men

også en der ikke er med i alt muligt lokalt crap og har tidligere barrierer. Den der med at komme som third-party facilitator, den er meget værdifuld.

Hvis man nu ser P3er generelt, er der så et sted du ser noget potentiale som ikke er blevet udfyldt?

Forskellige modeller for udbud. Altså design-build-own-operate-finance. Klokkeklare eksempler på USA findes der nok ikke på P3 hvor det virkelig har været en 50/50 finansiering. Der er vi ikke helt endnu. Canada og England leder nok på P3er. Men i forhold til klimatilpasning der mangler vi nok det der med at finde nogle modeller hvor det er 50/50 finansiering også. Og hvor det offentlige giver plads til det er private stakeholdere der går ind og driver det også.

Appendix 1b: Interview – Marianne Petersen, Food nation**Marianne Petersen, Food Nation, Projektleder****31. Juli 2018**

Julius: *Jeg ved ikke om du har lyst til at snakke en lille smule om hvordan du kom ind i Food Nation og hvad din baggrund er? Om du har nogen erfaring med OPPer udover det her?*

Marianne: Ja. Jamen altså hele det her begreb var nyt for mig at arbejde med. Jeg har tidligere arbejdet Landbrug og Fødevarer (LoF) så hele den her fødevarer verden har jeg målrettet mig efter. Dels på min uddannelse, selvom at det var markedsføring og brandingkonceptet, men jeg havde fået en interesse i markedsføring af fødevarerprodukter. Så har jeg lavet en tænketank der hedder Frej, som også arbejder med fødevarerpolitiske ting. Og så har jeg så været i LoF hvor jeg har siddet med eksport af økologiske produkter. Det er blandt andet noget af det vi også sidder med i Food Nation, messer og hvordan skal vi få Danmark til at fremstå når vi er ude i verden. Og så gik jeg målrettet efter Food Nation da det kom på.

Har i ansvarsområder fordelt på fagområder her, eller er det fra projekt til projekt hvad man laver?

Altså vi er projektledere med caps lock. Det er det vi gør. Og vi er Lise som blev ansat som den første i Marts måned 2017. Og Mie og jeg som projektleder, og så har vi så to studentermedhjælpere. Og nu bliver det så udvidet for første gang.

Så hvor mange var i før, og hvor mange bliver i?

Jamen vi er gået fra 2 til 3 projektledere og fra 2 til 3 studentermedhjælpere. Og vi har ikke særlige ansvarsområder. Hvad for nogle bolde kan gribes hvornår, og vi er et meget lille team og vi har rigtig mange opgaver. Det startede for et år siden, starten af 2017. Hvor den her forening blev etableret, som Foopod Nation. Og så handlede det om at rive gulv-

tæpper op og renoveret de her forklare og finde ud af hvordan skal vi overhoved få det indrettet og hvordan er det vi kan styrke fortællingen om Danmark som ledende fødevarer nation.

Så i har også folk på besøg her inde?

Ja det gør vi rigtig meget. Det er delegationer fra alle mulige lande, vi havde lige nogle fra USA, men vi har også haft fra Indien, Mexico, you name it som kommer her ind. Og det er særligt rigtig godt når de ikke kender Danmark og det er en ny samarbejdspartner fordi så kan vi give dem den her overordnede fortælling om: hvorfor er det vi siger ”Denmark is a leading food nation”? Altså hvad er det der gør vi er et fødevareland trods at vi er så lille en størrelse. Og det gør vi med en masse interaktive teknologier for at skabe dialog og sørge for at de går herfra og husker det. I alt det vi gør tænker vi på at vi skal imponere dem, og vi skal inspirere dem til enten at gøre det samme eller samarbejde med Danmark. Men så vil vi også rigtig gerne imponere dem så vi er sikre på at de går herfra og ved at Danmark de er altså en rimelig god partner.

Nogle af de spørgsmål jeg stiller, hvis de er lidt for konkrete og noget som du ikke kan snakke om fordi du enten ikke ved det eller det er noget information som i helst holder for jer selv, så må du gerne sige det. Der er jo nogle forskellige ting som af gode grunde ikke er en god ide at alle ved. Men hvis vi starter med historien her om Food Nation, hvem var det så der tog initiativ til det i første omgang?

Det er faktisk en historie der startede helt tilbage i 2014, hvor en masse forskellige aktører indenfor fødevarer klyngen, både fra offentlig og privat side, satte sig sammen for at finde ud af hvordan er det egentlig vi kan gøre den her kage større. Hvad er det vi skal gøre for at vi kan øge eksporten og øge tiltrækningen (til Danmark) som en fed arbejdsplads. Og så har der været rigtig mange styregruppemøder i løbet af nogle år, og der blev besluttet at der skulle være en styregruppe, som så gik videre med alle de her workshops der havde været. Og de fandt så frem til det der hedder fødevarefortællingen. Som du måske kender. Men det var ligesom forarbejdet til Food Nation, der er en hjemmeside der hedder fødevarefortællingen. Det blev så besluttet at det skal være et sekretariat der skal sættes ned og

hvordan og hvorledes den opgave skulle laves. Og så kom der en bestyrelse som er den bestyrelse som du også kan se på vores hjemmeside. Og det er meget særligt ved Food Nation, det er både organisationer og det er private virksomheder og det er den offentlige side altså ministerierne. Så der er ligesom tre forskellige grupperinger i vores bestyrelse så det er virkelig et OPP.

Hvad er intentionen bag at involvere så mange forskellige partnere?

Jamen fødevareområdet er et enormt stort og enormt vigtigt område for Danmark. Af alle de ting vi eksporterer så er 25% fra fødevareområdet. Så derfor betyder det rigtig meget for vores BNP og jobs og det ene og det andet. Så derfor er der jo også rigtig mange forskellige aktører der har en rolle. Både politisk og kommercielt, men også rent interesseorganisationsmæssigt. Så derfor samler vi alle sammen under én paraply. Kombinere alle vores hjerner sådan så vi kan finde ud af hvordan er det vi kan løfte den her opgave. Så vi både kan ramme indkøberen i Japan men også fødevareministeren i Indien.

Så kunne jeg også forestille mig at det giver en form for legitimitet og autoritet at have så mange forskellige partnere med.

Helt sikkert.

Så det ikke bare er drevet af fx Danish Crown eller en eller anden stor meget snæver indsats.

Lige præcis.

Hvordan hænger sådan noget sammen med funding-strukturen så når der er så mange partnere?

Det er sådan at vi har fået finansiering til fire år. Og der har vi 40 millioner (dkk) i alt. Og 20 millioner kommer fra den offentlige side, altså miljø- og fødevareministeriet, erhvervs- og udenrigsministeriet. Og resten kommer fra organisationerne og fra virksomhederne.

Så der er 50/50 funding, mere eller mindre?

Ja det er der.

Hvem står for at udstikke kursen? Selvfølgelig er der nogle i bestyrelsen der har noget at skulle have sagt, men er det også et sammenspil, eller har i selv autonomitet nok til at styre det?

Altså bestyrelsen er inde over alt.

Det er en meget aktiv bestyrelse?

Ja. Hvad er det for et budget vi sætter på det her projekt? Så kommer vi med et oplæg her, hvordan kunne det her projekt se ud? Så kommer der feedback osv. Så det er bestyrelsen der er meget inde over hvad det er for nogle projekter.

Hvem er det der er bestyrelsesformand?

Det er Torben Ladegård (tidligere CEO i Foss).

Arbejder i tættest sammen med de offentlige eller private partnere, eller organisationer?

Jamen det er helt 50/50. Det er det virkelig. Altså et eksempel er når vi er ude, vi var i Mexico i foråret, så er det typisk når det enten er de royale, Kronprinseparret, der er med, eller en af ministrene. Så skal vi med som det her brandingkonsortie og være den der fortæller den generelle historie, viser filmen om den danske fødevareklynge for at give et billede af hvad det overhoved er for noget? For når man står i Indien eller i Mexico så er det jo nogle helt andre fødevareøjne de har.

Og nogle helt andre problemstillinger?

Præcis. Så det er også derfor vi arbejder ud fra fem styrkepositioner i Food Nation. Økologi er en styrkeposition, fødevareproduktion er en styrkeposition, så alt efter hvad for et marked vi er med på så målretter vi ligesom den her branding til den gruppe.

Har du et konkret eksempel på et projekt eller en anden aktivitet i har udført her indenfor det sidste år?

Ja. Altså vi sidder i et af vores største projekter som var at etablere det her lokale. Og det er også det jeg indledte med, det her er virkelig projektlederrollen vi sidder i. Finde ud af, giver det værdi at have sådan en gigaskærm på væggen så man kan scanne ølflasken og skabe dialog. Hvor sjove må vi være kontra hvor meget for vi ud af det. Vi har vores case solution box som viser, at det her fødevareproblem der var blev løst med den her løsning som den her virksomhed fandt på og det var det her resultat det skabte. Så det er jo sådan et overordnet projekt som også er løbende i gang. Et andet det var da vi var i Indien, der stod vi for en 500km² stor stand med 18-20 virksomheder. Hvad er det vi bruger sådan 500kvm² til? Hvordan kan vi præsentere Danmark på den bedst mulige måde? Så det er alle mulige sådan nogle ting, hvad er det Modi skal lægge mærke til når han går forbi standen? Hvor er det ministeren gerne skal bladrede rundt henne? Eller sådan nogle ting.

Hvad er den bedste historie i har her fra? Med et projekt hvor i kunne se frugten af det? Det behøver naturligvis ikke at være et finansielt afkast, men kunne også være at i har skabt en ny forbindelse eller partnerskab.

Jamen igen, Indien. Det udsprang sig egentlig af at der er det her der hedder World Food Summit som den tidligere fødevareminister, Esben Lunde Larsen, var stifteren af. Det er hvert år i slutningen af August hvor en masse ministre kommer. Alle mulige top fødevarefolk der kommer til København og diskuterer nogle forskellige ting der er på agendaen. Og der kom den indiske fødevareminister så. Og det var faktisk ud af det møde at Danmark var med på den her fødevarestand og det var ud af det her møde at Modi kom forbi. Det handler rigtig meget om hvor går topfolkene forbi, hvad er det for nogle stande de ser på, hvad er det for nogle virksomheder de hilser på osv. Og så igen, at delegationerne fra det land kommer fordi at de har hørt om Danmark. Vi kan se nu at nu begynder folk langsomt

at få øjnene op for os. Så der her med at der nogle forskellige lande, Vietnam kommer forbi, eller Ghana, et eller andet i den dur. Der ser vi noget værdi.

Efter din bedste vurdering, hvad er det så som i kan tilbyde som Food Nation som gør at i har fået den her buy-in fra alle mulige både offentlige og private? Og arbejder i også med universiteter?

Ja, rigtig meget.

Hvad er den største værdi som i bringer til bordet?

Det er det her neutrale ståsted. Det giver værdi at vi er en neutral spiller. Både når det handler om det politiske. Men også når det handler om det kommercielle. Det er også det som virksomheder de bruger os til, og kan bruge os til, altså hive deres kunder her ind. Fordi så kan vi fortælle om hvorfor Danmark er god til sustainability. I stedet for at de selv skal fortælle alle mulige ting om sustainability som de måske for det første ikke lige har hoved og hale i, men for den andet så er det lige pludselig også en stor anden aktør som er offentlig-privat. Rent kommunikativt er det et virkelig stærkt budskab.

Altså det her med at være en neutral platform der sætter sig mellem de klassiske spillere?

Ja, præcis.

Kan du uddybe det en lille smule tror du?

Jamen det er at vi ikke arbejder politisk. Vi agerer overhoved ikke politisk. Vi sæler heller ikke noget. Det er gratis at komme her. Vi taler generelt set når vi viser tal og grafer osv. Sammenligner med andre lande. Det er meget fakta baseret. Og så hiver vi så konkrete case eksempler frem: Hvordan er det Royal Greenland er en bæredygtig virksomhed? Det er fordi de har det her vilde pakkesystem som har reduceret deres CO2 udslip. Det er ligesom det der også imponere dem. Et andet, lidt teknisk eksempel er at der ikke er noget

salmonella i dansk kylling. Alle lande der kommer her ind de reagere med ”hvordan er det overhoved muligt?”. Og det er for mange år siden at det her ligesom blev udryddet. Men det er et eksempel på hvordan man arbejder og samarbejder. Som er en af de andre styrkepositioner, collaboration. Som vi jo også er et eksempel på, vi samarbejder vi snakker med professoren selvom vi sidder i den private virksomhed, vi har kommunikation med styrelsen selvom det er et helt andet bord.

Hvordan oplever i den afstand fra jer til professoren?

Hvad mener du med afstand?

Der er selvfølgelig en eller anden afstand mellem det offentlige og det private i sådan nogle partnerskaber. Oplever du villigheden til at indgå de her samarbejdsprojekter?

Meget! Altså helt vildt. Det er også en styrke at man kan stå sammen. Det er jo også en styrke at Food Nation er der, fordi så er vi virksomhedernes forlængede arm. Så kan det godt være de har en rigtig god dialog med nogle japanere, men så kan de sige at hvis de virkelig gerne vil vide noget om hvordan vi arbejder med gastronomi i Danmark så kan du faktisk lige gå over til Food Nation og så kan de fortælle den større historie. Fordi det der med at en virksomhed er en del af noget større, det giver dem rigtig meget værdi, fordi så er det ikke kun Carlsberg der klarer sig godt, men det Danske Carlsberg.

Nu nævnte du selv at Food Nation i meget lille grad arbejder politisk, kan du prøve at uddybe det? Er det retfærdigt at sige i er apolitiske?

Jamen man kan sige vi har jo selvfølgelig super vågne øjne på det politiske fordi vi arbejder med politiske aktører så selvfølgelig skal vi være opdaterede og kunne snakke med. Men vi agerer ikke politisk, hverken vores kommunikation eller noget som helst.

Så når der kommer en politisk ambition eller vision, så er det måske mere jeres plads ikke at forme den vision men så at komme med når den skal implementeres.

Ja det kan man måske godt sige.

For at snakke mere om det her OPP begreb, kan du så se en rolle Food Nation kan udfylde i kraft af at den er OPP? En niche om i kan indtage som andre måske ikke ville kunne.

Ja, det er igen det her neutrale ståsted. Det er det der gør os unikke og det er derfor vi bliver brugt og det er derfor det overhoved blev besluttet at vi skal være der. For der ligesom er en neutral styrke.

Så det var også en del af etableringsgrundlaget i første omgang?

Ja. Det var at skabe en aktør som kunne tale alles stemme. Fordi godt nok har vi en bestyrelse, og vi har nogle finansieringskilder men vi dækker hele fødevareklyngen.

Så hvis man er medlem hos jer som privat virksomhed er man det så i kraft af at man er medlem af fødevareklyngen?

Vi har slet ikke medlemmer.

Så det er helt holistisk på den måde?

Ja.

Jeg tror faktisk vi kom rimelig godt rundt om de spørgsmål jeg havde. Det eneste skulle være, altså du har godt nok nævnt det en lille smule, men hvordan i arbejder med viden? Altså viden om danske produkter men også viden mere generelt. Det lyder lidt som om at i samler det her, gør det tilgængeligt.

Altså et eksempel det er vores White Papers, som ikke er lanceret endnu, men som er i proces. Og det er helt rigtig at vi samler viden, vi producerer ikke noget. Vi er dem der samler alt det der eksisterer og putter det ind under samme fane. Og det gør vi blandt andet med de her White papers hvor vi laver et magasin om Quality & Safety. Vi samler en

masse aktører som ligesom er med skribenter på det her magasin, og så kan man så dykke ned i det.

Kan du løfte sløret for hvad det første white paper kommer til at handle om?

Altså det er ud fra de fem styrkepositioner. Så det første er Quality & Safety og så kommer collaboration. Og så de andre, på lidt længere bane.

Selvfølgelig skal du ikke tale Food Nation ned, men i har mange interessenter og samarbejdspartnere, er det nogle udfordringer som du har oplevet i de her projekter?

Jamen det er jo selvfølgelig at der er forskellige holdninger, forskellige agendaer vores partnere imellem og det skal vi selvfølgelig kunne navigere rundt i.

Er der et stort arbejdsområde vi mangler at komme rundt om, eller er der andet som jeg ikke har fået sat fokus på her?

Jeg synes egentlig det har været meget fint rundt. Altså det der virkelig er det særlige er at det både er ministerierne og interesseorganisationer og det private virksomheder. Og så hele det her, at det er meget offentligt det er meget formelt nogen gange, kronprinsen er ligesom SoG vores protektor. Men det giver rigtig meget styrke at have en minister med, det giver rigtig meget styrke at have nogle af de royale med når man er ude og på samme måde så giver det også rigtig meget styrke at der er én stemme som er totalt apolitisk og som taler hele værdikædens stemme.

Jamen så tror jeg faktisk at jeg siger tak.

Fantastisk.

Appendix 1c: Interview – Matthew Marshall, Redwood Coast Energy Agency

Matthew Marshall, Executive Director, Redwood Coast Energy Authority (RCEA)

Telephone, May 29 2018

Julius: *I'm going to ask you a couple of questions, so if there's anything that you are not at liberty to share with me just let me know, that is completely fine, I don't want to step on anybody's toes. As you know English is not my first language so if I do come off as a bit undiplomatic it's not on purpose.*

Matthew: All right, sounds good.

I was hoping you could tell me a little bit about Redwood Energy and your personal involvement with offshore wind energy on the West Coast.

Redwood Coast Energy Authority is a joint power agency, which is basically a shared government agency of the county of Humboldt, all the cities in the county, as well as the regional water district. We've been around since 2003 working on a range of energy issues, energy efficiency, electric vehicle charging infrastructure, energy planning. And then more recently through a process called Community Choice Aggregation, which exists in some states but it's not super wide spread. It's becoming more common in California, Illinois, Ohio and some other states back east. It basically lets us take on the electricity supply component of electricity services while the incumbent utility provides the transmission, distribution and all that. So we've launched a CCA program back in 2017, which has given us local control basically over where our electricity supply comes from. One of the driving forces behind that in our community was supporting the development of local renewable resources both for the environmental benefits of that as well as for the local economic development benefits. And so we've done a lot of planning around what local renewable resources are available and how those might be developed, and it turns out our largest resource potential is offshore wind. If you look at a map of wind resources in the United States there's this big intense area right off the coast here of North California and so we've always had the wind resources as a known resource. But there wasn't really the potential

to develop it, in large part because the floating platform technology necessary for our area, due to water depth here, wasn't really becoming commercially available. So that was one factor and then the other was that the state hasn't really had offshore wind on the radar until very recently. I think partly because of that technological component and focusing on other resources like solar and on shore wind and things that were just lower hanging fruit. But he have been seeing the technology mature and the state has increasing interest and obviously the east coast is starting to catch up to were Europe and others are ahead of the US. And I think that kind of increased interest in the potential is the kind of final element that made a project up here seem like a next step. We've been looking into the southern coast of California and the likely location for a first project in the sense that the wind resources are better up here, but we don't have the population base and there's less infrastructure and so everyone was assuming that the first project would be in the central coast. That it would be where the interest would be. And then the Department of Defense (DoD) basically redlined all of southern California saying "we're concerned about compatibility with the navy and other operations". And so that was the final thing that made us say "oh maybe Humboldt is the kind of place to do a first project" and so we have seen increasing interest both from state and federal folks as well as the industry and that's where we kind of decided that one of the values we've heard from our community is really having local control and local say in what happens rather than just seeing what happens and see corporation from out of the area come in and do projects that may or may not have community values at heart. And so we heard that for a range of topics over the years from our community that they want to see projects happen in a way that is really informed by community input and so to that end we went this route of saying "well rather than just sitting back and hoping that this happens in the right way" we decided to step up and say "alright let's have this be a community driven process" with the realization that we are a small public agency and we don't have the technical or financial capabilities to develop an offshore wind project on our own. And so we said "let's see if we can get a response from the kind of companies that have those capabilities that would want to work with us in more of a partnership fashion. And have it be a collaborative effort with the community having a say in how we move forward. SO we issued a RFQ and saying that we want to move this forward, the community wants to be involved in the process, but we also realize that we need some heavy-hitters that can actually pull this off. And we got a very strong

response on the developer piece of it we heard from different areas and capabilities from technical consulting and environmental work to the full project development side of it. On the development side we got five very credible developer entities that have done offshore wind projects and other renewable projects. We were impressed and humbled by the response, the number and quality of entities that responded to that. And then we had a local review group that went through the response and scored them and we did interviews and basically the team that we selected was EDP renewables (EDPR), Aker Solutions Principal Power, as well as a couple of environmental consultants. But the actual partnership agreement is going to be between RCEA, EDPR, Aker and Principal Power.

I'm heading down to the bay area tomorrow for some negotiations and we are working through what that actual agreement will look like and so we are in the early stages and we have gotten to the point where we've got the proposed team and we're hashing out the details of what that PPP really looks like. Because it's a work very much in progress.

And that's why it's so exciting because we do see, from my experience, PPPs are getting more traction and attention. Especially in Europe and Canada, Australia, but it seems like it's also happening in the US now. And that's also part of the reason I'm really engaged in this specific topic. I was wondering if you could talk a little bit more about the kind of constellation between you and the other partners? What role do you see each of the stakeholders play? And maybe mostly you and the developer, not the subcontractors.

That's really taking shape now. There's pieces of it that we haven't sorted out. Certainly in the long run, as a load serving entity that purchases electricity we have an interest in being off-takers of that electricity and that's a fundamental role. We would be buying the electricity from the project for our customers. And I think the other element of it is that we want to work with them to see investment in the community as far as how they're engaging the use of our harbor and how can that be leveraged for broader benefits and not just for this one project, but for greater economic development for the region. The other part of that is having that local perspective so it isn't an outside developer. At least in the early stages having a strong community controlling stake in the decision making process and how that moves forward so that we make sure it mitigates the impact to commercial fish-

ing and is it being done with the communities interest in mind. So we will need some form of seat at the table to ensure ownership, a voting role or what that looks like. That's still really being sorted out, we are considering some option and we haven't nailed that down. And then for the other partners I think principal power, their key role is in the technology. Providing that element which is critical to the success of the project. There's not a lot of floating wind turbines in the world yet and so having a strong partner there is a key piece of the puzzle. And then EDPR is probably going to be the lead partner and developer insofar as the traditional role of finding the financing and all that. That's basically the business area in developing projects. And then Aker, obviously they are in the business of building crazy stuff in the ocean, so as far as undersea cables go. And again the areas aren't quite as defined. Obviously there is going to be some kind of Project Company set up, to be whatever it is, Redwood Coast Wind LLC, but we haven't really sorted out exactly what the ownership shares are or how the equity changes and how that progresses through the development timeline. We are literally in the thick of that right now, trying to work out those details. Ultimately, at the fundamental level, us just buying the electricity is a piece of it, and really providing community ownership role, whether it's an actual ownership, or whether it's just a stake in how the project unfolds.

Do you see yourself having a strategic role going forward in being a partner more than just an off taker of the actual product?

Definitely. And we're working through those roles and responsibilities and one of those things is being a lead on working with labor, working with the fishing community. As far as the lease process goes, really being actively involved in applying for the lease, and hope fully securing the lease from BOEM. Again we are working out exactly how we are going to move that forward. So definitely not just being a passive observer, but being an active, engaged partner. Whether that means we will actually have an ownership stake in the project company or if we will have an agreement with that company, we're working through that right now. At minimum we will have some kind of joint development agreement with the project company and potentially a voting position. But it's a little bit, ask me again in a couple of weeks and I'll probably have a more thorough answer to that.

So I was wondering, the ultimate goal you see coming out of this, is it a single project or is it more of a long-term development of the wind resources that you have along the coast?

We are focusing on a first project, but there is certainly potential, whether it's right here in Humboldt or in the broader region, for a larger commercial scale development. The big constraint we have is the regional transmission grid and so we are focusing on a project that could work within the transmission constraints. The easiest first step is to really get something in the water, there's an ongoing discussion about what would it look like and what would the costs be to upgrade that transmission infrastructure to really fully develop the resource. That is obviously down the road, but I think there is a lot of interest, particularly in the harbor development potential. We have got a pretty well suited, as far as the physical specifics of our harbor, pretty well suited to provide support to and offshore wind industry. We need a few upgrades to dock facilities, things like that, but if you look at the West Coast, we have got a bunch of underutilized, industrial land, we have got a good harbor that don't have any vertical clearance issues and we are well situated on the West Coast. So if you're looking long-term, there's a lot of excitement about the possibility of this first project leading to the jumping off point of a broader West Coast offshore wind industry and the potential for the community to actually be a part of that. So we are looking at ways, while that's obviously a couple of steps down the road, I think there's interest in future proofing current efforts to support that. So when we are doing port upgrades, lets do that with the bigger, longer-term vision in mind. And so there are opportunities to develop that infrastructure in ways that can support more robust industry down the road if we do that. And similarly we've got a good research center at the university so there's the possibility of having R&D efforts to support the industry locally. I think that while we don't want to get ahead of ourselves and we got to get stuff done, there's a lot of interesting in not just saying "one and done" but really look at how this can be a good hub for the industry on the west coast, as we have seen happen in Europe. There's definitely a lot of interest with our local stakeholders and businesses. Tempering that expectation with the timeline that's involved, the industry is not going to develop instantly, but as it starts to take off I think that's....

I was wondering if you decided on the scale of this first project? Is there a sense of the scope in terms of how many mega watts (MW) it's going to be.

Yeah, we are shooting for something in the 100-150MW range. And that was targeted as what we think the upper end of what we think the transmission constraints could accommodate. We are now going through the process and that might be too high, we might end lower than that, but we know it's not going to be higher than that number. That's the most we can put on the grid without transmission upgrades, so that can scale back. But the goal was to fit within that, and also balancing not wanting to do too big a project. It's the first off shore wind project on the West Coast, and we don't want to go too far when people haven't seen the technology yet. But obviously there's economies of scale, you've got all the fixed costs, so we are aligning all those things and looking at how big we can go without making it overly big. And we are not going to go from nothing to 1GW, especially being new to the process and working with floating wind, and how will the whales off our coast interact with the cables. So we are working through all the environmental issues, particularly in California there's a lot of focus on that. 10-15 turbines to start is helpful, not 100.

And I was wondering if you could speak a little bit to why it is in this particular industry, you have local economic development, you have the harbor, you have developers and consultants, do you think there's something in that space that requires you to involve so many different partners rather than just going out on your own and doing this?

It's certainly about as complicated a project as can be. You are doing something that's in the ocean, and you know it's in federal waters, but then you're going to be crossing state waters and onto shore and taking in the grid. SO It's every possible state and federal agency that has environmental jurisdiction that has to weight in, so there's that element of it. Obviously it does check a lot of boxes, in the sense that you want to do it right so you don't have environmental impact and you obviously want to do it mindfully so you're not impacting fishing. But then it's a new industry that is forward looking and it's well suited to our harbor and locally we are a fairly low-income community that historically was resource based on forestry and things like that. And so our harbor is pretty underutilized, is a nice way of putting it, there's a lot of deteriorating old docks and lots and empty build-

ings. There's a lot of attention to the fact that we have this asset, and it's been a struggle to find uses because we don't have rail connection. So the potential for offshore wind where in the early stages you don't need rail connection, you have big pieces coming in and you can do assembly, and down the road maybe manufacturing here I think it's one of those things that resonate with a lot of folks. People like the idea of renewable energy; they also like the idea of industrial, blue-collar jobs and utilizing the harbor. SO in that way I think it aligns different interests where the renewable, environmental folks wouldn't necessarily be excited about the same project that harbor development, industrial guys are interested in seeing happen. This is something where they can both say "hey, this checks all of the boxes".

Yes I can definitely see that. And along the same lines, I was wondering if you can see any unique advantages that you've had because you've included both private and public stakeholders from the get-go, both in terms of expertise and resources that you can pool.

Yeah, so the role on the private side I think is pretty straightforward. The financial and technical capabilities in doing an offshore wind project is not something everyone has so having capable private entities that can actually pull off a project like this is key, both financially and technically. Without that you can dream all you want, but actually building it is a pretty major undertaking. And the conversely I think rather than just let a private company go do that, certainly in our community there's a lot of skepticism of outside companies due to bad experiences. Both in the energy and non-energy realm. Companies came in proposing large projects and they really didn't engage the community, and had more of an extractive mentality. There's a lot of opposition, and in some cases harm was done because people had short-term financial goals. So there's a lot of skepticism of outside companies coming in and doing large projects, and so at the very minimum having a genuine community role in that rather than just saying "oh we're gonna hold some town hall meetings, and take you input, and write it down, and attach it in the appendices to our final report". Having that community involvement I think can really help a project be successful, because one key element is the technical part of it. But there's also are you getting opposition from the fishing community, are you getting engagement and strong input? And we certainly see a stronger, more positive response from the fishermen that feel

like ok there's these local guys that are here and are not going anywhere. They can walk from their office down to my office. They know where I live, it creates that connection that makes it feel like this is someone we can actually trust and work with. As opposed to "oh here's this big Portuguese company that we've never even heard of and doesn't know anything about our community". With no judgement of that, it's a lot harder to just drop in and say "hey I'm here to do this project" and I think having that tighter relationship makes it more of a community project that develops the community resources and assets. Rather than having a big company coming in and making some money that hopefully have some ripple effects.

I can see that, and that was also what I expected you to say. It makes sense rather than just taking complaints once the project is over and done with.

Yeah and that's what we wanted, instead of just saying "here's the project, hope you don't hate it". So before we even get there let's sit down and chat, have a conversation with the tribes and with the fishermen and the people that are actually involved in the process. When we we're doing the RFQ and the review of the responses to pick which developers we we're going to work with that had representatives from the environmental community, labor, economic development, non-profits. Instead of just showing lip service to the community, the guys showed up and helped us pick who was going to do this project out of this pool of companies. And we saw a positive response to engaging people in this fashion.

Appendix 1d: Interview – Majken Kalhave, State of Green**Majken Kalhave, Head of Programmes, State of Green****Telefonisk, 22. Maj 2018**

Julius: *Du har været ved State of Green i nogle år, lige siden det hed Klimakonsortiet, ikke sandt?*

Majken: Jo det er rigtigt.

Er det din første indgangsvinkel til hele OPP-samtalen, eller har du nogen anden baggrund inden for det område?

Nej, det er første gang jeg har arbejdet i et offentligt-privat partnerskab. Jeg arbejdede i et konsulent bureau før, så det var meget privat må man sige.

Har det været en svær overgang?

Nu det jo efterhånden et par år siden. Så nej det synes jeg egentlig ikke, siden jeg er skolet mere eller mindre op i det. Det var mit 2. job, og jeg havde kun været ude i ét år, dvs. jeg havde kun været ude i et år inden jeg skrev mit speciale. Så på den måde har det ikke været en overgang for mig.

Hvis vi tager helikopterblikket på situationen, ser du så en interesse i OPPer i Danmark?

Tænker du udelukkende inden for den grønne sektor, eller mere generelt set?

Som udgangspunkt generelt, men hvis du har nogle eksempler indenfor den grønne sektor ville det være fint.

Altså jeg kan klart se en tendens over de sidste 10 år, hvor jeg har arbejdet med det her område, til at der er kommet langt mere fokus på OPPer. Både af strategisk karakter, men

også operationelt. Der er en kæmpe forskel fra da vi startede Klimakonsortiet op, hvor man jo netop så Klimakonsortiet, som blev etableret i 2008 som en testballon for, hvordan man kunne arbejde med OPPer, ikke i reelle byggeprojekter eller lignende, men i mere strategiske koblinger. Med henblik på at kunne lave en overlægger for noget af det der bliver implementeret. Og der var der ikke mange andre af vores slags, det var som sagt en testpilot der tog ret lang tid at udvikle modellen for. Hvad er egentlig formålet når man opererer i et OPP? Som har meget forskellige både politiske dagsordener, men også økonomiske dagsordener. Hvordan finder man så en fælles agenda for det? Og der var Klimakonsortiet dengang sådan en prøveballon. Så jeg kan klart se en tendens til at det ligesom har udviklet sig.

Og der kommer du også ind på med det samme at der er nogle forskellige interesser som måske trækker i nogle forskellige retninger. Det er jo helt centralt i OPP begrebet, fordi der er bare i sagens natur ikke altid overensstemmelse i hvad de offentlige partnere og de private partnere er interesserede i. Er det noget som i har arbejdet meget med internt, at få det til at harmonere?

Jamen det er det egentlig. Og ikke kun i skellet mellem offentligt og privat, men også i skellet mellem privat og privat, og offentlig-offentlig. Vi sidder jo i 4 ministerier og 4 brancheorganisationer i vores partnerskab, og blandt de brancheorganisationer er der uenigheder omkring både den politiske agenda og fokus rent sektormæssigt. Men egentlig også hvad er formålet? Er det tiltrækning af investeringer eller er det mere øget eksport? Det er jo to ret forskellige strategier man lægger når man arbejder med de to ting. Og i forhold til den offentlige-private sfære så har det været noget vi har arbejdet en del med. Man kan sige vores mandat, og vores hjemmel og hele formålsparagraffen, blev jo lavet som et projekt. Fordi vi havde en begrænset levetid, der i virkeligheden begrænsede sig til 2 år, altså henover COP 15 og så skulle vi lukke ned igen. Og der var formålet ligesom synliggørelse af danske kompetencer og styrkepositioner og løsninger, og det er jo sådan relativt begrænset formål. Som jeg tror de fleste, både fra offentlig og privat side hurtigt kunne blive enige om. Det var mere da vi begyndte at blive en mere fast instans, og blev forlænget, og kunne måske se vi ikke lige skulle lukke ned foreløbig igen at de her overvejelser omkring hvordan de forskellige brancheorganisationer og forskellige offentlige mini-

sterier osv. Deres interesseområder blev en større del, fordi så var der pludselig behov for at udvide vores arbejdsfelt lidt. Til for eksempel at inkorporere det her tiltrækning af investeringer, som ikke havde været en del af vores oprindelige formål.

Det er nemmere at blive enige om de mere generelle vilkår, når der er så mange interessenter involveret fremfor når man skal ned i de specifikke detaljer måske?

Ja, det er i hvert fald en del af det.

Det var en hel masse udfordringer at arbejde med når man er sådan en hybrid organisation. Har der været nogle ting der er gået godt. Både internt, men også i forhold til jeres stakeholders udenfor organisationen. Hvad for nogle særlige fordele har denne hybrid opstilling givet, hvis nogen overhoved?

Altså hvis man nu tager den på den nationale bane først. Så har det klart været en fordel at kunne arbejde på tværs af sektorer og sektorfokus. Hvor man kan sige brancheorganisationer, som landbrug og fødevarer, har en stor række danske virksomheder men indenfor et begrænset sektorfokus de arbejder med. Dansk Industri Rækker bredere, men gør det i separate enheder i form af deres branchefællesskaber, og vindmølle industrien arbejder i sagens natur med vind osv. Og det at lave en platform, også på tværs af ministerier, altså EKF, Miljøministeriet Erhvervsministeriet, Udenrigsministeriet, det at have én samlende platform der arbejder på tværs af alle sektorer og politiske visioner har givet en mulighed for at lave et markedsføringsapparat der kan markedsføre mere holistisk end man ellers ville kunne gøre qua de forskellige brancheorganisationer og ministeriers fokusområdet. Det har vist sig på den nationale bane at give rigtig god mening for alle de indkomne delegationer, der kommer til Danmark, som jo sjældent udelukkende vil se på spildevand. Så er det ligesom spildevand i en større sammenhæng de vil se på, og det har vi været med til at muliggøre fordi det har været en bredere platform med langt flere interessenter. Og man kan sige internationalt der har det givet os en klar fordel på flere forskellige måder. En er at vi har fremstået som en neutral platform, der hverken har haft et kommercielt sigte eller et specifikt politisk budskab. Og det har været en klar fordel at man har fremstået neutralt i forhold til at kunne skabe de relationer der gør at man jo forhåbentligt på

sigt kan skabe den her præferencestilling af Danmark.

Det er interessant det her du siger med at man fremstår som en neutral spiller. En spiller der arbejder imellem andre, og på nogle måder har sat sig i mellem to stole.

Helt klart. Og det gør vi meget ud af når vi taler med internationale stakeholders. At sige, det her med at kalde os selv en brandingplatform, det gør vi meget sjældent når vi italesætter os selv. Jeg er godt klar over det der andre der gør, men det er egentlig helst ikke sådan vi vil ses. Vi vil gerne ses som en dialogskabende, faciliterende, instans der laver matchmaking mellem interesser. Og som kan være med til at agere bindeled mellem efterspørgsel og udbud på grønne løsninger med henblik på en øget grøn udvikling globalt set. Det er sådan ligesom italesættelsen af os. Og så er det klart det selvfølgelig har en underlæggende agenda der hedder at få de danske løsninger bragt i spil i den globale udvikling. Men netop for at fastholde den her neturalitet så det selvfølgelig ikke nødvendigvis det vi går forrest med.

Du lægger vægt på at det er arbejde imellem sektorer, men har i kunnet trække på bredere kompetencer ved også at arbejde på tværs af det privat-offentlige skel?

Ja det tror jeg klart. Fordi at for mange er det i virkeligheden en og samme sag. Fordi man kan sige inden for det grønne område i Danmark, der er rigtig mange af løsningerne afhængige af både offentlige og private interessenter, fordi de er udviklet sådan. Altså du kan ikke lave en forsyning der ikke har private leverandører, men den er offentlig driftet (drevet). Så på den måde så vil løsningerne næsten altid være, eller ofte, være et sammenfurium af offentlige og private spillere. Og derfor så er det at have en platform der også på en eller anden måde showcaser det, og er det i sig selv, en kæmpe fordel.

Det giver rigtig god mening, og for igen at pege tilbage på den holistiske tilgang så er det også holistiske løsninger som man ser det ikke kun handler om at sælge ét produkt eller eksportere én politisk stilling til udlandet. Men altså det er nogle ting der går hånd i hånd, og man ikke nødvendigvis kan adskille.

Helt klart. Det er altid vores mandat. Vi er ikke sat i verden for at brande enkelte produkter og gør det ikke. Det er den integrerede og holistiske tilgang til grøn udvikling som vi arbejder med som det OPP vi er. Og så netop på tværs af sektorer, skel og geografi.

Det er svært at komme uden om det når vi sidder i det hver dag, men vi snakker selvfølgelig mest om grøn udvikling, teknologi og løsninger. Men ser du at SoG har den her form for succes ved holistisk branding og ved at kombinere offentlige og private partnere netop fordi det handler om klima og miljø eller på trods af klima og miljø?

Ja måske. Fordi rigtig mange af løsningerne også er afhængige af offentlige og private. Og fordi at rigtig mange af løsningerne, netop der hvor man kan benefitte ekstra når man kigger på grøn udvikling og omstilling, det er jo netop ved at tænke på tværs af sektorer og holistisk. Og have en holistisk tilgang til det. Altså når man laver klimasikring af forskellige boligkvarterer i København så tænker man samtidig mobilitet og infrastruktur ind samtidig med at man tænker fjernvarmesystemet og udskiftning af rør ind. Det at man spiller på så mange heste, altså både energi, klimatilpasning, vand, forsyning, osv. Giver muligheder for rigtig store besparelser og det giver bedre løsninger. Det er altså et indgående formål at tænke tværgående, hvor det måske ikke er tilfældet indenfor fødevarer eller healthcare, eller digitalisering.

Ser du SoG udføre aktiviteter og udfylde roller på en anderledes måde i kraft af i er OPP? I modsætning til andre typer organisationer.

Hvor vi måske i højere grad kan tillade os at være klassens frække dreng for at bruge den analogi. Vi kan tillade os at stille de spørgsmål som en brancheorganisation ikke kan fordi den netop repræsenterer 10.000 forskellige danske virksomheder. Eller et politisk system ikke kan fordi der ikke er opbakning i folketingsgruppen osv. Der kan vi stille ting op på en anderledes måde. Men det har så selvfølgelig også sin begrænsning kan man sige. Fordi vi jo så ikke kan stille skarpt på politiske budskaber eller have en holdning i sig selv. Altså det kan vi jo ikke fordi vi netop repræsenterer så mange forskellige organisationer både offentlige og private som har forskelligrettede interesser. Og derfor er det en varsom gang man hele tiden skal gå som OPP. I hvert fald med så mange forskellige interesser som

vi har. Fordi man netop ikke kan ytre sig helt stålfast om ret mange ting.

Og særligt når man, som du selv siger, vil opfattes som neutral spiller er det vigtig for hele organisationens selvopfattelse. Så er det klart man ikke kan gå ud med helt ligeså klare budskaber.

Helt klart. Der er det mere at vi kan dokumentere og fremvise det andre har sagt og gjort. Men vi gør det ikke selv, og det er måske det man skal se os som. Vi kan agere talerør når det er en løsning eller noget der er cementeret. Men vi kan ikke agere talerør for luftige politiske visioner. For eksempel med regeringens energi udspil, det kunne vi ikke forholde os til før det var en realitet. Men nu er vi så i en situation hvor vi kan være en aktiv del af implementeringen.

Man ender vel med at være reaktionær i sådan nogle situationer hvor der kommer nye regler og rammevilkår, frem for proaktiv.

Helt klart. Helt klart. Altså vi kan jo godt komme ind og hjælpe med, når der er lavet de politiske visioner, og se på hvordan skal de rent faktisk implementeres. Hvad for nogle handlingsplaner skal der liggelse for det. Men de politiske er vi ikke med i.

Nu kan i ikke være den som sætter dagsordenen. Men er der nogle andre roller som i kan løfte. Du må gerne komme med et helt specifikt eksempel på en opgave som i har løst på en effektiv måde.

Nogle af de områder hvor vi nogle gange bliver brugt, det er for eksempel underskrive MoUs (Memorandum of Understanding) med eksempelvis bystater. For eksempel har vi for nyligt underskrevet en MoU med Dubai Electricity and Water Authority som sidder med hele forsyningsnettet, Dubai's vand og elektricitet. Der har vi underskrevet en MoU på vegne af Danmark og sammen med den her authority i Dubai med henblik på øget samarbejde for at få danske løsninger i spil, erfaringsudveksling osv. Og der kan vi gå ind og være agerende part på vegne af Danmark fordi vi netop repræsenterer både det offentlige og det private. Dermed bliver det ikke parti-politisk, det bliver ikke én bestemt bran-

che der spiller deres løsninger ind, hvorved man opgiver neutraliteten. Men man får for-
enet både selve løsningerne som det offentlige jo ikke kan gå ind og pege på uden at man
sidder og agerer som politisk system. Det er super effektivt, vi har gjort det samme i Indi-
en og forskellige andre lande. Der har vi en ret effektiv form som vi både bliver bedt om at
udnytte fra offentlig og privat side fordi vi netop rummer helheden. Så det er i hvert fald
et eksempel hvor jeg kan se det giver rigtig god mening og sende OPP samarbejder forrest.

*Her til sidst vil jeg høre lidt om SoG og videndeling. Nu ved jeg også at SoG prøver at
agere som den her samlede vidensplatform omkring grøn teknologi i Danmark. Både på
det nationale og internationale plan. Er det noget som har fungeret? Både på det natio-
nale og internationale plan.*

Der har den sådanset fungeret begge veje. Ift. Danmark der har det vist sig at være et ret
effektivt apparat og søge ind i når man både skal vide noget om hvilke danske virksomhe-
der har vi der arbejder med noget specifikt i Danmark. Der dækker vi måske 80-85% af
alle de virksomheder på vores platform. Derfor kan man ret hurtigt gå ind og danne sig et
overblik over hvad er det for nogle virksomheder der arbejder for det, og hvad er de stær-
keste løsninger inden for området. Og det gør også at man fra mange forskellige sider, for
eksempel Udenrigsministeriet bruger os tit, hvis de skal lave et fremstød på spildevand i
USA fx så er vi et effektivt værktøj for at finde løsninger og virksomheder. I forhold til den
internationale scene, så fordi Danmark er så lille et land giver det mening at lave den her
one-point-entry. Hvor man kan bevæge sig fra at ville vide noget generelt og så defilere
helt ned til den enkelte løsning. Det betyder også, at man fremfor at få viden om et enkelt
produkt, så får adgang til en kæmpe vidensportal. Og i det man får viden omkring ren luft
og mobilitet, opdager man at du kan med fordel tænke i vandforsyning eller klimatilpas-
ning når du alligevel ser på det fordi de ting hænger sammen. Og der giver det mening at
brede sig ud, fremfor at have et fællesskab der arbejder med energi isoleret set. Dermed
kan videndelen have en to-rettet effekt, både bagud mod nationale interessenter, men og-
så ud over landets grænser og overfor de internationale stakeholders vi gerne vil have fat i.

Appendix 1e: Interview Protocol (From Food Nation interview)**Lidt om dig**

- Hvad er din baggrund?
- Hvordan kom du til at arbejde for Food Nation
- Hvad er din indgangsvinkel til OPP begrebet? Professionel/Akademisk

Om Food Nation

- Hvad er Food Nations mandat i dansk erhvervsliv?
- Hvor gammelt er initiativet ?
- Hvem og hvorfor startede det?
- Hvordan hænger økonomien sammen?
- Hvordan og med hvem udvikles strategien for organisationen?
- Hvor tæt arbejder i sammen med de offentlige partnere?
- Hvor tæt arbejder i sammen med de private partnere?

Om Food Nation's virke

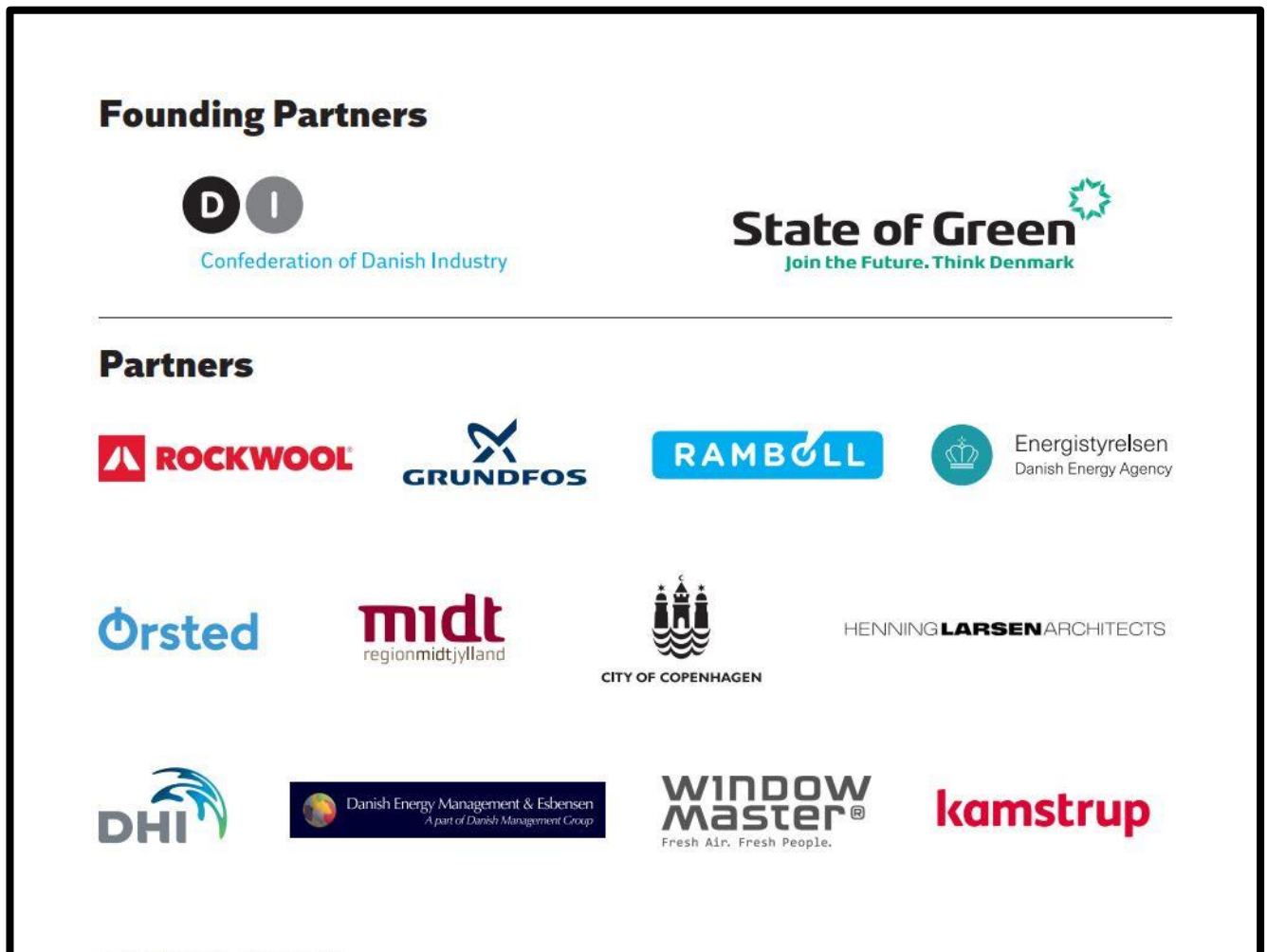
- Hvordan arbejder Food Nation konkret?
- Har du et eller to eksempler på aktiviteter i har udført det sidste år?
- Hvad oplever i jeres samarbejdspartnere finder størst værdi i?
- Hvad er den største succeshistorie for Food Nation?
- Hvordan arbejder Food Nation med vidensdeling?

Om OPP begrebet

- I hvilken grad arbejder Food Nation politisk?
- Er der nogle særlige roller Food Nation kan spille som OPP?
- Hvad er de største udfordringer ved at arbejde som en OPP?
- Er der nogle fordele ved at arbejde som OPP?
- Er der nogle rum som Food Nation kan navigere anderledes i kraft af status som OPP?
- Har du nogle afsluttende kommentarer om særlige egenskaber som OPP'er besidder?

Appendix 2: Partner Overview

Appendix 2a: Overview of Danish Cleantech Hub Partners 01/01/18



Appendix 2b: Overview of Food Nation Partners 01/01/18



Appendix 3: Contributors to Wind Energy Moving Ahead

WIND ENERGY MOVING AHEAD

How wind energy has changed the Danish energy system

Version 3.1

Printed in July 2017

Front page photo

Cover photo showing Anholt Offshore Wind Farm. Photo: DONG Energy

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