

Public Involvement and Sustainable Food Initiatives in Copenhagen

A Master Thesis

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Abstract

Due to increasing climate challenges, Copenhagen has been taking measures to secure a more sustainable future and become CO₂-neutral in 2025, by combining green sustainable solutions with public involvement. The Copenhagen municipality emphasize that citizens are a key prerequisite in the green transition and have also expressed formal interest in supporting urban food initiatives and grass root activities, as a meaningful way to support a sustainable development. However, there is room for improvement when it comes to citizen involvement, and it is necessary to find new ways of inclusion across the departments in the municipality. In our explorative case study we have interviewed representatives of the municipality and urban food initiatives, and analysed our data in relation to theory about public involvement, co-production and empowerment. We can conclude that the local municipal satellite units offer a more dynamic and innovative approach to public involvement. Furthermore, it is found that initiatives are likely to experience an easier process of collaboration with the municipality, when their initiatives fit the local agenda. Citizen involvement is not always the desirable scenario and may constitute a waste of resources, but when handled ‘correctly’, it offers the municipality and citizens an immense opportunity to co-develop a sustainable city.

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Appendix G – Kristian Skaarup

Appendix H – Sandra Villumsen

Appendix I - Jonas Dreves Glass

Appendix J – Omstilling.nu

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1.0 - Introduction

Global climate changes are currently one of the biggest threats to the way of life, as we know it. Researchers attribute climate change to a variety of unprecedented challenges and WHO estimates that 150,000 lives are claimed yearly as a result of increased temperatures (Patz 2005, 311). The rise in temperature causes heat waves to intensify, infectious diseases to thrive and epidemics to spread rapidly. Furthermore, an estimated 800 million people worldwide experience starvation and undernourishment, due to droughts and subsequent crop failures (ibid., 310-311). WHO underlines that none of these challenges related to climate changes seem to have any near expiration date but will -at least- until 2030 escalate, unless region wide interventions are initiated (ibid., 315). It is not only human lives that are endangered directly by climate changes, also deforestation and vivid nature is turning into deserts, which is harmful to the general biodiversity and ultimately to all life (Grimmond 2007, 83).

Manmade Climate Changes

The implications of climate changes are, as described above, destructive and comprehensive. In a recent study from the climate field, leading scientists agreed that anthropogenic (human activity) greenhouse gases are predominantly causing the global warming (Verheggen et al. 2014, 8963). Additional research shows that the scale of global environmental changes (deforestation, deserts, loss in biodiversity) is largely happening due to a fast incline in the total human population (Grimmond, 2007, 83).

It is not exclusively the total growth of human population or the influx of inhabitants to cities that causes climate changes. Responsibility for the changes (not including natural occurrences) both locally and globally lies largely with the disproportionate resource expenditure, which characterizes urban living (Grimmond 2007, 83)

Copenhagen, Green Capital of Europe

With the increase in urban populations and the disproportionate resource expenditure and subsequent climate changes, many cities have been taking measures to secure a more sustainable future. One of those cities is Copenhagen, that with a plan to become CO₂-neutral by 2025 and by combining sustainable and innovative solutions with urban growth and quality of life initiatives was elected Green Capital of Europe in 2014 (Sharing Copenhagen 2014). The Copenhagen municipality emphasize that the citizens are a key prerequisite in the effort to become CO₂-neutral, and that public involvement in

general offers great resources and knowledge (ibid). By involving citizens in the sustainable transition, they are more likely to take responsibility for the environment and perhaps become more aware of how their general consumption patterns influence the environment (Agger & Tortzen, 2015, 13-14).

The Importance of Citizens

It makes a lot of sense that the municipality express great interest in collaborating with its citizens to share the responsibility of developing a sustainable city. Especially from a theoretical standpoint, where citizen involvement, co-production and empowerment are emphasized as core democratic virtues, and where citizens are perceived as valuable resources (Voorberg et al., 2013,11-12; Boyle & Harris, 2009, 11). It is also the municipality's responsible to include citizens and facilitate co-productive collaborations, where they have meaningful influence on circumstances that challenge their life situation. Such as adapting to climate changes (Boyle & Harris, 2009, 8). Empowered citizens should be given meaningful influence and responsibility, which is an important prerequisite for the municipality, when new projects and initiatives are in the process of being embedded. This will most likely ensure that citizens feel more stewardship over the projects, and make the project more durable (Tortzen, 2008, 181; Rich et al., 1995, 659).

Urban Food Initiatives

Besides focusing on green energy, heat regulation and rainfall adaption, the Copenhagen municipality have in collaboration with 99 other green cities signed the Milan Urban Food Policy Pact in 2015 (MUFPP). The MUFPP entails various aspects of citizen involvement and sustainability, but also tangible commitments to sustainable food policies (Forster et al., 2015, 11). By signing the pact, the municipality have expressed interest in assisting urban food initiatives and grass root activities, as a meaningful way to support a sustainable development. Copenhagen is home to a lot of great urban food initiatives and grass root movements, such as "Østergro", "Københavns Fødevarefællesskab", "Bioark", "Byhaven 2200", "Omstilling.nu" and "Human Habitat". All of which have contributed to our project with information, viewpoints and opinions. These initiatives offer a way for urban citizens to engage in sowing crops, visit biodynamic farmers, support local organic produce and generally make citizens more knowledgeable and reattached to the origin of the food they consume.

Copenhagen is a prominent and innovative green city, which encourages citizens to participate in the urban development, and with many grass root- and urban food initiatives already supporting the sustainable transition. However, the Copenhagen municipality has expressed that there is room for improvement when it comes to citizen involvement, and that focusing on citizen involvement alone is far from sufficient. It is necessary to find new ways of inclusion across the departments in the municipality (Københavns Kommune 2015). Additionally, citizens have requested better ways to collaborate with the municipality, and easier ways to get into dialogue.

1.1 - Research Question

With the previous in mind, we want to explore the following:

How does the Copenhagen municipality handle public involvement that supports local food initiatives, and how does the food initiatives experience this involvement?

1.2 - Delimitation

The Copenhagen municipality has a holistic and diverse approach to urban development. We use holistic as a term that covers a multitude of details, components and considerations that together provide a more wholesome perspective. The municipality focus on managing rainwater, green energy and heat regulations as primary goals to become CO₂ neutral by 2025 (Københavns Kommune, no date, A). We acknowledge, that these are all important focus points in the sustainable transition. However, we will not investigate the effect they have on Co₂ emission, or whether one focus point is more important than the other in relation to urban sustainable food initiatives. We will however, consider that the municipality have other priorities, but at the same time argue for the importance of food initiatives in the sustainable transition.

Furthermore, we have limited ourselves to Copenhagen, even though we know similar processes of public involvement and sustainable food initiatives are happening in other cities of Denmark and the rest of the world. However, seeing Copenhagen as a role model and it's "Europe's Green Capital"-title, have resulted in Copenhagen receiving a lot of focus and attention from the outside world.

In this project we narrow our project scope to how founders of urban food initiatives experience their collaboration with the municipality, and how the municipality support these initiatives. It would be interesting to know how Copenhagen citizens in general perceive public involvement in Copenhagen, but that is not the point of this project. Furthermore, we do not look into the psychological reasons behind citizens participating; i.e. uncovering how the general citizen's personal backgrounds and their incitement for engaging themselves in public involvement.

We do not seek to develop solution to the potential problems of public involvement, and we do not suggest that our data is adequate to do so. However, we do wish to contribute to an understanding of how public involvement may be perceived in society; and also to help grasp and understand the very complex situation of collaboration between a huge municipality and small private initiators.

2.0 - Copenhagen Municipality, a case description

The following section serves as a case and background description of Copenhagen as a city in the process of becoming carbon neutral by 2025 (Sharing Copenhagen 2014, 4). We will use the Copenhagen Municipality's official commitments to urban sustainable development, to outline a framework that provides an understanding of the City that constitutes the case study for our project.

2.1 - Case Structure

The framework for the case study will include the most noteworthy and relevant efforts and turning points introduced by the municipality to promote sustainability. We believe that a review of the most impactful initiatives since 2002 can provide a better understanding of what shaped contemporary sustainable Copenhagen anno 2016. In the case description we will include the status of Green Capital of Europe in 2014, the introduction of the agenda 21 centres in 2002-2005 and the establishment of Københavns Madhus in 2006. Then we will present the establishment of the first climate resilient neighbourhood Skt. Kjelds Kvarter in 2014. Afterwards, we present the "Sammen om Byen" project, which was made by the Copenhagen Municipality in 2015 to enhance public involvement. Finally, we will describe the Milan Urban Food Policy Pact from 2015 (MUFPP). Much of our research is based on literature relevant to the points in the MUFPP, specifically those dealing with public involvement as a necessary effort to

promote lasting changes in the urban sustainable transition (Forster et al., 2015, 22-25, point 3, 4, 17,18,20). The specific points will be outlined in a subsection 2.8. Furthermore, the content and framework of the MUFPP will be described to understand what kind of commitment we believe Copenhagen has undertaken, by formally signing the pact.

We have decided to make a very detailed and elaborate case description, because a large part of the project understands how the Copenhagen Municipality outline and commit to sustainable initiatives. This requires a diverse and comprehensive outline of what we found to be the most significant and relevant political initiatives dealing with (urban) food, sustainability and citizen involvement. The description of Copenhagen is a key component of the analysis, where we will investigate if the external and formal presentation of Copenhagen is coherent with the internal procedures, which we base on the opinions of municipal employees.

This case presentation will present an overview of:

- What important external commitments and collaborations does Copenhagen comply with, in relation to sustainable urban development.
- How does food relate to sustainability in municipal auspice
- How are the citizens and public involvement perceived from a municipal level, based on the initiatives made by the municipality between 2002-2015

2.2 - 2014 - Copenhagen: Green Capital of Europe

The Sharing Copenhagen report presents important political and practical perspectives, that can help us understand how exactly sustainability and public involvement is formally promoted and understood in the current Copenhagen Municipality. Describing the development and current status of Copenhagen as a sustainable metropolis, can also help us understand which conditions our interviewees ‘operate’ under. Moreover, in the analysis it can help us assert the opportunities or challenges they meet, when initiating urban sustainable food practices.

In 2014 Copenhagen was elected Green Capital of Europe, which is a title only the most progressive green cities earn (Sharing Copenhagen, 2014, 42). The Lord Mayor, Frank

Jensen, dubbed it ‘Sharing Copenhagen’, with a reference to sharing as a fundamental premise for sustainable development (Ibid. 2014, 4). Sharing entails engaging citizens, educational institutes, NGO’s and businesses in interdisciplinary collaborations to prospectively keep Copenhagen as a flagship of innovative solutions in the sustainable transition (ibid).

The CO₂ emission in Copenhagen has since 1995 been reduced by 40 percent and the goal is to become carbon neutral by 2025 (Sharing Copenhagen, 2014, 4). The highlighted methods to reach said CO₂ reduction include:

- 98% of Copenhagen households are linked to a specific heating system
- Water management
- Green mobility
- Waste management

Frank Jensen emphasizes that if the global climate challenges are dealt with correctly, it will create both new jobs and a more vibrant city (Sharing Copenhagen, 2014). We note that there is no particular mention of urban food production as an ideal method to reduce CO₂ emission.

Sustainable Co-Production

The CEO of Technical and Environmental Administration in Copenhagen, Pernille Andersen, recognizes sharing, collaborative mentality and co-production as important prerequisites to achieve the carbon neutral status in 2025 (Sharing Copenhagen, 2014, 7). Concrete efforts to support co-production entail specific themes such as urban planning, resources, waste (food waste), urban gardening and green mobility. These themes were covered through events, conferences, outreach programmes and more, in which a broad variety of stakeholders were engaged, including citizens. A specific case in ‘Mjølnerparken’ where co-production is being utilized in public auspice will be presented in a later subsection 2.6. Furthermore, in the analysis we will cover when and how the municipality and Civil Society Movements engage in co-production, or when Green Businesses and municipality engage in co-production. Additionally, we will analyse how co-production can enhance the collaboration.

Urban Consumption and Green Spaces

The year of being Europe's Green Capital featured many innovative ideas and events on how to reduce consumption and recycle resources (Sharing Copenhagen 2014, 20). One of the happenings that stand out as particularly interesting for our project is the 'Eat Your City' conference and subsequent workshops. Eat Your City promotes the idea of edible urban landscapes; -gardens, -agriculture and school gardens as a frame for social coherence (Eat your city, 2014). The 'Blue and Green City' project was conceived, with the purpose of reconnecting urban Copenhageners with the (urban) wildlife. The green spaces in Copenhagen are also considered ideal locations to promote sustainability (Sharing Copenhagen 2014, 27). By involving citizens, green enthusiasts and their ideas to make Copenhagen "edible", the 'Eat Your City' project made it possible to address the environmental challenges of urban life and communicate the benefits of urban nature (ibid, 26). Additionally, guerilla gardening in vacant lots, backyards, opens sources and on rooftops seems to be embraced as a valuable part of urban sustainability in the Sharing Copenhagen report (Sharing Copenhagen 2014, 28).

Participation during Copenhagen Green Capital 2014

An estimated 570,000 participated in the different events hosted during 2014 (Sharing Copenhagen 2014, 9). The sheer amount of participants suggests that the Copenhagen citizens (and visitors) are very supportive and interested in being part of the sustainable transition.

The municipality states that during the Green Capital events, the work with stakeholders would sometimes evolve and be better if the municipality allowed the projects to be unravelled at a pace set by the people involved, such as NGO's, grassroots, citizens and more (ibid, 10). Additionally, the mayor for Technical and Environmental Affairs (at the time), Morten Kabell, describes that *(..) if new solutions are to improve the lives of our citizens, the citizens should be involved in the solutions* (Sharing Copenhagen 2014, 5).

Asserting Green Capital of Europe 2014

The report (Sharing Copenhagen) portrait the city as a highly ambitious and innovative frontrunner in urban sustainable development.

The scale of political, private and public players that have participated in planning and executing the Green Capital 2014 events, indicates that sustainable urban development is a concern that according to Sharing Copenhagen (2014, 4) should include a multitude of actors to solve.

Sustainable key targets 2014

The specific key targets to reach the desired carbon neutrality by 2025 include reduced heat consumption by 20%, save 50,000 tonnes of CO₂ through clever and innovative construction and renovation (Sharing Copenhagen, 2014, 34).

Additionally, sustainable development in Sharing Copenhagen is described as having both social, financial and environmental considerations. Furthermore, green initiatives in Copenhagen should pay attention to life improving solutions for the citizens, create workplaces, ensure economic prosperity, promote social cohesion and generally create a robust city adapted to future climate challenges (Sharing Copenhagen, 2014). The report describes a very holistic approach to sustainability and a strong political, private and public support for sustainable development, where co-production and citizens are considered an essential part of the urban development (ibid). However, the promotion of urban food production and initiatives are not emphasized as overall strategic goals in the municipality. If urban food production is not a part of the municipality's overarching plan to reach carbon neutrality, it may influence how difficult it is for the citizens to utilize public spaces for initiatives like urban farming. This is something we wish to investigate in our project, because the Municipal commitment to the MUFPP, as well as the food related green initiatives during 2014, suggest a formal political desire to consider urban food production as a way to promote urban sustainability.

2.3 - 2002 - The Agenda 21 Centers

Over a timespan of approximately 12 years, before Copenhagen became Green Capital of Europe, many initiatives were made to ensure that the citizens of Copenhagen became an active asset in the sustainable urban development. One of these initiatives was the Agenda 21 Centers (A21). The A21 was introduced during an international conference in 1992. One particular point in A21 had the primary purpose of lowering the strain on the environment, by promoting sustainable initiatives in urban development (Miljøministeriet, 2002, 5). The A21 was since converted to what is now known as Miljøpunkter, that is in charge of the local environmental initiatives (Appendix A, 2).

The Copenhagen Municipality introduced the first three A21 in 2002. Their purpose was to secure local environmental initiatives in Copenhagen and to act as a mediator between citizens and the municipality. As such the A21 centers are working largely as autonomous satellite units in the municipality, with the potential to be dynamic and innovative (Miljøministeriet, 2002, 5).

A report made in 2005 reveals that the A21 has initiated, coordinated and innovated a vast amount of projects with many local and municipal collaborators. Additionally, A21 manages to communicate environmental knowledge and unorthodox ideas, which inspires and connects varying stakeholders. The centers are acknowledged for their openness, stability, competent and considerate attitude towards distinct cultural conditions in the local area (Agger et al. 2005, 4).

The report also shows that the local A21 centers have an important role in terms of legitimizing the municipality's environmental initiatives, engaging local citizens and promoting strategies that encourage more fundamental changes. Especially their innovative approach to citizen involvement, seems to be getting more citizens to actively pursue climate friendly solutions (ibid, 5).

Collaboration issues

The collaboration between the municipality and the A21 centers is mostly, but not unconditionally positive, and municipal representatives believes that the A21 can sometimes be "*too anarchical*", "*annoyingly persistent*" and "*money chasing*" (Agger et al. 2005, 4). Additionally, some of the municipal administrations have withdrawn from the cross sectional collaborations. This is likely due to issues with the cross sectional implementation of the A21 (ibid, 7).

As we will discuss later on, from our data from the municipal representatives, that the size and amount of municipal administrations are mentioned many times as a considerable barrier for a uniform strategy for sustainable solutions.

What can the A21 contribute with

The overall strength of the A21 is mainly the ability to actively engage citizens in hands on projects, rather than in the representative democracy, such as public hearings. It is believed that the continued effort to support local projects is more fruitful and will to a larger extent secure that citizen's wishes are channelled into general political considerations (Agger et al. 2005, 7).

Since the A21 centres, later called Miljøpunkt / area renewal centers, have the obvious qualities of initiating projects and activating citizens, we will keep in mind whether the local centers can be a prerequisite to facilitate more urban food initiatives, and further elaborate on it in the analysis.

2.4 - 2006 - Københavns Madhus, organic food on the menu

During the first decade of 2000 new ideas emerged in the wake of the A21. One of the more noticeable was the establishment of Københavns Madhus, (Copenhagen House of Food). A cross-sectional collaboration between three of Copenhagen's administrations came up with the idea for Københavns Madhus with the purpose to:

“...create, promote and develop the interest for healthy, tasty and well prepared food in municipal auspice. Additionally, this would be able to support the Social Administration's initiatives to fulfil the goals of the municipality's Agenda 21 plan of having at least 75% organic food in the municipal kitchens before the end of 2008” (Socialudvalget, 2006).

The general purpose of Københavns Madhus is to improve the quality of the food served to citizens in the municipal auspice (Socialudvalget, 2006). In order to reach the goal of 75% organic produce by 2008, Københavns Madhus wanted to create interdisciplinary collaborations with educational- and research professionals, educate and inspire relevant personnel that are working hands on with producing food and disseminate general knowledge about organic produce (ibid.).

Why organic

In an evaluation of the conversion effort from 2011, Københavns Madhus argues that the conversion to organic food is first and foremost a tool to increase the life quality of the citizens (Københavns Madhus, 2011, 2). It is not further described why organic food should in particular be life improving, but Københavns Madhus (ibid.) report that the conversion includes a reduction of food waste, reduction of meat and increase of vegetables in the meals (in season). Additionally, the commitment to further educate kitchen staff has resulted in more nutritious and enjoyable meals (ibid). Sustainability is also mentioned in the context of lifestyle:

“...Ambitious goals of organic conversion and a high culinary standard requires rethinking and changes, if our lifestyle is to be more sustainable and the public food is to be developed and improved” (Københavns Madhus 2011, 2).

How sustainability is related to lifestyle is unclear, and sustainability is not described in the context of goals or necessity to combat climate changes.

While Københavns Madhus was the first food related effort to connect food and sustainability, the municipality took a huge leap forward in 2013, when the first climate resilient neighbourhood emerged at outer Østerbro, specifically at the ‘Skt. Kjelds Kvarter’. The climate resilient neighbourhood was first and foremost a reaction to the massive rainfall in 2011, which caused previously unseen floods and damaged infrastructure for six billion dkk (Klimakvarter 2013, 4-5). Secondly, the improvements to the Skt. Kjelds Kvarteret are part of the efforts to reach a CO2 neutral status by 2025.

2.5 - 2013 - The first climate resilient neighbourhood in Copenhagen

The Skt. Kjelds Kvarteret is chosen as a pilot project for climate adaptation initiatives in Copenhagen, with an emphasis on handling rainwater to relieve the sewers. The idea is to establish more green spaces and pathways that can intelligently lead the rainwater down to the harbour (Klimakvarter 2013, 4). However, the selection of Skt. Kjelds Kvarteret is not based solely on adapting to new climate challenges. Already in 2010 it was decided that the Skt. Kjelds Kvarteret needed to be revitalized to meet the increasing social-, employment- and poverty challenges (ibid, 5).

The value of local involvement

In the Klimakvarter 2013 report, it is emphasized- that neighbourhood development is happening in close collaboration with the citizens. The point of committing to local involvement, is to make the residents feel ownership for the new initiatives and make them commit to green solutions (ibid, 10).

Those responsible for implementing the initiatives in the Skt. Kjelds Kvarteret, emphasize that citizens are valuable collaborators, because as local residents they are likely to know what is valuable to the local community, which means that more local involvement will evidently create a greater value in the implemented projects (Klimakvarter 2013, 10). Generally it seems that Klimakvarter (2013, 10) emphasizes citizen enlightenment as a key premise for ownership. If the citizens are given sufficient information about the local development and transition projects, they can better take ownership of the ideas. It is proposed that a great way to qualify the visions for Skt. Kjelds Kvarteret and save money, is by making projects temporary. That way it is possible to test if temporary projects are suitable for the area and whether they have local support, before fully committing to permanent implementation (Klimakvarter 2013, 10). The local Miljøpunkt department have 500,000 dkk at their disposal, which local citizens can apply for, if they have ideas for green projects. This could be projects such as green beds, which can help alleviate the sewage system. These types of projects will also ensure that residents have a better feeling for what the general revitalization of the neighbourhood will include (ibid, 11).

Østergro - the first Danish rooftop farm

Østergro was established during 2014, on a rooftop in Skt. Kjelds Kvarteret. The establishment was partially financed by the local Klimakvarter and the rooftop was supplied by a local building owner (Østergro, no date, A). One of the founders, Kristian Skaarup, has supported our project with knowledge and viewpoints about collaborations between private initiators and the municipality. According to Kristian, Østergro exists as a platform of knowledge and a green oasis in the “concrete jungle”. Østergro is 600 m² with both a beehive and a henhouse. 40 locals hold memberships to Østergro, which allows them to pick fresh organic vegetables on a weekly basis (Appendix G, 1).

Skt. Kjelds Kvarteret is a district with international recognition for their innovative green solutions and water management. Citizens are recognised as valuable and pivotal to the implementation of the projects (Klimakvarter 2013). Moreover, according to Kristian and Klimakvarter (2013; Appendix G, 4) there has been strong municipal and local support for the first Danish rooftop farm, Østergro.

2.6 - 2014 - Project ‘Borgernes By’

Skt. Kjelds Kvarteret has not been the only neighbourhood targeted for revitalization. In 2014 the Copenhagen Municipality entered collaboration with Dansk Arkitektur Center and other Danish municipalities in the project called ‘Borgernes By’. In the project citizens are considered a necessary prerequisite, which should actively be included in urban sustainable planning. Furthermore, the purpose of the project is to understand how a productive collaboration between municipal authorities and citizens can be established, whilst considering varying interests (Dansk Arkitektur Center, 2014, 3). Citizen involvement offers much needed resources that could support the on-going city development, the local social coherence and revitalize green spaces in the public domain, if it is planned efficiently (ibid).

In Copenhagen the objective was to design a 1:1 laboratory in the marginalised neighbourhood of Mjølnerparken, to test innovative ideas on how the locals could be included in the prevailing challenges in the area (Dansk Arkitektur Center, 2014, 3). The most remarkable idea was to establish a shopping street, which was inspired by considering how the physical condition in an area was linked to the social situation. The shopping street made it possible to promote social cohesion and local stewardship (ibid, 17).

Dansk Arkitektur Center helped facilitate the collaboration between municipality and locals in Mjølnerparken, and they underline that (...) *there is not a lot of examples of successful business development in the traditional housing sector* (Dansk Arkitektur Center, 2014, 18). We wanted to include this example, as it helps reinforce the idea that local residents in marginalised areas can co-produce positive outcomes.

2.7 - 2015 - Sammen om Byen

Over the years, dialogue and citizen involvement has received more attention and more concrete and formal efforts have been made to strengthen the inclusion and collaboration with citizens, not just in 'Borgernes By'. One of those efforts is the "Sammen om Byen" proposition from 2015.

Sammen om Byen is a proposal for the different administrations in the municipality, to outline a set of standard principles that may help increase the dialogue and collaboration with the Copenhagen inhabitants. The intention is to give citizens, also those who do not regularly participate, more influence on how the city is developed. Furthermore, they wish to better utilize the knowledge and ideas that Copenhageners may have (Københavns Kommune 2015).

Why have more citizen dialogue?

Citizen dialogue and citizen involvement are first and foremost core democratic processes, in which citizens can be heard and have influence on decisions, thereby activating a resource that can foster local ownership, contribute with knowledge, support the development of the city, and qualify and improve public services (Københavns Kommune 2015). Københavns Kommune (2015) suggests that there is room for improvement when it comes to citizen involvement, and that focusing on citizen involvement alone is far from sufficient.

If the goal to develop a better city is to be accomplished. It also has to happen much earlier in the planning process, otherwise it will continuously limit the influence citizens actually have (Københavns Kommune 2015).

Developing a new approach for dialogue and inclusion

In the Sammen om Byen project from 2015, the municipality commits to developing new ways of inclusion and dialogue by collaborating with both citizens and the local committees (lokaludvalg). In order to do so, the municipality has completed a number of activities, such as a surveys, qualitative interviews with a number of civil actors and citizens, a solution lab and public hearings (Københavns Kommune 2015). The idea is to get many different viewpoints from citizens in relation to how the municipality can continuously support a mutual collaboration.

The most notable conclusions from the project are that dialogue and more collaboration are on the citizens' wish list, but they also call for more and easier ways to get into dialogue with the municipality and especially get feedback when collaboration is completed (Københavns Kommune 2015). From the evaluation, the municipality has established a set of dialogue principles, so that Copenhagen citizens:

“... can always expect that the Copenhagen municipality will strive to create an early, clear, engaging and diverse dialogue in collaboration with the Copenhageners about the development of the city and the municipal core services” (Københavns Kommune 2015).

2.8 - 2015 - The Milan Urban Food Policy Pact

The MUFPP is a covenant between world metropolises. 100 cities, including Copenhagen, co-signed the written agreement to better the various aspects of food sustainability and the pact consists of tangible commitments to sustainable food policies (Forster et al., 2015, 11). The points are focused on food security, sustainability, fight against hunger and obesity, waste reduction and education in order to protect the food availability of future generations (ibid.). MUFPP hopes to awaken the responsibility to continue the work for a more sustainable and equitable world, suggesting and striving for a very holistic approach to sustainable food systems in an urban context (Forster et al., 2015, 11,13).

What is the content of the MUFPP?

The pact firstly has 7 provision points, which the mayors of participant cities commit to when signing. The pact also holds a voluntary “Framework for Action”, which contains a list of 37 sub points divided in six thematic clusters (Forster et al., 2015, 13-14). The points originate from existing actions of cities; from here it has been evaluated and finalized into these provisions (ibid.).

The six clusters defined by the MUFPP (ibid., 14) are:

1. *“Governance or ensuring an enabling environment for effective action*
2. *Sustainable diets and nutrition*
3. *Social and economic equity*
4. *Food production including urban rural linkages*
5. *Food supply and distribution*

6. *Food waste prevention, reduction and management*”

As a part of these six clusters and 37 points, we have based our research on points 3, 4, 17, 18 and 20:

“3. Identify, map and evaluate local initiatives and civil society food movements in order to transform best practices into relevant programmes and policies, with the support of local research or academic institutions.” (Forster et al., 2015, 22-23).

We decided to pursue mapping, as a method to create an overview of relevant actors that could provide us with information, about urban development and sustainable initiatives in Copenhagen. This will be elaborated in the method section (x)

“4. Develop or revise urban food policies and plans and ensure allocation of appropriate resources within city administration regarding food-related policies and programmes; review, harmonize and strengthen municipal regulations; build up strategic capacities for a more sustainable, healthy and equitable food system balancing urban and rural interests.” (Forster et al., 2015, 23).

This point has an important role in explaining the supportive factor in terms of how important it is that the municipality is active and aware of developing or revising urban food policies and plans. Additionally, the municipality have a crucial role in ensuring that the allocation of funds is consistent with the desire they have for sustainable transition in food relations.

“17. Encourage and support social and solidarity economy activities, paying special attention to food-related activities that support sustainable livelihoods for marginalized populations at different levels of the food chain and facilitate access to safe and healthy foods in both urban and rural areas.” (Forster et al., 2015, 24).

This point is particularly interesting, because it links food related activities to social practice, while also suggesting that urban food production can be a serious alternative that provides access to safe and healthy food.

“18. Promote networks and support grassroots activities (such as community gardens, community food kitchens, social pantries, etc. that create social inclusion and provide food to marginalized individuals.” (Forster et al., 2015, 24-25)

In this project we wish to clarify to what extent the municipality actually promotes these grass root businesses, and how food related activities experience the support from the

authorities. We also investigate the importance of the social aspects in the civil initiatives that have provided information for our project.

“20. Promote and strengthen urban and peri-urban food production and processing based on sustainable approaches and integrate urban and peri urban agriculture into city resilience plans.”(Forster et al., 2015, 25)

We wish to understand how the Copenhagen municipality support urban food production and whether it is connected to urban sustainability.

The integrated approach of the above mentioned thematic, can contribute as an indicator of success, if the wish is to define, implement and evaluate the holistic performance of a city's food system (Forster et al., 2015, 14). It is an integrated approach, as the point, among other aspects, contains both planning for urban agriculture, engagement of citizens, social inclusion and concerns of cities food production (ibid). These points are the initial inspiration for our project.

2.9 - 2016 - An overall picture of contemporary Copenhagen

The purpose of presenting the most impactful and relevant initiatives from the Copenhagen municipality, since 2002 until today, is to showcase how these initiatives have framed current day Copenhagen, in relation to urban sustainability. Based on the most important points from each year (2002-2015), we will establish an overview of how Copenhagen formally refers to citizen involvement and urban food production. This overview will be a part of our analysis.

In the years 2002-2015 the Copenhagen Municipality has committed to many distinct and varying initiatives to support sustainable urban development, which also includes citizen engagement.

The agenda centers, were a concrete plan introduced to ensure that municipal sustainable politics were implemented in the city districts of Copenhagen, with the help of local residents (Agger et al. 2005).

With the introduction of Københavns Madhus, the municipality started a comprehensive conversion to organic food produce, which was mostly a way to improve the meal quality in public institutions (Socialudvalget 2006; Københavns Madhus 2011).

The newly established Skt. Kjelds Kvarter was made with the purpose of revitalizing a worn out neighbourhood and manage rainwater through intelligent green solutions (Klimakvarter 2013). Citizens are generally perceived as pivotal to the development and establishment of new projects. The rooftop farm Østergro was also established in the Skt. Kjelds Kvarteret, with much success.

The Borgernes By project was a 1:1 laboratory in the marginalised neighbourhood of Mjølnerparken. The idea was to test innovative ideas on how the local residents could be included in the prevailing challenges in the area, by establishing a shopping street (Dansk Arkitektur Center, 2014B, 3).

Copenhagen became the Green Capital of Europe in 2014, which ushered in a long list of happenings, events and arrangements all in the name of green sustainable initiatives. Copenhagen collaborated with many actors in private and public auspice throughout the year to organize the events. More than 570,000 people joined the events (Sharing Copenhagen 2014).

With the 'Sammen om Byen' project from 2015, the municipality attempts to make a new unified outline for better citizen involvement, based on a set of principles for dialogue. The outline is supposed to be used by all departments and local committees and many citizens request more collaboration with the municipality and more feedback when involved in projects (Københavns Kommune 2015).

In 2015 The Milan Urban Food Policy Pact was signed by Copenhagen and 99 other cities. The pact consists of 37 points that outline how various aspects of food and sustainability can potentially be improved through public involvement. We have outlined the content of points 3, 4, 17, 18 and 20 that formed the initial inspiration for our project (Forster et al., 2015, 11).

Overall the municipality have made many efforts since 2002 to improve and welcome citizens in the urban development. Citizens are generally thought of as knowledgeable, resourceful and innovative, and also necessary because citizens' sense of ownership and stewardship of the projects that are initiated in the city are essential to the project's on-going success. Their engagement is also a way to ensure democratic processes (Københavns Kommune 2015). Additionally, citizens request more interaction with the municipality, but also call for more and easier ways to engage in dialogue with the municipality (ibid). Copenhagen is formally presented as a city, where citizens should be

supported, when they engage in local activities to promote urban sustainability, whether initiated by themselves or the municipality. This is the scenario we have been able to establish through our elaboration of the specific initiatives the Copenhagen municipality has committed to from 2002-2015. We will throughout the project assess how this corresponds with the opinions provided by our interviewees and our theoretical framework.

3.0 - Methodology

This section explains our methodological approach to the project. It contains an explanation of how we made contact with our interviewees. The ‘theory of science’ is elaborated in relation to how we as researchers conducted the interviews. Afterwards we present how the semistructured interviews were conducted and how we have analysed the data via the *ad hoc approach*.

We chose to do an explorative study on public involvement in relation to developing sustainable food initiatives in Copenhagen. Exploratory research focus on: “*gaining insights and familiarity for later investigation or undertaken when problems are in a preliminary stage of investigation.*” (Barnett, 2013). It is conducted when there are few matching studies in relation to the same research question. Consequently caution is required when suggesting conclusions based on the data obtained as there is not much state-of-art to relate to.

We have done structured literature screenings on the general term of public involvement, co-production and empowerment, in order to understand what lies behind the concepts and how the terms are defined. We structured the search to be more specific in relation to public involvement in municipality staging, co-production and function of empowerment in society and if possible in relation to sustainability and food initiatives. To do so, we looked through databases such as Proquest, Scopus, Google Scholar, EbscoHost and Web of Science. We expected that these databases would provide the necessary literature, which was needed to research how the CPH municipality handle public involvement to support local food initiatives in the sustainable urban transition. Our search result was large, but after changing the words around, we found several good sources of literature we could use. Through literature searches and field work we learned that the theories public involvement, co-production and empowerment were the most complimentary and

have the most practical application for this project when understanding the perspective the municipality has on public involvement. What does it mean and contain for both the municipality and private initiatives, and what are the effects. The literature we found is both general and specific in relation to sustainability in cities. The literature also helped us to gain knowledge of the criticism of the concepts and was relevant when analysing the relevance of our empirical data. The literature also helped us to gain knowledge of the criticism of the concepts and was relevant when analysing the relevance of our empirical data.

In this project all the empirical data methods are utilized to produce qualitative data. Qualitative data is data that cannot be measured; i.e. information or tendencies, and data, which provide detailed and in-depth and comprehensive understanding of specific phenomena (Kvale, 1997, 75). In this project the qualitative data consists, among other things, of a study of urban food initiatives, citizen involvement and cooperation with the Copenhagen municipality. Qualitative method allows interaction between researcher and subject area (Kvale, 2007, 11). Qualitative research allows researchers to be attentive to personal experiences. As researchers we should be aware of and reflect critically upon our personal bias, as well as our background knowledge and the paradigm we operate within. Particular for this project is that we consider our education in relation to food studies and personal believes in supporting sustainable behaviour in our daily life. This could be reflected in the opinion, that we believe that supporting sustainable initiatives are favourable for all, both citizens and the municipality of Copenhagen. In qualitative studies researchers often base their research on case studies, because the history and complexity of the case is important to the understanding of what is being studied (Kvale, 2007, 11). Similarly our empirical data is derived from interviews with 10 different individuals divided into three categories. They have been selected in the context of understanding the research field. The interviewees will be presented in the section of “Empirical Data Description”, along with their relevance to the project.

For the interviews we used a phenomenological-hermeneutic approach. This allows the researcher to explore both our attitude as researchers and the subjective reality as the interviewees perceive it. This is elaborated in the ‘theory of science’ section .

The most common method used to generate data in qualitative research is an interview, which may be structured, semi-structured or unstructured. Common to the interview approach is that it seeks to disassemble the world of the persons interviewed (Kvale, 2007, 10).

3.1 - Mapping Urban Initiatives

In the early stage of the research we realized that there was need for us to gain an overview of the many different food initiatives in Copenhagen. We used a map (see figure 1 above) to find and organize relevant actors, and to develop an insight into what was happening with the sustainable food initiatives in the Copenhagen Municipality. The maps we created allowed us to understand the food initiatives as a network. To make the maps we used our previously gained knowledge of doing messy maps based on Adele E. Clarke's theories of situational mapping (Clarke, 2005, 83-85). Clarke suggests that the purpose of mapping is to help the researcher make a thorough brainstorm and gain perspective over a research field. From the three main types of situational maps in Clarke's approach we were inspired by the "Messy Maps", which Clarke wrote about in *Situational Maps* (ibid., 87). The creation of a messy map is a brainstorming exercise and this approach corresponds/resonates with the explorative study approach, as it can help uncover new search fields. Using the messy map techniques, without a conventional rationalized structure, made us able to find relevant actors.



Figure 1 - Example of our Mapping/Identifying actors, first draft

We decided to utilize mapping as a method to find relevant actors for our research. When identifying the actors, we used both personal interest and memory; also with the help from the online search service Google and the social medias: FB, twitter and Instagram. The names of the actors were written on post-it notes, using different colours to signify which type of initiative or authority we were dealing with, but also whether we knew that the initiative did or did not receive economic support from the municipality. The constructed map helped us brainstorm on what we knew existed in Copenhagen and also who to contact. The map is illustrated above in figure 1. As elaborated in the case description, point 3 of the MUFPP suggests mapping local initiatives. The idea behind mapping and supporting local initiatives is not just something that is suggested in the MUFPP. Initially we wanted to investigate if it was possible to transfer this approach to Copenhagen, and we found it to be a useful method to gain an overview of which actors we could interview. This is relevant, because the purpose of this project is to analyse and clarify the municipality's way of handling involvement of food initiators. In this process we found several events organized by Omstilling.nu (Transition now), a grass root network working with sustainable initiatives. Omstilling.nu helped us to get in contact with these food initiatives, which we subsequently interviewed. During the map development we also found contact details to the municipality.

An index of the interviews is provided below, figure 2. The categories are further explained in a later section.

Who	Category	Where are they from	Length of interview
Tim Jensen	Representatives of the Copenhagen Municipality	Sustainable Unit in Technical and environment management, Copenhagen municipality	61 mins.
Ida Bigum	Representatives of the Copenhagen Municipality	Financial Management in the Growth and Occupation administration of Copenhagen municipality	56 mins.
Louise Molin	Representatives of the Copenhagen Municipality	Project manager in the area renewal of Østerbro	45 mins.
Lasse Carlsen	Green Businesses	Co-owner of BioArk	54 mins.
Mikkel Kjær Ronnie Markussen	Green Businesses	Owners of Human Habitat	23 mins.
Kristian Skaarup	Green Businesses	Co-founder of ØsterGro	17 mins.
Sandra Vilhelmsen	Civil Society Movement	Co-Founder of Byhaven 2200	46 mins.
Jonas Dreves Glass	Civil Society Movement	Volunteer coordinator at Københavns Fødevarefællesskab	55 mins.
Helene Albinus Sørensen Inge-Merete Hougaard	Civil Society Movement	Board members at Omstilling.Nu	1h 12m
Jonatan Marcussen	NGO	Co-founder of Mejlgade Lab	15 mins.

Figure 2 - Overview of Interviews

3.2 - Theory of Science

We have built the research interviews with inspiration from the phenomenological-hermeneutic approach (Kvale & Brinkmann, 2009). Kvale's approach is based on the works of the scientific philosophers and thinkers Husserl, Heidegger and Gadamer. The following quote describes the difference between the phenomenological and hermeneutical approach:

"While phenomenologists typically are interested in illustrating how people experience a phenomena in their life world, hermeneutic researchers deal with the interpretation of meaning" (Kvale & Brinkmann, 2009 , 30).

First and foremost the phenomenological-hermeneutic approach means to study a phenomenon from the interviewees life-world with openness. When doing this, one must look upon how the life-world is experienced by the individual, such as a citizen engaged in urban food production. We must also look and what meaning the studied phenomena, have to the experience. Therefore it is a subjective or first person point of view analysis and data that is obtained in this project (Moran, 2000, 1-11). This can of course also mean that the stated viewpoints are somehow influenced by the interviewees' opinions about the phenomenon in question. The hermeneutic approach describes that researchers must not ignore the influence of their own preconception towards a specific search field. Therefore, when doing a study of a certain phenomenon, this is a consideration, which must be taken into perspective throughout the process of collecting data. An example of this could be to be careful not to ask questions leading to certain answers. This could affect the interviewees' answer and compromise the data. An example of this is the question we asked Omstilling.Nu in relation to why and how people of Copenhagen want to be volunteers in a sustainable food initiative:

"Could one imagine that volunteering requires much time and high self-drive. Will many be slowed down by the fact that there is no help in the form of provided resources and knowledge ?"

This question is an example of how our personal view may result in us putting words in the mouth of the interviewees. This is what the hermeneutic approach asks us to be attentive to, i.e. our own influence. The effect being that our preconceptions as researchers will inevitably contribute to the interpretation of the statements that the interviewees give. We will also try to mitigate this, by having several different actors

with different viewpoints to interview. Hopefully this will give a more nuanced perception of the search field making our preconceptions more varied and differentiated.

The phenomenon that will be elaborated in this project is the contribution of citizen driven sustainable food initiatives in the city of Copenhagen. We will account for the barriers or advantages they meet when collaborating with the municipality. The Phenomenological-Hermeneutic approach will help us get the empirical data we need by contributing with genuine first hand experiences of the interviewee's perspective towards the collaboration between citizen movements and the municipality of Copenhagen. This method is supportive by giving a holistic view of the search field with a broad span of interviewees.

3.3 - Semi-structured interview

In the planning phase of the current project, it was decided that an explorative case study would be a feasible way to approach the subject of sustainable development in urban Copenhagen. Case studies by Mills, Eurepos and Weibc (2010) are described as both more realistic compared to other study designs, and supposedly closer to the data they explore. Furthermore, Mills, Eurepos and Wiebc (2010) argue that the case study design allow us to find similarities between people, that initially seems to be divergent. What makes the case study particularly useful in this context, is to understand how actors, who are seemingly distinct, or have diverse opinions, can work unified or at least more coherently towards a common goal of a sustainable Copenhagen. Additionally, the explorative case study is a strong suit for this project, because it is difficult to find state of the art literature and data that specifically makes a connection between urban food production and citizen involvement in Copenhagen, as a potentially feasible approach to sustainable development. This will be elaborated in the theory section.

3.3.1 - The explorative interview

A method to collect data in a explorative study is the explorative interview. The explorative interview utilizes a less strict interview structure, in an attempt to uncover a specific theme or subject introduced by the interviewer in an interview situation (Kvale, 2007, 105-106). This can be advantageous when there is limited data about the subject in question to work from. Furthermore, the intention of this project is not to validate or

obtain tangible results, for which a more positivistic methodological approach may have been a more relevant method. The purpose of this project is rather to build a platform of knowledge useful to the further understand how inhabitants of Copenhagen can increasingly participate in a sustainable transition, that this project presents as a necessary change. The said platform of knowledge is produced in cooperation, between us the researchers and people participating as part of this sustainable development, when we apply an open approach to understand their viewpoints and experiences.

It is important to keep in mind that the information obtained through the interviews is both factual but also subjective viewpoints. They are presented by what can be considered people of great knowledge and insight in their fields, respectively. It is factual because they describe actualities, such as how the municipality is planning to develop the city, how the green businesses are producing green sustainable solutions and how the citizen movements are organizing, without the influence of the municipality. They also present their personal opinions and ideas about the inquired subjects, which are more subjective viewpoints.

The interviewee is also given the possibility to decide what is important to talk about, within the frame of the interview. In this particular project, the interviewees represent very different positions in the sustainable transition field, which helps nuance the topics all together (see section Mapping urban initiatives). The semi-structured interview also allows the interviewer to spontaneously inquire about a specific notion or theme that is presented by the interviewee, that seems to have a significant impact on the general perception of the subject in question (Kvale 2007, 52). Furthermore it is a possibility that the interviewee will open a certain aspect of the explored phenomena, based on experiences or ideological ideas, if given time to speak freely in the context of a question asked (Kvale 2007, 54). For instance, a particular interviewee would repeatedly steer the conversation towards how the earth is being mistreated and exploited for commercial purposes, when the theme of sustainability was brought up. This is very helpful in terms of understanding what motivates the individual to participate in the sustainable transition, but also helps understand if the interviewees in general have very different ways of comprehending the notion of sustainability and what it entails.

The semi-structured interview can help uncover whether there are differentiated opinions on how the various actors in this project understand sustainability, and if this difference is so substantial that it might challenge possible cooperation's between the civil society and

the municipality. Moreover, the loose structure of the semi-structured interview can accommodate that some contributors may focus on entirely different themes or fix points than others, which allow us to delve into specific topics, that the interviewee consider relevant. Having an open interview approach can help broaden the scope and cover the width of the problem field, because there is leeway to discuss unexpected topics brought up by the interviewee. Finally, the information provided by each contributor, however valuable and truthful it may seem, has to be considered and assessed in the context of viewpoints presented by other contributors, selected literature and in relation to any general knowledge produced during the development of this project. As such it is possible to challenge or nuance the information provided by each contributor.

In this project, the semi-structured interview is a methodological tool that helps describe a problem field that is sparse in specific literature. However, general literature about global green transition, civil society movements, civil food networks, law-making, urban development in Copenhagen, Copenhagen's commitment to the MUFPP and our educational background, constitute the preliminary knowledge we have acquired, prior to engagement in this project. The interview guide and project approach are not just created to randomly explore the problem field, but have both specific theoretical and practical weight necessary to uncover opportunities and challenges of urban sustainable development, as identified by people who have experience and in-depth knowledge about the subject.

3.3.2 - Interview guide

When interviewing the different actors about opportunities and challenges in the sustainable development of urban Copenhagen, it was necessary to prepare a well-structured interview guide (Appendix B), with relevant themes, but still leaving room for spontaneous detours and unexpected answers. Kvale (2007, 85) underlines that more structure in the interview will ease the conceptual structuring of the interview and subsequent analysis. Whereas a more *loose* structure leaves room for surprising remarks and answers and also support the phenomenological-hermeneutic approach, when as mentioned, there is room for the individuals to take the interview in their own direction. One particular interviewee would steer in the direction of sustainability almost regardless of questions asked, all the way through the interview, which indicates that this is

important for the person to discuss, or the person assumes that it is important for us to discuss. While Kvale (2007, 12-13) argues that a very tight interview guide is somewhat uncharacteristic for the semi-structured interview, the interview categories were a necessity to ensure coherence and a red line in the data obtained from the different contributors and the literature used in the analysis. Furthermore, the interview guide constitutes a script that can be modified to be more or less rigorous, having either very set-in-stone question sequences or offering a more flexible structure (Kvale 2007, 57).

The initial structure of the interview guide in this project, is built around four categories, to ensure that all categories expected to be significant, were covered. The categories we found to be imperatives include: public involvement, sustainability, food production and collaboration. These specific categories are developed, because they can potentially uncover the problem field in a manner, which is not covered by contemporary literature. For instance, how citizen involvement and urban food production can help the Copenhagen Municipality in the sustainable transition. The categories help frame the project and establish coherence through the different sections of the project. Moreover, while having a solid overall interview guide, it was also important to have questions focusing on the unique features of each interviewee. This resulted in certain modifications to the interview guide, depending on who the interviewee was; e.g. when interviewing Bioark there were specific questions related to their experience with low practice technology, because it is still a relatively unique feature for their specific business model and it is significant to understand how- and if food production can become a more standardized part of urban life- and architecture.

Furthermore, when interviewing a representative from Copenhagen municipality, it was more relevant to hear their take on citizen involvement in relation to their signature on the MUFPP. As such the overarching interview guide would ensure that each interviewee would deal with the same themes, but still have specific questions that dealt with their particular areas of the problem field and expertise. For each interview, we prepared of mandatory topics, which left enough room and leeway to follow whichever direction an interviewee decided to take. Time constraints also played an important role in the preparation; as time restricts the interview and in how many directions it can unfold (Kvale 2007, 52). This makes it even more important to cover the most critical topics before the time is up. Although that time is important, the premise of having an explorative interview approach is not necessarily knowing what is most important before

actually doing the interview. It is therefore of significant importance to be open and sensitive to the interviewees answers.

Each interview served as a learning process, and over time familiarization with recurring categories such as citizen involvement, sustainability and food production in urban settings, allowed for a less strict approach to the subsequent interviews. More so, each interview contributed with new knowledge and ways to approach the subjects, which was then used to further qualify and extend subsequent interview guides. For instance, a contributor from the Copenhagen municipality would argue that the size of the administrations makes it difficult to establish a unified political direction in relation to sustainability. One of the civil society movement representatives would then later be asked to relate to the issue presented by the municipality representative. In this way new knowledge was utilized to make one contributor relate to other contributors issues, which ensured a sense of interaction between the different actors and made it possible to investigate to which extent one actor was aware of the challenges faced by another actor.

3.3.3 - Questions in the interview guide

Kvale distinguishes between a thematic and dynamic dimension in the questions (Kvale 2007, 58). The thematic dimension revolves around producing knowledge. While the purpose of the dynamic dimension relates to the relationship between interviewer and subject in the interview setting (ibid). Each of the dimensions is perhaps distinguishable but also complimentary. More quality knowledge can be produced if there is a good atmosphere between interviewer and interviewee, which is ensured by keeping the *dynamic* dimension in mind. At the same time the interview guide needs to be structured in such a way that the *thematic* dimension of the questions can uncover the “*theoretical conceptions of the research topic*” (Kvale, 2007,10). This means that while the questions lead the interview forward, the questions also serve as a way to uncover the desired thematic and establish and maintain a productive and friendly atmosphere. Not much consideration was put into how the questions influenced the social dynamic in the interview setting, but mostly focused on uncovering thematic found relevant to the project. It is uncertain whether this has caused any questions to change the generally friendly atmosphere, but it is unlikely. It is unlikely because we feel that the subject is less delicate, and the people we interviewed are able to distance themselves from the

topic, since sustainability is, as far as we know, not something that is inherently embedded in their personality or actions (as opposed to crime or abuse, as an example proposed by Kvale).

According to Kvale, questions should not only be made with consideration to their thematic and dynamic value, but should also be kept simple and short (Kvale 2007, 61). To keep the initial questions simple and short, the interviews were usually initiated by inquiring about the interviewee's background and current work. It was a way to let the interviewee take the word and begin the interview in a manner that seems straightforward. It also helped establish a frame for further questions. All of the interviewees would then proceed to describe their educational background and work. Many would also describe their motivation behind their work. The interviewer is also his or her own most important tool and should be prepared to catch onto hints and possible directions the interviewee wants to go, or even the possibility of uncovering unlikely thematic, which requires extensive knowledge in the field of inquiry (Kvale 2007, 61). Furthermore, Kvale (2007, 13) describes how an interviewer without knowledge in the field of inquiry may find it difficult to produce a nuanced dataset, because he or she is limited by a lack of knowledge or experience, knowledge or experience that would normally make the interviewer able to delve into specific answers or themes, that are presented by the interviewee. To prevent this, each interview was prepared thoroughly, by making extensive background research about each interviewee and their unique features, while also increasing the general knowledge about the subjects in the project. As such, it was possible to avoid misunderstandings and allow the interviewee to speak freely about the subject, at a level that requires that the interviewer (or listener) possesses an above average insight to be able to follow. The thorough background research helped create quality questions that were relevant to the individual contributors. As a final quality check of the interview guide, each question was examined to avoid repetitions, and if there was no obvious purpose to the question, it would be removed.

3.4 - Ethical considerations

With 10 interviews in total and more than 100 pages of transcription the volume of material is extensive (see appendix A, C, D, E, F, G, H, I, J, K). This opens up a variety of ethical considerations that will be addressed in this section.

First and foremost an interviewer is morally obligated to consider that the interview will affect the interviewee. Furthermore, the information derived from the interview can change how a certain problem field is thought of for the involved parties (Kvale 2007, 23). Kvale (2007) describes how ethical concerns in the qualitative interview can be approached as a seven staged structure, that should inspire the interviewer to reflect on the ethical concerns he or she may be presented with (ibid, 26). The stages also apply to every other aspect of planning and executing interviews described in different sections of Kvale (2007).

These stages include: ‘Thematizing’, ‘Designing’, ‘Interview Situation’, ‘Transcription’, ‘Analysis’, ‘Verification’ and ‘Reporting’. They can be regarded as important considerations prior to doing the interviews, during the interviews and after the interviews, but these are not imperative stages to follow. More than anything, following the stages described by Kvale (2007) ensured that the interviews had some theoretical quality behind them, and also to avoid pitfalls that could later turn out to disqualify the acquired data, if not obtained in correspondence with good ethical practice.

The stages have somewhat overlapping requirements for the interviewer, especially when dealing with protection of the interviewee’s integrity and careful use of the empirical data provided by the subjects.

The ‘Thematizing’ stage underpins that the study should contribute scientifically and the knowledge obtained through the study should ultimately strive to provide a positive improvement in the problem field being studied (ibid, 24).

Following the second stage of the ethical issues, the ‘designing’ stage Kvale (2007, 24) encourages that consent between interviewer and interviewee is obtained. To secure this consensus before conducting the actual interviews, it was necessary to brief the subjects about the background of the project, but also in which context the interviewee could expect their viewpoints to be presented in. It was not possible to provide an exact guarantee as to how the subjects’ viewpoints would be presented, since the content of the analysis is largely dependent on the outcome of the interviews, and the analysis is subject

to continuous changes. Furthermore, it is important to strike a balance between the amount of information given prior to the interview, as too much information can have a significant influence on how the interviewee topics are being answered and can even prevent interviewees from giving spontaneous answers (Kvale 2007, 27-28). As such the information given prior to the interviews seems adequate, and no information was withheld if subjects inquired about certain details in the project.

‘Transcription’ is the ethical stage that deals with confidentiality of the interviewees and how the transcription of the interview is treated (Kvale 2007, 24). Just like the interviewees were briefed about how their contributions would be treated in the project, they were also asked to give their consent to recording the interview and allowing usage of their contributions in the project, under the circumstances that they could read a summary of the transcription afterwards. Some municipal representatives asked us to not disclose certain information shared during an interview, because it is still subject to change.

The ‘analysis’ stage urges the interviewer to consider if the subjects being interviewed, should be allowed co-determination in how their statements are used and interpreted (Kvale 2007, 24). As previously mentioned it was important to ensure full consent for the interviews, and for the interviewees to understand the context in which their statements will be used. This is coherent with how the ‘verification’ stage underlines the importance of having as secure and verified material as possible (Kvale 2007, 25). In order to comply with the ‘verification’ stage, interviewees were each asked to read a summary of the interview and add specifications or objections if they had any, but no one sought influence on how the material is interpreted.

Some of the subjects asked to read the final edition, and some interviewees asked not to have parts of their statements used in the project, before publishment of a final edition. Because the material is approved by the contributors and they have an idea of the context it will be presented in, the data can be considered highly verified, by those who have provided it. Finally, they were given the possibility of being anonymous, because it was uncertain which information or viewpoints the contributors would provide during the interviews; however, no one requested anonymity.

3.5 - Transcription

Working with the interviews for this project it was chosen to fully transcribe all of the interviews, examples are illustrated in figure 3 and 4. The advantage to transcribing the whole interview is to ensure that important statements are not missed. Furthermore, it is done to certify that the interviews are as true as possible to their statements, and also to avoid misinterpreting statements. Afterwards a short view excerpts was made for the interviewees to approve. Quotes will be sorted into themes and coded to gain a better overview for the analysis, which afterwards also will facilitate division of which statements fit into specific sections of the analysis. It will also help identify where and when specific topics are addressed during the interviews, such as possibilities for collaboration with the municipality, future expectations, or challenges the initiatives meet. This provides a better structure of the interviews, and availability for further analysis. The interviews have been transcribed word by word, although we have left out "think sounds" like "hmm, mmm, eeh" and coughs, clearing throats and approvingly 'yesses' from the researches, etc. We had divided the transcription between us, and therefore we have used different programs when transcribing, this means that one version is with timestamps and the other is without. To illustrate how it was done, two examples are provided in figures 3 and 4 below.

HH:Områdefornyelsens workshop?

C:Ok. Ja det stod nede på den plakat. Der stod borgerworkshops og så stod der.

HH:Det var vi fatkisk ikke med til. Jeg tror områdefornyelsen har fotalt om det.

C:Så det var bare jeres ide der var pitchet til borgerne?

HH:Ja hvis jeg husker rigtigt så var det besluttet på det tidspunkt så var det besluttet at sætte projektet igang på det tidspunkt. Det kan også være der var noget før. Så har det nok været for at fortælle dem om hvad der skulle ske og måske hvordan der kan være mere i det. Der er mange der spørger hvordan de kan komme ned og passe planter. Så må vi sige at det ved vi ikke endnu.

Figure 3 - Interview with Human Habitat

0:00:25.3 Inge M: Jeg har været med fra det første hel dags seminar vi havde, som var grundlæggelse af omstilling.nu hvor vi senere stiftede forening, så har jeg været frivillig siden, jeg har været i udlandet hvor jeg sad mest med vores hjemmeside, og sidste år blev jeg ansat som projektkoordinator. OG har siddet med lidt alt muligt, har siddet med alt med ansættelser, og alle de ting som skal ordnes.

0:01:17.8 C: Hvem har ansat dig?

0:01:20.9 IngeM: Det har omstilling.nu bestyrelsen. OG det er så udløbet her for et par uger siden, så nu jeg frivillig, og laver ikke nær så meget, og har udvalgt de ting som jeg synes var sjovest.

0:01:43.4 Helene: Jeg startede i 2012 faktisk, fordi at det var concito og information der gik og sagde vi kunne lave noget sammen. Der sad jeg som studentermedhjælper og var derfor inden over processen. Vi var en kernegruppe på 7 som havde mange og lange diskussioner og hvad skulle være overskriften for den seminardag. Så var jeg frivillig bagefter det her seminar og var med til at starte den her organisation op, og så smuttede jeg bagefter fordi at jeg tog til sverige så der var jeg ude af organisationen. Fra 2013 til 2015 da jeg kom hjem i januar, jeg har sft været inde over og med i nogle spil, været konferencier og sådan, men det har været meget afdæmpet hvad min rolle har været. Men så er det jo fantastisk til at komme hjem til en organisation og blive ansat og blive stemt ind i bestyrelsen. Nu synes jeg det ser meget godt ud at nu kommer vi ligesom ind i en ny fase, hvor vi ikke har nogen ansatte og der ser vi helt sikkert min rolle endnu mere legitimt.

0:03:42.9 C: Er I begge to medforfattere på den appel som blev skrevet i 2013?

Figure 4 - Interview with Omstilling.Nu

Content can be lost when translating the interviews; were held in Danish and selected quotations were translated into English in order to be able to use them in the analysis of this assignment. The vocabulary is differentiated from one language to another, in this case from Danish to English. Therefore, when analysing the Danish transcriptions, the researcher needs to be careful to catch the intended meaning and avoid changing the content of the quoted (Kvale, 2009, 163-173).

The interviews were recorded by the use of a telephone with a Dictaphone. It could also have been a possibility to use video recording. This would make it easier to distinguish the voices from each other, and it would also have been easier to get the nonverbal e.g. body language as part of the analysis (Kvale, 2009, 201). Video recording was not chosen as it demands a lot more time for editing and getting equipment, and also getting permission from the interviewees to film as it is more sensitive and intimidating for people to be recorded on video, rather than just sound. The sound quality of the recording sometimes made it difficult to transcribe, because some interviews were done via Skype or phone call, and as it can affect the possibility to actually hear what is being said, and maybe some words are misunderstood. This was actually a problem in several cases,

where it was difficult to understand and transcribe because of the poor quality of the sound when recording a phone call. Likewise, we had a interview in a coffee shop, where there was construction and another guest in the background talking. This of course interfered with the quality of the recording and caused multiple sentences to be unhearable.

3.5.1 - Coding and analysis of interview data

To sort the statements given in the empirical data, we have used colour coding and categorizing. Furthermore we have chosen a theory called *ad hoc meaning generation*, this approach is the most frequent form of interview analysis (Kvale, 2007, 193). It is defined by having no standard method on how to analyse the entire interview material. There is a free interplay of techniques that can be used (Kvale, 2007, 203).

It will allow the researcher to read through the transcription and afterwards go back and forth to specific passages, making or indicating different approaches towards e.g. the municipality, or interpretation of the attitude towards sustainability (Kvale, 2007, 204). This correlates with the structure of the analysis, as it is built up around the empirical data, meaning that it is divided into three sections: first the Municipal Representatives, second Green Businesses and last Civil Society Movements. In the analysis we will indicate interesting passages, describe different attitudes to a phenomenon, capture key understandings and more (Kvale, 2007, 115), but will go beyond following one specific technique. Throughout our coding we have noted patterns, seen plausibility and connections in the data, with the intention of establishing a coherent understanding of the data, which will be elaborated.

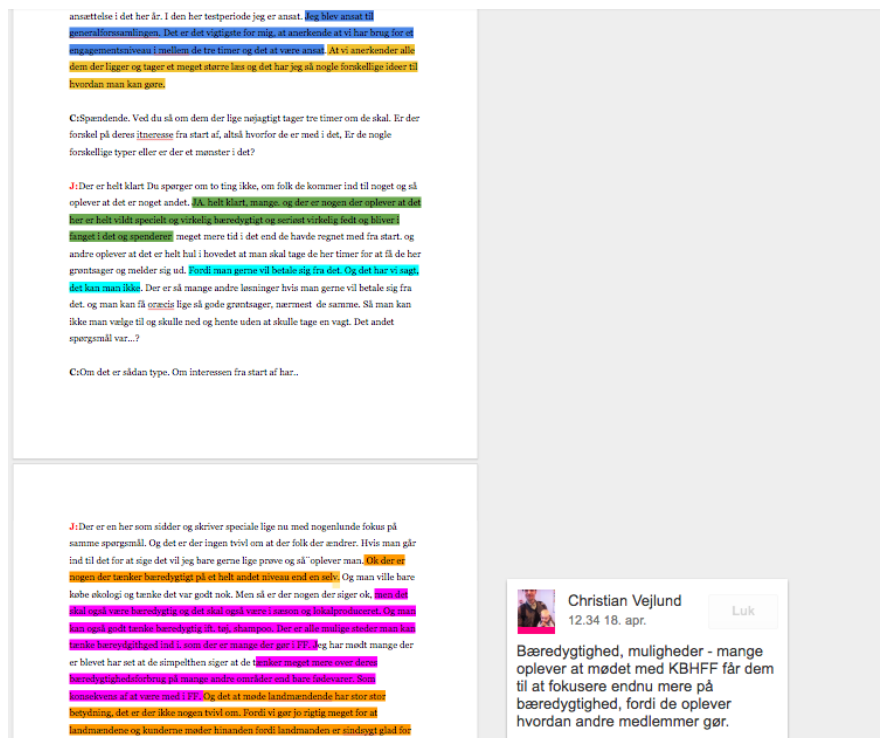


Figure 5 - Example of Coding.

As such an approach might leave the researcher with holes or to overlook statements when reading the transcription, we have chosen to combine it with a coding of statements into themes and colours to make the analysis more ordered. Furthermore, we have during the coding process indicated or elaborated on some statements with a comment, to make it easier for us to remember the thoughts we had during the process. We will allow ourselves as researchers to redact the longer statements into the brief sum-up of the interviewees intended statement in the analysis. Therefore, not all will be displayed as quotes in the analysis (Kvale, 2007, 192).

To make the coding and utilize the data from the interviews, several recurring themes were found throughout the transcription. These themes are selected to be coherent with the themes of the analysis. The colours and themes chosen are illustrated in the table below in figure 6 and an example of the coding is seen in figure 5 above.

Coding themes	
Municipality	Collaboration
Financial aspects	Important words
Sustainability	Mixture of themes/codes
Organisational structure	Outcome of communityship
Purpose	Co-production
Public involvement	Empowerment
Process	Possibilities
Challenges	Local community

Figure 6 - Overview of coding themes and colours.

The data was sorted by theme and colour coded. Through the themes and keywords we could quickly identify the participants' statements, e.g. the view on municipality cooperation (Kvale, 2009, 223-224). This helped us gain perspective on all statements involving a certain topic and thereby make a nuanced fulfilling analysis of a specific topic.

4.0 - Choice of theory

It was the Copenhagen commitment to the MUFPP in 2015 that initially made us research the opportunities and challenges of including citizens in the sustainable urban (food) transition. As stated in the case description the MUFPP contains several points that remark the importance of involving the citizens in sustainable food development (Forster et al., 2015). Additionally, we were also inspired by the Brundtland report (1987), where sustainability is a holistic term that recognises the mutual connection between people and their environment and the affirmation that public participation is crucial to success (Brundtland, 1987, 9). It is a term that is ambitious and inclusive, with an emphasis on cooperation and a wide representation of interdisciplinary scholars, politicians from different fields and nations on all levels of wealth and development (ibid). This supports our purpose of analysing how the Copenhagen municipality handles citizen initiatives and involvement. Sustainability is the key term that acknowledges the inseparable bond between financial-, socioeconomic and environmental connectivity, as a key premise, challenge and opportunity, to find sustainable solutions to current and future climate challenges, which influence the living conditions of everyone on the planet (Brundtland 1987). Therefore, it will be presented that the concepts of public involvement, co-production and empowerment can play an important role in sustainable transition, because the intentions of these concepts are to empower, commit and get citizens involved with the city. Engaging citizens and creating relations between them and the municipality, has the potential for co-production to develop sustainable and long-term welfare for the residents of Copenhagen (Agger & Tortzen, 2015, 9).

These theories inherently support the value of citizen inclusion in traditional public responsibilities (Agger & Tortzen, 2015; Voorberg et al., 2013; Agger & Hoffmann; WHO, 2002; Abel 2007; Innes & Booher 2004; Tortzen 2008; Ibeas et al. 2011). We also found that the relationship between local food initiatives as a contribution to sustainable development, and the Copenhagen municipality, are rarely, if ever, described in a Danish context. This encouraged us to obtain information from actors who have extensive experience with this particular field of sustainable food initiatives in the urban setting - both on a municipal level, in the private auspice and as public initiators. In other available literature, we have found that it mostly deals with how locally produced food and local community networks can provide poverty burdened neighbourhoods in urban

cities with healthy and fresh food. Other literature describes how it is possible for citizen networks to influence governing agencies at a political level. Some of the literature also includes innovative and robust sustainable solutions in an international context (Werkele 2004; Newsom 2009; Dowding-Smith 2013). Much of the literature is undoubtedly relevant and can serve as an inspiration on how to develop sustainable solutions in Copenhagen. However, each city has distinct features such as population composition, culture, resources, geography and many different challenges and opportunities. Therefore, it is necessary to explore the field of sustainable urban development in Copenhagen and interact with those who are firmly committed to it. By doing so it is possible to produce new data, based on the realism offered by the explorative case study.

We will be presenting the literature behind the theories of public involvement, co-production and empowerment both separately, but also in relation to each other, as they are all connected to the same purpose. Additionally, we will address the fact that there are multiple ways to understand and view public involvement, co-production and empowerment, which also include criticism of the terms.

After the initial elaboration of each theory, we will proceed to unravel and contextualise the connection between the theories. Additionally, we will describe how the theories of public involvement, co-production, and empowerment are coherent and have the ability to reinforce each other. The theories are perceived as analytical framework, for how we investigate the empirical data. This is necessary because we believe the theories can have pivotal influence on sustainable food initiatives in Copenhagen. Furthermore, we need to fully understand how these theories influences the cases we have interviewed, and how the data is supported by the theoretical perspective on the handling of involving the citizens of Copenhagen in the Municipality's agenda.

4.1 - Public Involvement

The following section will provide an understanding of how we see the theory of public involvement through different literature, in the context of our project. Our project has a Danish offset in the context of Copenhagen, which is why there is a mixture of Danish and English literature.

Public involvement has several definitions, WHO has defined community participation as:

”a process by which people are enabled to become actively and genuinely involved in defining the issue of concern to them, in making decisions about factors that affects their lives, in formulating and implementing policies, in planning, developing and delivering services and in taking action to achieve change” (WHO, 2002, 10).

Throughout the literature, public involvement is also referred to as citizen participation, engagement of citizens and public participation. When reading through the literature all terms have the same purpose (Abel 2007; Innes & Booher 2004; Tortzen 2008; Ibeas et al. 2010). It is also important to differentiate the literature search in order to gain perspective on the theory, which is why some of them might be used interchangeably.

When did Public Involvement emerge

Public involvement has been a key element in modern democracy since the 1960's, where especially citizens of western democracies were demanding more involvement, in relation to urban planning, waste management and also environmental policy (Abels, 2007, 103). Previously, citizen participation would mean that programs contrived by the government would provide opportunities for citizens to give input into the public policy process. Today there are more initiatives from the grassroots in general, and recent findings show that there is an attention to collaboration and deliberation with the authorities (Cooper, 2005, 535).

Public involvement is about the government or municipality utilising a multidimensional model:

”This is not one-way communication from citizens to government or government to citizens. It is a multi-dimensional model where communication, learning and action are

joined together and where the polity, interests and citizenry co-evolve” (Innes & Booher, 2004, 422).

It is meant to give the public a sense of co-directing the evolvement of the city, although not necessarily actively participating in the implementation of all (ibid.). In Danish municipalities it is possible for public involvement to create participatory democracy (nærdemokrati), which gives the citizens possibilities to participate in political and societal decisions, which may also affect their daily life (Tortzen, 2008, 15).

Importance of Public Involvement

Through our case description, we can see that involvement and participation are growing focus areas of public management from the municipality; this includes area renewal centers especially, which are funded by the municipality and the state. Area renewal centers focus on development of local areas, this can i.e. be sustainable projects. It has become clear through research that the effectiveness of the public sector is very dependent on engagement of municipality and the citizens they serve (Campbell & Marshall, 2000, 421). That is one of the reasons why the methods and strategic ways of involving citizens are of great interest to the municipality, e.g. regarding development of urban areas (Agger & Hoffmann, 2008, 5). It has also been stated that involving the public will benefit projects in the local areas, and it will give the municipality a broader perspective and insight into what is going on in the local area (Innes & Booher, 2007, 4). While it also ensures that the outcome of the project is of importance to the public (Agger & Hoffmann, 2008, 12-13). Therefore one can say that public involvement is being carried out *with* or *by* the public, rather than *to* or *for* them.

One of the outcomes of public involvement is that it can help to qualify decision-making processes and mobilize volunteer resources for the municipality. Conversely, if involvement is not present, it can have the negative effect that projects do not become embedded in the areas, and create bad publicity for the area reputation and at worst block development processes (ibid.).

Purpose of Public Involvement

Innes & Booher (2007) elaborate that there are five purposes to public involvement. The first is for decision-makers to identify what the public preferences are, so that they can be included. Secondly to actually include and thereby improve the municipality's decision by the help of citizen's local knowledge. Thirdly, authorities should promote equality and justice, especially for those groups with disadvantages, since they are often not recognized through the normal analytical procedures. Fourth, the inputs by the public should have legitimate influence on the decisions made, this is accomplished through hearings, user survey reviews etc. Lastly, public involvement is actually being executed because the law requires it. (Innes & Booher, 2007, 422-423).

Ibeas et al. (2010, 486) explain the importance public involvement can have in decision-making, developing policies and plans related to sustainable mobility. They argue that the involvement of citizens in the municipality's work and development on the sustainable transition agenda, can have great impact and relevance for the municipality (ibid.). WHO (2002, 13) also states that public involvement is essential if municipal activities that are of environmental, wellbeing and health concerns are to be 'widely owned'. Additionally, decisions made by the public, are often more appropriate and sustainable, as they belong to the public themselves (ibid., 12).

This is also a relevant argument for our project, as we wish to analyse the contribution of public involvement in the sustainable transition. Public involvement can come top-down and also bottom-up (Tortzen, 2008, 19).

The involvement of the public will mean that the effectiveness of the participation of citizens will be heightened for the municipality, as it will require that the approach of the municipality builds on the interactions between:

“...public sector agencies, non-profits, business organizations, advocacy groups and foundations, which make up the complex evolving reality of contemporary society” (Innes & Booher, 2004, 429).

This means by involving not only residents, citizens, but also initiators, grass root founders or non-profit organisations, it will strengthen the outcome of the participation.

Innes & Booher (2004) suggests that participation of citizens should be seen as a multi-way interaction, where citizens can in both formal and informal ways influence action in the public arena. If the society lacks citizen participation in the municipality's decision-

making and development of the city it can affect the general interest and concern of the society as a whole, and damage the image of politics and democracy. This can result in distrust towards the authorities. (Ibeas et. Al, 2011, 475). Therefore public involvement has a strategic value for the municipality making it more valid for them to embed and use (ibid.).

Public involvement can be a way to achieve improved life quality for citizens, both in on individual- and a collective level (Ibeas et al., 2011, 475). Public involvement can also help citizens feel well informed and that they belong to a local area, and this can facilitate to move the community forward in collaboration with the municipality (Ibeas et al., 2011, 475; Agger & Hoffmann, 2008, 12). This correlates with how public involvement influences citizens to perceive a larger sense of networking, identity and belonging in their local areas, and these motive forces in urban areas can increase the social aspects of community feeling in sometimes prone areas (Tortzen, 2008, 19-20).

Types of involvement

When looking into who participates in local hearings and user surveys, it is traditionally citizens who have interest in the area and are the most knowledgeable (ibid.). Public involvement is viewed as a goal for the municipality. The approach is empowerment oriented, where the purpose is to authorize the public and change the power relations in society (Poulsen, 2003, 6). This gives a high level of participation in decision-making, and will often develop from a bottom-up approach (ibid.). To understand how the municipality can involve the public, we have made a figure (7) of the level of influence with corresponding types of involvement. We have drawn inspiration from the "involvement-ladder" Agger & Hoffmann (2008, 22) and Rambøll (2012, 10-16). Agger originally found inspiration in Shelly Arnstein model from 1969, and then Agger further develop her own ladder of involvement from in 2008. At the bottom there is no involvement of citizens, and at the top is the most involving approach.

High level of influence	Self-determination	Community council, citizen groups, agents of change, working- or steering groups. Co-production of initiatives. All of these have responsibility for development, arrangements of projects and activities in a given area. Also embedment and development of projects/initiatives in the area renewal.
↑	Co-determination	Participation in workshops; walks around the city, exhibitions, dinners, traditional workshops.
↑	Dialogue	Debate at citizen meetings or via the internet or email, and public hearings.
↑	Information	Sending out information sheet to the public, e.g. through newspaper and social media.
Low influence	No involvement	

Figure 7 – “Involvement-ladder” – with inspiration from Agger & Hoffmann, (2008, 22) and Rambøll (2012, 10-16).

Other citizens might feel that they do not need to participate as they have already voted for politicians to make the right decisions for them, and this also makes them sceptical about participation (Innes & Booher, 2004, 421). This can be an issue for planners and public officials who believe in the democracy, and wish to solve the problem on how to get citizens involved. This raises the question for us, of who the municipality then should focus on involving. This is something we wish to elaborate on in our analysis.

Criticism of Public Involvement

In our research we have found arguments that public involvement can play a crucial role for integrating social and environmental objectives in society, when enhancing sustainable development (Ibeas et al., 2011, 486). However, the question is how much influence citizens really have. This is also something we wish to assess in the analysis. As participatory procedures are believed to increase the general motivation of those involved, it is also known to enhance the knowledge and principles in policy-making (Abels, 2007, 103). Public involvement can through processes of co-production initiate social learning in communities. It will help to open up opportunities for conflict resolution and improve the level of acceptance and legitimacy of political decisions for the public (Abels, 2007,104). Despite of these intentions of public involvement, it is argued that the current procedure of involvement does not actually improve democratic legitimacy or liability of policy-making in the municipality or state. Abels (2007, 110) also notes that there is not enough empirical evidence to constitute that public involvement always offers the most effective solution. However, it is perceived as the truest form of democracy, although it does not ensure legitimacy, and Innes & Booher (2004, 420) claim that the public actually does not have enough power and influence to meet the value of participation. Involvement is seen more as a formality, than achieving actual and genuine participation in planning or decision-making. Therefore the authorities are also criticised for not meeting the expectation of the public and their wishes for a society (ibid. 419). It can be argued that theory and practice are counterproductive when it comes to basic goals of public participation. This counter productivity stems from the conflict between individual and collective interests, as well as the ideal democracy versus the reality that many voices are never heard (ibid.) Innes & Booher (2004) describe the democratic procedures as superficial and made with the purpose of satisfying legal requirement, which leads us to believe that the method of which public involvement is applied is unseemly.

The open process demanded by public involvement is likely to cause delays and polarization of issues, because more citizens opinions are included and may result in difficult decisions, because citizens might not have the knowledge or professionalism to answer to these issues of economic realities or long term resources (Innes & Booher, 2004, 421). Controversially, the planners and decision-makers can be more out of touch with what the local community wants and wishes for.

4.1.1 - Sum-up

We define public involvement as a multidimensional model, where communication, learning and action between the municipality and the public are connected in order to co-evolve (Innes & Booher, 2004, 422). We believe that public involvement have benefits for the citizen in relation to embedding projects, and in contrast to this, the municipality can help them to gain perspective on the local area. However, if it is not facilitated correctly it can have consequences of distrust and damage to the image of politics and democracy, if the public does not feel that their general interest and concerns are being listened to. This happens if involvement is being seen more as a formality than actual participation. It will also become superfluous if the municipality simply does not listen to the public input. This can cause waste of time for both parties and also economical costs. Conversely, when it is being used and facilitated in a productive way by the municipality, it can give them new ideas and solutions to problems in the local society. It can also give the public enhanced knowledge of decision-making, politics and empowerment through action. We see public involvement as a solution oriented remedy for the municipality, and as a goal for the municipality to achieve active and empowered citizens in the society. It creates reciprocal accountability and lets the public discuss the best possibilities and opportunities for their city.

In the analysis the theory of public involvement will be used to see how it can affect or support the sustainable transition in Copenhagen. We will focus on how the municipality speaks of involving food initiatives in their agenda. Also how this corresponds with what the food initiatives experience. We will use our data to see how they actually affect the utilization of resources given to a sustainable food transition in Copenhagen. If there is a coherent strategic way of involving the public and is it in correspondence with what the public experience. This is of great interest for us to investigate, as it is essential for public involvement to work, that the citizens actually feel they are an active part of the process and are being listened to by the municipality.

4.2 - What is Co-Production

The main difference between co-creation and co-production is that co-creation puts more emphasis on creation as a value (Voorberg et al. 2013, 1340). In most of our chosen literature the two concepts are used interchangeably, this is also how we understand the two concepts. We have chosen to use the term co-production, as it is more often used in connection with the public sector. The terms have been in use both in private and public sectors for over 30 years (Bovaird & Loeffler, 2012, 4). After the year 2000, the interest in co-production in relation to mobilizing citizen involvement in different dimensions of co-production, has grown (ibid.). Co-production has originally emerged as a critique of the way that professionals and users have been unnaturally divided, which may have been caused by technology, professional or administrative practice (Boyle & Harris, 2010, 8).

Co-production is defined as sharing and creating together as community, with citizens, municipality and departments under the municipality (ibid.). Co-production is involvement of all stakeholders of the city; this includes in particular citizens, also known as the usual end-users of services supplied by the municipality (Voorberg et al., 2013, 1335). Co-production offers a different alternative for citizens to share, both in design and delivery of services or initiatives and thereby they can share and contribute with their own wisdom and experience. This is said to both broaden and strengthen public services and make them more effective (Boyle & Harris, 2010, 8). In relation to our project this means that co-production has the benefit of providing an opportunity for the public to become innovative with regards to how the city can develop a more sustainable approach to the food systems.

Most of the literature we found has similar descriptions of co-production. Boyle and Harris (2010) have one definition that reads:

”Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Where activities are co-produced in this way, both services and neighbourhoods become far more effective agents of change.” (ibid.,11)

This in short means that the public becomes active players in their own lives, both political and for other citizens who may be affected. Needham (2008), also refers to co-production as involvement of citizens, volunteers, community organisation when

producing public services or other initiatives benefitting from the cooperation between actors.

Voorberg et al. (2013) states that co-production is a socially innovative process. Social innovation is seen as an original solution to a social problem and, in changing relationships between involved stakeholders, it will often give more effective, long-lasting, sustainable solutions than the one they currently have. Social innovation is done through exchangeable collaboration, organizational boundaries and jurisdictions, and also an open process of participation. (Voorberg et al. 2013, 1334).

To further explain how co-production is more than just engagement and involvement of citizens, Boyle & Harris, (2010, 12) suggests that:

“It can help to a dynamic and more equal partnership between citizens and the municipality. Thereby not viewing citizens as only consumers of public services, but as active co-citizens to the city. (Boyle & Harris, 2010, 12).

This means that the municipality is not working alone to develop the city sustainability, because help is offered through co-production, and as mentioned it is also an opportunity for citizens who want to help, and who have different knowledge and ambitions for their local area and city than the municipality might have.

Who are Co-Producing

Citizens who are engaged in co-production is defined as active users. Bovaid & Loeffler (2012, 4) see active users as; citizens who have the time and energy and are willing to put it into helping others. Also citizens who hold diverse capabilities, which make them potentially valuable contributors to their communities. They also know things that many public officials do not know (ibid.). These are the contributions and benefits of active users, rather than before when the authorities viewed the public as a passive user of services, meaning that every decision and development was left to the municipality.

It is important to recognize that the citizens should be viewed as a building block to a strong supportive neighbourhood, which underpins economic activity as well as social development (Boyle & Harris, 2010, 11). The effect is that where activities are co-produced in this manner, both services and neighbourhoods become far more successful

agents of change. Co-production focuses on the long-term outcomes for the city and its' citizens. Long-term outcomes can be increased quality of life, new relationships in communities, political support and influence, environmental policies, sustainable value in the local area and empowerment of vulnerable groups (Agger & Tortzen, 2015, 14; Bovaird & Loeffler, 2012, 9). All of these outcomes can be summed up to “*public value*” (Bovaird & Loeffler, 2012, 9). The elements of public value are likely to be very important, as they provide key insight to the motivations, which may lie behind co-production. (ibid.)

Criticism of Co-Production

Despite the seemingly positive effects of public value provided by co-production, Agger & Tortzen (2015, p.24), argue that there is a lack of empirical knowledge as to how the effects or benefits of co-production are evaluated and measured. Supported by Voorberg et al. (2013) who concludes, that there is not found much systematic empirical examples of the direct relationship between the purpose of processes of co-production and the outcome. They also argue that the level of citizen involvement is difficult to quantify, which is underlined by the far larger amount of qualitative studies on co-creation versus the small amount of quantitative studies. Bovaird & Loeffler (2012, 5) state that there is actually little evidence on which co-production initiatives the government substitutes and which initiatives are more willing to self-help or community self organising.

Another barrier that one should be aware of when co-producing is, as Bovaid & Loeffler (2012) note;

“...co-production is still seen as highly risky by many politicians, managers and professionals, as the behaviour of the co-producing users and citizens is less understood and seen to be more unpredictable than that of more passive users” (ibid., p.12)

This statement can perhaps be supported by the fact that the municipality does not have the resources or concern to overview all of the co-productive citizens wishes to initiate bottom-up projects. This is supported by the fact that the benefits of co-production is long term. Therefore, it is an investment of belief also for the municipality. This is one of the questions that will be analysed and answered by our data gained through interviews. Agger & Tortzen (2015, 24), follow up on the statement, saying that the return of co-production is often more tangible, which is the same with public involvement, because it

can be difficult to measure the direct benefits of these processes in the local areas. Although research is unable to determine whether or not co-production has a beneficial outcome, the processes of co-production seem to have positive results in terms of engaged citizens (Voorberg et al., 2013, 1348). Needham (2008) argues that the interest in co-production stems from the success of connecting polarities in public service debate, and that if it is used correctly, it will offer a better service for the public at a lower cost for the state and give more sovereignty to public officials and end users.

4.2.1 - Sum-up

We understand that co-production is a part of citizen involvement. In our analysis we hope to find statements that can underpin the purpose, outcomes, benefits and challenges of co-production, from grass-root or civil society movements collaborating with the municipality.

Through the study of literature we see that it is a collaboration between civil society, both citizens and voluntary organisations - and municipalities. The goal of co-production is to mobilize joint resources, and make use of these valuable knowledge inputs that come from the public. Co-production is very relevant in relation to restructuring of the function of society as it is today, and has the primary objective to make citizens active in the development of the city. When citizens are producing jointly, they are making use of the various expertise and resources that are offered by collaboration. Every participant has the same task and shared responsibility towards the city. Co-production is an innovative approach and aims to create more welfare for the citizens' community. It is combining as many resources and skills as possible, both citizens, organisations, businesses and the municipality. Important for co-production is that there is a good dialogue between the parties, which takes place in a framework where problem and action are continuously renegotiated. However, despite the positive outcomes of co-production several studies suggest that there is a lack of evidence towards the effects and benefits of co-production. We will try through the analysis to support the assumed benefits of obtaining network and community feelings, and to investigate if the boundaries between users and officials are indistinct. Co-production enables the public to be a part of the direct democracy and legitimizes actions. It often will give better solutions to difficult problems, and have the potential of social innovation that gives new freedom of action in the city. Co-production can also be a contributor to empowerment of citizens, which leads them to believe and act as if they are experts of their own local areas. However, we suspect that this may lead to a

lack of democratic transparency of the solutions. While also questioning the public security, accountability and transparency of political decisions.

4.3 - What is Empowerment

Empowerment is by WHO (2002, 10) perceived as: *“a continual process whereby individuals and/or communities gain the confidence, self-esteem, understanding and power necessary to articulate their concern, ensure that action is taken to address them and, more broadly, gain control over their lives (56).”* WHO (ibid.) furthermore states that empowerment is essential to community action, and implicit to Agenda 21’s commitment to strengthen public involvement. In addition to this, public involvement can both be an outcome of empowerment and also a strategy to achieve empowerment. When looking at the term empowerment in relation to community development, it is one of the key words (Pigg, 2002, 120). Empowerment contains the word power, and fundamentally it means giving or providing power to another. However, Pigg (2002, 109) states that this is rarely what happens and instead we should view empowerment as transferring resources of power. Such resources could be of organizational nature, or *“...personal skills and competence, and networks of relationships that can be employed as influence to extend others’ access to resources”* (ibid. 109-110).

Empowerment is also being referred to as both the feeling and ability of being able to act and make a difference for yourself in your life, and to the concrete circumstances that may or may not allow you to enforce this ability (Andersen et al. 2003, 15). Zimmerman & Rappaport (1988) have in their research found that empowerment helps the individual to establish efficacy and self-esteem through being a part of controlling their own lives through democratic participation in their community. They will achieve social and political efficacy and play an assertive role in controlling resources and decisions in one's community. (Zimmerman & Rappaport, 1988, 726) The political efficacy is for the citizen a belief that is it possible to influence the political process and community (ibid., 729).

Pigg (2002, 108) argues that there are three dimensions of empowerment, and these are viewed as inseparable. A singular focus on one kind of empowerment is insufficient in relation to a successful community change (ibid.). The first kind of empowerment is self-

empowerment gained through individual action – such as a single initiator. The second is mutual empowerment, which happens when there is action between several citizens. Third, is social empowerment, through the outcome of social action. Social action is often ignored in community development (Pigg, 2002, 108). However Pigg (2002, 109) argues that all three dimensions are important to recognize if the development of the community should be carried through successfully. Social action is a non-personal approach to empowerment; it started in the 1960's, where citizens addressed the feeling of powerlessness in relation to voting- and civil rights. Empowerment in relation to social action is designed to gain access to power held by others, such as public officials, usually in the form of control over resources (ibid. 115). Today we see social action empowerment in relation to community development, prevention of crime, environmental empowerment, self-help groups, consciousness raising etc. (Pigg, 2002, 115).

Rich et al. (1995) describe empowerment as a mechanism where people, organizations and communities are able to take responsibility of their own affairs. This also means that empowerment occurs on three levels, individual, mutual and community. They also argue that an empowered community is able to initiate efforts towards improving and responding to threats to quality of life and also give citizens opportunity for participation (Rich et al., 1995, 659).

In the Danish literature, Andersen et al. (2003), describe the collaboration between the Copenhagen Municipality and local citizens to make physical improvements (kvarterløft) to a neighbourhood. They use the term as an idea of a marginalized individual or group “being able to do something”, about a given issue, challenge or problem if they have the corresponding mental, material, social, cultural and symbolic relevant resources (Andersen et al. 2003, 14). It also entails the very important premise that empowerment equals a redistribution and transformation of power structures (ibid, 15).

We consider the idea of “being able to do something yourself” about an issue a strong prerequisite for our project, since the project promotes the idea of having citizens included in planning- and executive processes to support the sustainable transition in Copenhagen.

According to Pigg (2002), individuals are able to empower themselves through knowledge, attitude and behaviour in the community. This is called self-empowerment as mentioned before. Pigg (2002) states in his review that citizens who help themselves, are considered to be empowered through own actions (ibid., 112). Additionally Andersen et al. (2003, 15) suggests that individual empowerment will in most cases also strengthen the immediate surroundings of the individual. This makes it interesting to understand if empowering of local role models that are proponents for sustainable initiatives, can be an effective municipal tool to empower groups or local societies entirely. We also wish to investigate how the individual empowerment is expressed in our interviews, if these individuals experience empowerment through their initiative. The review by Pigg (2002, 107) suggests that empowerment is not fully utilized in community development, because all three aspects of empowerment is often not included by community leadership, hereby the municipality. Therefore we will use the data to see if and how the aspects of empowerment are present, and if the Copenhagen municipality can contribute to foster a sense of social action empowerment by providing resources and influence in the decision-making process.

Criticism of Empowerment

Empowerment is criticised for being without conceptual or empirical clarity. It has many sides and definitions, and can be used in several contexts (Pigg, 2002, 107). In this description of theory, we have viewed empowerment in the community development context, as this is how we relate it to our project when analysing the meaning of empowerment for citizens who initiate local food developments. Through our literature search it has become clear that empowerment is not something that occurs without action (Pigg, 2002, 109). Therefore in community change, when giving power and access to citizens for participating in decision-making and processes of the development will result in empowerment. It is important to note that participation must also be meaningful for the citizen in order to gain empowerment, if there is a lack of opportunity for meaningful participation, it can become disempowering for the citizen. This happens when either the citizen or the community fail to secure control of their concerns, e.g. towards to environment, or not receiving help or being met in their wishes by the authorities. (Rich et al., 1995, 660).

We will consider if the positive examples of empowerment, as they are displayed in the literature, are a necessity and opportunity for the municipality to rally a broad public support for the sustainable transition. This will be done by asserting concrete examples of how it has been applied in other parts of Copenhagen. It will further be done, by describing how our empirical data prove/support the effects of empowerment, directly or indirectly, which means that even if the actors that have provided information about the sustainable transition in Copenhagen openly mention empowerment, they might unknowingly contextualise and describe elements of empowerment as they perceive it. We will likewise consider which challenges empowerment may represent for the municipality, such as the redistribution of power structures.

4.3.1 - Sum-up

We understand empowerment to contain various perspectives and contexts. When looking at it in relation to community development, we see it as being the feeling and ability of “being able” to act and make a difference for yourself and your life as a citizen. It contributes efficacy, which is the belief in one’s ability to succeed. This is very important when approaching specific tasks or projects, especially when believing that our sustainable transition projects have relevance and are an important contribution to society. Empowerment is also about giving power to the citizen over resources.

There are three concepts that are inextricable. Empowerment is about the life quality of people. As described there are three levels of empowerment that are closely connected. Individual, group/community and organizational, respectively. If the citizens’ rights are secured in society, it is pointless to empower them. Likewise if we wish to empower a community the individuals of this community must feel empowered. Empowerment can be the remedy of achieving the goal of taking responsibility and be motivated to change the city towards sustainable. Conversely, empowerment is seen as a goal, because citizens who are empowered are better able to handle life's challenges and therefore are better able to act and motivate in relation to the city’s sustainable transition. However we fear that those who participate through bottom-up approaches are already empowered individuals, and thereby might not benefit from participating. Although, there are benefits

to be achieved, if the municipality includes citizens who lack empowerment. Empowerment is a product of citizen involvement and thereby also co-production as we see it. The following section will elaborate on how we understand the connection between the concepts.

4.4 - The three concepts alignment

When researching the fields of co-creation/production and empowerment, we can see that they are closely related and even difficult to separate in practice. It is essential to recognize that they are both based on the same purpose and foundation to meet the basic idea of cooperation with the individual citizen and putting the citizens resources at the centre to create something. In our opinion the theory entails that co-production is actually a precondition for the citizen to achieve empowerment, and co-production is essential for the municipality to involve the public.

Citizen involvement is a “virtue” (Voorberg et al., 2013, 11), it is something normative appropriate to the municipality. Co-production’s overall purpose is involvement of citizen and democratization of public services (Voorberg et al., 2013,11-12; Boyle & Harris, 2009, 11). From a political point of view, co-production is perceived to be a foundation in social innovation, also a necessary circumstance if the authorities want to meet the needs of the citizens in societal challenges, like urban regeneration (Voorberg et al. 2013, 1346). If we view public involvement as the citizens being involved with the authorities or somehow collaborating with the municipality, then co-production is the foundation where the wishes and initiatives happen. Co-production is the *active involvement* of citizens in the community (Voorberg et al., 2013, 1335), and it is also stated that in literature regarding citizen involvement, co-production is mentioned as a process of involvement (ibid.). Co-production is where the municipality should be involved and actively participating along with the citizens. It can be constituted that those who should be involved in the decision-making, are also those who are co-producing in the society (Voorberg et al., 2013, 4-5). Voorberg et al. state that: “... *co-creation is also related to other concepts such as public participation, collaborative governance or community involvement.*” Therefore we see the two concepts as associated, according to the above-mentioned statements.

Citizen participation is a process that can lead to empowerment by decision-making, this is elaborated by Rich et al. (1995, 660), who state that it can be either empowering or disempowering depending on the outcome and experience of participating in decision-making with the authorities. Zimmerman & Rappaport (1988, 726) explain that public involvement in voluntary organizations is an ideal context for studying empowerment, as it is here the sense of social and political efficacy is developed; this is also elaborated in the section “What is empowerment?” . Public involvement is also stated to foster a sense of being able to make a difference, which is what empowerment is said to do. This means that the two concepts are actually inseparable, meaning that public involvement is empowering citizens to make a change in their environment (Innes & Booher, 2004, 428).

Empowerment plays a role as an outcome and a tool to increase a sense of responsibility with the citizen for the surrounding areas (Tortzen, 2008, 231), this is in relation to both co-production and citizen involvement. In that sense Boyle & Harris argue that co-production actually can transfer the sense of power to the citizen from authorities as the municipality, and use resources and responsibility to empower the local enthusiasts (ibid. 12); this is coherent with our theory of empowerment, which as shown in our case analysis later on, where it can be argued whether or not the subject experiences a higher level of responsibility and sense of accomplishment in their local area.

It has been stated by Ibeas et al. (2011), Rich et al. (1995) and Zimmerman & Rappaport (1988) that the development and use of citizen involvement has led to the process of citizen empowerment. This means that empowerment is an outcome of the collaboration between municipality and the public.

Therefore we view all three concepts as linked to the processes in the municipality to increase involvement of the public and to further push the sustainable transition. When citizens take responsibility by initiating and co-producing on food projects, it can create a shift in their local areas and raise the sense of responsibility in the long haul. Also it can prompt a shift in mentality for the residents or a shift in general development of the city. (Agger & Tortzen, 2015, 13-14). This means that sustainable public food projects are very action oriented in relation to the community and raise awareness towards sustainable

solutions for Copenhagen (Tortzen, 2008, 231). How this relates to the urban food initiatives, will be further outlined in the analysis.

When a citizen initiates or co-produces with the municipality on different projects on their own, it can make them empowered to strive for what they believe for in terms of, in our case, sustainability and the purpose and responsibility of being a part of an initiative. Empowerment is one of the key concepts when talking public involvement, because it has a strength when embedding new initiatives, developments and knowledge in the society (Tortzen, 2008, 181; Rich et al., 1995, 659).

Although we see public involvement, co-creation and empowerment as closely connected and aligned, we wished to further elaborate the three concepts separately, to thoroughly explain the literature. In the analysis we will go into depth with how the combination of these three concepts might help to accomplish successful involvement.

5.0 - The Empirical Data

This section contains a careful description of each person or group that has contributed with interviews. The description is based entirely on the information that the contributors have provided themselves.

They represent different aspects of the contemporary green transition in Copenhagen. Their subjective viewpoints and contributions are partially the fundament of the analysis, and as such it is necessary to create a structured description of who they are, what they do and why they are relevant to our project. Finally, a thorough description of the empirical data is useful to support a more clear and coherent analysis, and makes it easier and more understandable when their viewpoints are referenced in the analysis.

As mentioned in the ethics of method all interviewees agreed to have their name and occupation visible, which is why we have included this information along with pictures. The description is based entirely on the information that the contributors have provided themselves.

The different actors are divided into three categories, depending on their position in the urban sustainable development. The categories ensure a more nuanced and structured assertion of each of the contributor's viewpoints, while also providing a comparative insight, capable of showing if the opinions being represented in this project are different. The three categories include: *Civil Society Movement*, *Copenhagen Municipality Representatives* and *Green Businesses*. The Civil Society Movements consist of people who have established a community revolving around different aspects of green transition, and a common vision or idea on how to make lasting changes towards a more sustainable society. In this group we find Byhaven2200, Københavns Fødevarefællesskab and Omstilling.nu. Additionally, we have Copenhagen Municipality Representatives are individuals who are employed by the Municipality and have a professional relation to sustainable development in Copenhagen. While these people are also citizens of Copenhagen, their viewpoints will be treated solely as representatives of the Municipality, unless something else is specifically stated. The Municipality Representatives are Louise Molin, Ida Bigum and Tim Jensen, from different relevant administrations. Finally, Green Businesses, are entrepreneurs that makes a living on the green transition market, either as advisors, architects, innovators or constructors etc. The Green Businesses are Østergro, Human Habitat and Bioark.

5.1 - Representatives of the Copenhagen Municipality

5.1.1 - The unit of sustainability in the Technical and Environmental management



Who?

Tim Jensen is an employee at the technical and environmental management (Teknik- og miljøforvaltningen) of Copenhagen municipality in the sub administration called 'City Development', from the unit of sustainability. The administration of City Development is mainly employed with connecting all development projects, which also represent the development of



the city of Copenhagen, such as local climate plans (Københavns Kommune, no date, B). The information he provided allowed insight into some of the more complex challenges,

which the municipality is facing in the sustainable transition. Tim has many years of experience in the Municipality, and his knowledge goes beyond sustainability practices and into the general procedures, and challenges, of what he describes as a colossi, the Copenhagen Municipality.

What does he do?

As previously explained the unit of sustainability operates under the administration of technical and environmental management. Tim is mainly occupied with local environmental work and is connected to the local environmental committees. The committee serves as a link between the Copenhagen town districts and the politicians. His job is to make sure that political decisions made in the administration are organized and implemented in a way that is coherent with the needs of the local areas, while also engaging citizens in local decisions. Furthermore, Tim is working with organic conversion in the municipality, and reaching the 90% mark of total organic expenditure in public auspice has been one of his key occupations.

Why is he relevant in our project?

The project is based on exploring how the Copenhagen Municipality mobilize and engage citizens in the green transition. The interview with Tim Jensen provides viewpoints, which are important to understand the problem field and its complexity.

5.1.2 - The Administration of Growth and Occupation in Financial Management



KØBENHAVNS KOMMUNE

Who?

We were introduced to Ida Bigum, through Emil Blauert from Chora Connection. Ida is an officer at the administration of Growth and Occupation and has a master's degree in political science from the university of Copenhagen. She has been working with sustainable food utilization for the last 10 months.



The administration holds the overall responsibility for finance and also for urban development in Copenhagen.

What do they do?

The primary work of the administration is implementation and development of the municipality's business and growth policy. Additionally, they are responsible for operation and development of the agency's portfolio of tasks and the development of future strategic measures. Under these future strategic agendas "food" is one of them. Ida tells us that food already plays a large role in the municipality, and it is bound to expand even more, in order for Copenhagen to develop further as a sustainable city. The administration are also partially responsible for urban development.

Why are they relevant for our project?

The interview with Ida has provided knowledge on which role food plays from her position in the municipality. She speaks of different perspectives the municipality are interested in working with, both sustainable development and food in general.

The data provided by the interview will be used, to outline and nuance the municipality's perspective and also how they approach citizen involvement when it comes to sustainable growth in the city of Copenhagen.

5.1.3 - The area renewal of Østerbro

Who are they?

The area renewal of Østerbro, is a part of Copenhagen's first climate resilient neighbourhood, and connected to the municipality's Technical and Environmental administration.



We have talked with Louise Molin, who is an architect working with public involvement in the projects of Tåsinge Plads, Bryggervangen and Skt. Kjelds Plads. These projects are mainly green space projects, which have been developed in order to create a green getaway in the city but also to handle the massive rainfall with innovative green solutions. She has informed us about the work processes during the development of the different spaces and how the participating citizens are organised.



What do they do?

The primary task of the Area Renewal is to come up with green solutions with multiple purposes. This means searching for *“innovative technological solutions, which at the same time meet our challenges with the large volumes of water and make our urban spaces greener, to the benefit of the area and its residents.”* (Klimakvarter, no date). This is where food initiatives appear, such as urban community gardens or rooftop gardens as Østergro.

Currently, they are working on a number of different projects to bring the nature closer to the city.

Why are they relevant for our project?

Louise's statements will be used to elaborate and analyse the municipality's perspective in relation to public involvement, and how the data provided would help to explain which role food initiatives play in the area of Østerbro's climate neighbourhood. This can draw parallels to the statements given by the other representatives of Copenhagen municipality, and perhaps help give insight into why some initiatives meet challenges or vice versa. It is interesting for us to analyse what the focus of the municipality is in reference to sustainability, if not food.

5.2 - Green Businesses

5.2.1 - Bioark

Who is Bioark?



Lasse Carlsen is in this project the representative of Bioark. Lasse contributed with knowledge and ideas about how to make space for more food produce in urban city settings.

Lasse has a master's degree from RUC and extensive knowledge of how to plan and execute projects related to urban gardening and innovative ways to produce and recycle food and food waste in urban settings. In his work, Lasse manages to mix green sustainable development in urban settings, with a socioeconomic purpose and hands on technology. His inspiration stems both from Amsterdam and the US, where he learned how to build aquaponics, which essentially are self-sustaining underwater ecosystems. He strongly believes that the socioeconomic aspect of urban gardening can be an important element to support social cohesion, as well as a learning platform for urban inhabitants, encouraging them to understand where the food they eat actually comes from. One of his first projects was in Nørrebro, where he helped locals in Mjølnerparken establish a garden community and build an aquaponics installation, which is where he first realised how great the community was, when built around an urban garden.

What do they do?

Bioark have innovative and concrete ideas on how to produce more food in a large city, which often includes merging traditional gardening and agriculture with modern city architecture and hands on technology. They act as advisors for restaurants and business owners and their approach to modern food produce in cities includes clever use of food- and waste recycling, establishment of greenhouses on rooftops and use of insects and

fungi, to create a food loop that could produce more food than inhabitants of the building themselves could consume.

Why are they relevant for our project?

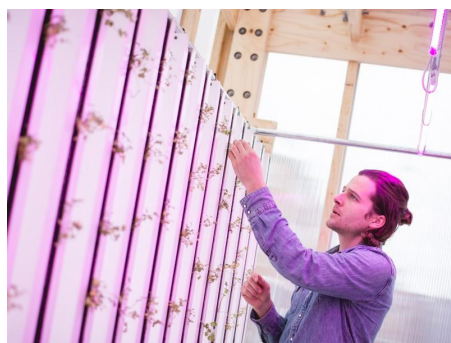
Their knowledge on food produce and innovative ideas and assertion of challenges in the urban city setting (Copenhagen specifically) stems from their actual work. This is why their opinion is both qualified and valued as a source of knowledge for the development of the current project. Moreover, Bioark is a strong proponent for food self-sufficiency and reliance as a means to develop a sustainable city.

5.2.2 - Human Habitat

Who are Human Habitat?

Human Habitat, founders Mikkel Kjær and Ronnie Markussen is an interdisciplinary team. Combined they are schooled in business, economics, communication, architecture and carpentry and they are content to prove that sustainability can be financially worthwhile. The founders of HH care greatly for the environment and are strongly motivated to create concrete sustainable holistic solutions. A big part of these solutions includes local support- and engagement. At the same time they wish to rethink how large cities can produce food locally instead of importing large amounts.

Prior to creating their first pilot project, the pop-up farm, Ronnie and Mikkel travelled a lot to find inspiration. In Harlem they found an organisation called Harlem Growing, a socioeconomic network of locals growing freshly produced vegetables in community gardens. Engaging locals in their projects is profound to the Human Habitats business



model. And while their inspiration to engage locals comes from a place where healthy food is a lot less accessible, they still believe that the potential of making sustainable solutions should come from the inhabitants in Copenhagen, where resources are spent far from optimal (in their opinion).

What do they do?

They are the architects and creators of a newly established pop-up farm on Nørrebro, which is an easy to use installation similar to a greenhouse, but with two stories and the capacity to produce a lot of local grown vegetables and herbs. Rainwater is collected in tanks and used to water the vegetables and herbs that grow inside. Before establishing the pop-up farm, HH made sure to initiate collaborations with local cafes and restaurants, ensuring the possibility of selling their products, which according to Mikkel and Ronnie has been a demand.

Besides designing and constructing pop-up farms, HH plan on using their comprehensive knowledge of recycling processes, resource efficiency and sustainable construction to merge common architecture with green design. Moreover, they are advocating for scalability in their designs, making their actual constructions fit more needs.

Why are they relevant for our project?

HH have with their pop-up farm managed to get the immediate support of both the local community, business owners and the Copenhagen Municipality, which is something that requires a great deal of preparation, sharp execution and an idea that can meet the needs and interest of a mixed group. An analysis of their work will help us understand why they have had a seemingly 'easy' time establishing their pop-up farm and gaining the support of the local community, and how their experiences can perhaps shed some light on why other private or public actors have issues finding municipal support for their projects.

5.2.3 - Østergro

What is Østergro?

Østergro is a rooftop garden located at Østerbro, Copenhagen. It was founded by Kristian, Livia and Sofie with an idea of making the city more eatable (Østergro, no date, A). The farm is driven as a Community Supported Agriculture; this means that they directly connect farmers and buyers but also grow vegetables for their members. It is the first city agriculture in Denmark. (Østergro, no date, A). Østergro's founders are the only three employees and they manage a business model where crops are sold to members of the farm.

Kristian, who was interviewed, is a landscape architect from Copenhagen University. He works full time with the rooftop garden's management. He organizes tours and helps

with contact to the authorities in the municipality. (Østergro, no date, B). He strongly believes that the farm is necessary to create awareness of the time and energy put into growing and harvesting vegetables and etc. His opinion is that people have lost respect towards farming, and therefore he is passionate about the city agriculture of Østergro

What do they do?

Kristian believes that communication should happen between farmers and consumers, and not between farmers and supermarkets, as it is today.

Therefore their vision is to create new business forms related to marketing of crops through this project of Østergro. It is important that consumers gain knowledge and an understanding of what it takes to create good and healthy organic vegetables. (Østergro, no date, C).



Why are they relevant for our project?

Østergro is relevant to this project because of they employ the unique business model CSA. They also have a successful collaboration with the municipality, which will provide the analysis with an understanding of what elements should be included in order to, establish a good collaboration with the municipality.

5.3 - Civil Society Movements

5.3.1 - Byhaven2200

Who are Byhaven2200?

Byhaven2200 (from now referred to as Byhaven) is a community based, urban agriculture garden located at Nørrebro, Copenhagen. The association 'Byhaven' was founded June 3, 2012. (Byhaven, no date) It was originally an idea from two volunteers at Københavns Fødevarefællesskab (KBHFF). Because the idea originated from KBHFF, Byhaven organizational structures are inspired by this (ibid.).

Byhaven consists of local volunteers, some of the original founders are still part of the garden. Byhaven live off of the money, which is donated from visitors and authorities, and the harvest, goes to those who volunteer in the garden. Therefore, Byhaven is categorized in this project as a civil society movement.

Sandra Villumsen is one of the founders of Byhaven. The garden gave her, what she was missing in Copenhagen, which was a place for people to gather and learn about the origins of vegetables. It was the combination of practical work with agriculture in local surroundings and the social connections, which are created when people interact across social classes and origin.

Her interest in farming originates from growing up at a farm, and working with agriculture at Camilla Plum's for 12 years. Besides this, she has an MSc in Environmental Studies and Sustainability Science.



What do they do?

Byhaven provides Copenhagen with a community-based garden where you can volunteer and harvest vegetables. It is a special place where unique relationships between citizens happens.

They state *"when it comes to gardening and ethics our main source of inspiration is permaculture."* (Byhaven, no date). Permaculture is, as they explain, a place where food is grown with elements of environmental awareness, voluntary commitment and social bonds (Permakultur Danmark, 2014). Byhaven also has a manifest, which they comply to the operation of their garden. Mainly this is to create awareness of environmental problems and to illustrate solutions to these as well

Why are they relevant for our project?

Byhaven is an example of the rejuvenation of social structures. Byhaven was one of the first to have a lease on a public park area, they could use to create a community garden. It shows an alternative to the common use of public spaces, while also welcoming the citizens to take responsibility and contribute to a sustainable development of their local area. (Permakultur Danmark, 2014).

The data from the interview will be used for analysing the citizens' empowerment of contributing to their local food production, but also the communication between the municipality and Byhaven, what potential challenges they met and still meet in the work progress. The interview also portrays some of the challenges and advantages when a public space is used for urban farming. It gives an understanding of what steps could be taken in order to make it easier for Copenhagen to become an even more sustainable city.

5.3.2 - Københavns Fødevarefællesskab

Who are Københavns Fødevarefællesskab?

The organisation KBHFF was founded by a number of people from the Danish restaurant business, as a food distribution network. They were inspired by the New York based “Park” supermarket, where each member earns the right to purchase cheap local commodities from Parks, by working unpaid shifts. The idea behind KBHFF is to give urban inhabitants the possibility of buying local (rural) produced vegetables, from the farmers directly. Jonas Dreves Glass is volunteer coordinator with KBHFF and has been providing us with insight in the work of KBHFF.



What do they do?

KBHFF also arrange meetings between the farmers and the members of KBHFF at the actual farms. This, Jonas says, is truly a platform of inspiration and knowledge, which gives the urban members an insight in how much effort is put into growing food. At the same time the members experience a stronger connection to the origin of their food and to the farmers who produce it. Jonas also describes that many members, after joining KBHFF, have made stronger commitments to



relieve the environment in different ways.

Why are they relevant for our project?

KBHFF has 2000 members, which makes them by far largest civil society movement related to food and sustainability, in Copenhagen. They appear to have found a way to create a community with a focal point of supporting a more sustainable approach to food and food produce, which really speaks to many urban citizens. More importantly, they have succeeded with establishing this entire organisation (mostly) without any outside help from the Copenhagen municipality and have created a stronger bond between rural and urban inhabitants.

Even if KBHFF is mostly a success, they have had a high member influx, but difficulties sustaining a steady number. Each time new people join the movement or new administrations are established, it requires an immense amount of coordination, e.g. training the new members and a lot of extra hours for the veterans of KBHFF, who usually handle these tasks.

The information provided by Jonas will help us get an insight into how a large organisation that is relying- and based on volunteering members, deals with decreasing enthusiasm and heavy workloads on the senior members. Jonas also provides his viewpoints on a potential collaboration between Copenhagen Municipality and KBHFF, which will be used in the analysis to understand how challenges and opportunities of engaging in a municipal collaboration is perceived from a civil perspective.

5.3.3 - Omstilling.Nu

Who are Omstilling.Nu

Omstilling.Nu is a network and a project platform that works to create a sustainable transition of societies. CONCITO Climate Embassy and Dagbladet Information founded the network on 23 February 2013. They hosted a seminar for young climate enthusiasts; here they were given free opportunity to come up with their own sustainable, innovative, pragmatic and radical ideas. This created the ‘Appeal’, which is the expression of their concern for their society’s development and future generations’ survival from climate, economic and resources threats. (Sidelmann,, 2015A) Omstilling.nu is a civil society movement, because it is driven and managed by volunteers with an interest in sustainable transition.



Inge-Merete Hougaard and Helene A. Søgaaard gave their statements in an interview. They share a common passion for sustainable transition. Inge-Merete has a MSc in International Development & Management. She now works as a network coordinator and is also on the board of Omstilling.Nu. She defines herself as a social scientist with great interest in the transition towards a sustainable society (Hougaard, no date)

Helene is on the board of Omstilling.Nu, in addition she works as a project manager in the Technical and environment administration of Copenhagen municipality. She has a Master of Environmental Science in Sustainable Development and is an active priority speaker of sustainable transition in society.

Inge-Merete and Helene have functioned also as sparring partners on this project. We have had regular meetings with them, and they also helped with contact details to the interviewed green businesses and civil society movements.

What do they do?

Omstilling.Nu works for a better and wider understanding of the necessity for a fundamental transition in environmental, social and economic challenges in society. They believe that they should be seen as integral parts of each other rather than separate issues. There is a consistent focus on long-term consequences of the political decision-making, sustainable business, holistic education and work, and the development of human communities and understanding of the individual's well being (Sidelmann, 2015B).

Why are they relevant for our project?

Omstilling.Nu are relevant to this project because they have a good understanding of movements in Copenhagen and Denmark related to sustainable transitions. They have facilitated important contact information for this project, and have also been a good sounding board on project progress and idea development.

The statements given by Helene and Inge-Merete will be elaborated in order to provide the larger perspective on sustainable transition in a large city like Copenhagen. We will further analyse their opinions on sustainable food initiatives, and why food has such an important role to play in the transition towards a sustainable city development.

5.4 - Sum-up

The above case presentations have given an insight into what kind of cases we have chosen to interview for our project. They represent different perspectives on the engagement of citizen initiatives in the sustainable transition in relation to different food organisations.

We have described how data from the representatives of the municipality will help us analyse how they mobilize and engage citizens in the sustainable transition. Also what challenges they face, both with public involvement but also between the different administrations. It will also help us to know how important sustainable food initiatives are for the municipality, how they manage the food initiatives, the citizens involved in these and how they utilize green spaces for sustainable initiatives.

Furthermore, the cases of green businesses have been elaborated, to show how their practical experience can help emphasize how local food production can be a way of strengthening the knowledge of sustainability with citizens, stronger social cohesion and ownership in local areas. In the analysis they will illustrate how collaboration with the municipality is, and shed some light on why other private or public actors have issues finding municipal support for their projects.

The civil society movements will provide a unique insight into the process and progress of initiating local food movements, and also which benefits or challenges come with such an initiative. We will also use this data to elaborate on the communication between the municipality and the civil society movements, and also to gain an understanding of what movements are occurring in Copenhagen and Denmark regarding sustainable food initiatives and the sustainable transition.

6.0 - Analysis of the Copenhagen Municipality

Our analysis is structured around three sections, with each section dedicated to analyse and discuss how public involvement, co-production and empowerment is perceived and experienced from the viewpoints of Civil Society Movements, Green Businesses and the Municipality Representatives, respectively. This way we can both assess how the municipality handles citizen involvement, but also assess how this is experienced from citizens that actually work with urban food initiatives. Furthermore, we can analyse distinct and subtle differences between Civil Society Movements and Green Business. These differences may imply what should be present in a well-functioning public involvement process.

In the analysis of the Civil Society movement and the Green Businesses (sections 2 and 3) it will be outlined how they have experienced working collaborating municipality. Additionally, we will analyse and discuss the outcome of their collaboration, in relation to our theoretical framework.

After each subsection we will sum up the most important points that have been made throughout the section.

In section 1 we will outline how the different interviewees perceive sustainability, including Civil Society Movements and Green Businesses. Furthermore, we want to elaborate how food relates to sustainability in municipal auspice, and how sustainability generally is described. This is done in order to fully understand whether the municipal perception may have an impact on the support urban food initiatives receive.

To reiterate our case description : (..) Copenhagen is formally presented as a city where citizens should be supported, when they engage in local activities to promote urban sustainability, initiated by themselves or the municipality. Additionally, citizens request more interaction and easier communication with the municipality (Københavns Kommune 2015). This is the scenario we have been able to establish, through our case description.

We will throughout the project try to assess how this corresponds with the opinions provided by our interviewees and our theoretical framework.

6.1 Public involvement

In this section, we will elaborate how the municipality utilize public involvement, co-production and empowerment. Additionally, we will elaborate and discuss with what purpose they utilize it, and how it is spoken of in general. We will also expand on what opportunities and challenges the municipality experience in the effort to employ citizens in urban development.

6.1.1 - What is the purpose of public involvement

The WHO (2002, 10) has described public involvement as a process, where people participate on multiple levels; e.g. in identifying a given challenge, but also allowing them to actively plan, develop and take action against the circumstances that are challenging them. In this context, we know from the ‘Sammen om Byen’ project, that citizens request more and easier ways to get into dialogue with the municipality, and that the municipality wants to ensure that dialogue is initiated at an early stage, because it may otherwise prevent citizens from having real influence (Københavns Kommune 2015, 10). The municipality also underline that dialogue with the citizens, and citizen involvement is a core democratic process, where citizens should have influence, and where they represent a resource, that can support the urban development (ibid). Innes & Booher (2007) describe that the purpose of public involvement is to ensure that citizens have legitimate influence on the decisions made by the municipality, which can be done through hearings, user surveys and more. These methods were utilized in the ‘Sammen om Byen’, in a collaboration between the municipality, citizens of Copenhagen and the local committees (Københavns Kommune 2015). The purpose was for the municipality to understand what the residents of Copenhagen expected from municipal collaborations, and how to improve the prerequisite for collaboration (ibid). Both the municipality and citizens are interested in more collaborations, but the way to approach citizen involvement is more challenging in practice, according to Tim Jensen. He describes, that the municipality is legally obligated to set up public hearings, if they want to make changes in the local planning. He adds, that citizen involvement has a lot to do with legitimizing these changes, at a political level (Appendix A, 10). Tim adds, that the citizen hearings rarely change anything in practice, and that it is often discussed internally what they are doing wrong (ibid.). Therefore, we question if the methods the municipality utilize to engage citizens and ensure they have legitimate influence, as proposed by Innes & Booher (2004), are insufficient and do not offer the citizens any

concrete influence. It is a concern that should not be taken lightly, because the efficiency of the public sector relies on how well the municipality manage to engage the citizens, according to Campbell & Marshall (2000, 421). Furthermore, the WHO (2002, 13) assert that decisions made in collaboration with the citizens, are generally more sustainable, because they are owned by the public. Additionally, in the ‘Sammen om Byen’ project, it is concluded that: *“Research also points out that it is not enough to have a focus on citizen participation, but it also is about making informed decisions about when and how it should be done, and how you in practice create and understand citizen participation”* (Københavns Kommune 2015). This implies that the municipality are aware of the challenges and that they have taken some necessary steps to improve the prerequisites for public involvement, by collaborating with the citizens to make the ‘Sammen om Byen’ project.

6.1.2 - How are citizens involved

There are other ways the municipality is challenged in their effort to utilize citizen involvement. One of the challenges is the expectation citizens have when they collaborate with the municipality. In ‘Sammen om byen’, the municipality conclude that citizens who are invited to collaborate with the municipality expect feedback during and after the project is completed (Københavns Kommune 2015). Tim adds, that if citizens are invited to the hearings, they expect changes to happen and they expect to be heard and not be treated as a piece in a political puzzle (Appendix A, 10). However, as we mentioned earlier, those changes rarely happen. We see that Tim believes that citizens are tired of being asked to participate, when nothing is ever really done (Appendix A, 10). It is problematic, if the citizens do not feel included or heard, because as described by Ibeas et. al (2011, 475) public involvement should be used to make citizens informed, and to reinforce development of the community in cooperation with the municipality. Tim also explains, that while the local committees are supposed to be representative for a city district, they mostly consist of seniors with spare time to participate in public hearings, and that only 15% of local inhabitants know about the local committees (Appendix A, 12). Tim adds that: *“...it is as if the way we think of involvement and political development is sort of out-dated”* (ibid.). Public involvement should also foster a sense of community and identity, which again can create social networks that are resourceful (Tortzen, 2008, 19-20). Because public involvement is supposed to foster networks and a feeling of identity in local areas, it is unfortunate that the local committees, which are

supposed to speak on behalf of the community, are only known by 15% of the community. Furthermore, the composition of the local committee does not represent the general community composition, which makes it questionable how democratic the citizen hearings really are, and how resourceful the citizens can really be under these circumstances. A worst-case scenario is that municipal- and citizen collaborations simply do not happen. Or they happen, but the projects are not thoroughly embedded locally (Tortzen 2008, 19-20). Additionally, if the citizen representations are in fact not representative, it is difficult to assess how the municipality can ensure that the results of a hearing reflect the desires of an entire community. This is how we interpret what Innes & Booher (2004, 419) describe: “*as the ideal democracy versus the reality that many voices are never heard*”.

Tim explains, that citizen involvement is also about creating resourceful collaborations outside the municipality auspice because: “*The municipality is simply so big, that we cannot always ensure the great involvement process happens*” (Appendix A, 11). With all the challenges there are in involving citizens, it is also worth noting that not all citizens are interested in being involved. Innes & Booher (2004, 421) emphasize that some citizens are content with voting for politicians and expect them to provide sufficient solutions, without being involved. In this context, Tim describes that the municipality sometimes attempt to get citizens to participate in local projects, that he believes they are not interested in (Appendix A, 11). When that happens, Tim describes it as “*nudging*” people to make the right decisions (ibid).

6.1.3 - Citizens’ right to co-produce

We also asked Ida Bigum whether the municipality is actively thinking of citizen involvement in the sustainable transition. Ida explains, that this is something the municipality could be better at and that she is uncertain how to approach it (Appendix C, 8). However, Ida finds that the municipality are responsible for supporting citizens in a way that makes them able to make the better choice: “*...our responsibility as a public authority is to make some good decisions on behalf of the citizens*”. (Appendix C, 8). Ida elaborates: “*If your child is in day-care, at school and later on in life in a nursing home, they all need proper food, and that is our responsibility* (ibid). Ensuring access to quality municipal services, such as public food, is a responsibility the municipality take

seriously, which Københavns Madhus is a testament to. However, by making the overall decisions, without involving the citizens that are perhaps dependant on public food services, citizens are placed in a role of passive end-users. This can limit the citizens' potential to be an active part of the co-productive collaboration, which is described as crucial to innovate and improve public services (Boyle & Harris, 2010, 8).

Co-production is also a term that deals with sharing and creating as a community, municipality and relevant stakeholders in general (Boyle & Harris, 2010, 8). The purpose of co-production is to strengthen and streamline public services, by utilizing the wisdom and experience of citizens (ibid). While we acknowledge that the municipality has many overall responsibilities and that tax money should ensure adequate service for citizens that depend on it, we still wonder how the municipality will ensure that public services are innovated, streamlined and improved, without involving citizens, which Boyle & Harris (2010) describe as a fundamental prerequisite. While the good decisions Ida speak of are related to which level of service citizens should expect from the municipality, it is uncertain what Tim means by the 'right decision' when he talks about involving citizens that are not interested in being involved. It is also unclear why the municipality want citizens to be co-responsible for a local project, if the municipality expect that they are not interested. Judging from the following quote, we believe the right decision has to do with a decision that is aligned with the municipal agenda: *"If we want more people to use the bike, we could make some involvement processes that is both about the frame (how they are involved), but it could also be about an involvement process that we throw a bike party or had a bike contest."* (ibid, 11). He adds that: *"The point is to make people think differently so they behave differently"* (ibid). It makes sense to improve the infrastructure for green transportation (such as bikes) in the effort to reach the CO2 neutral status by 2025. It also makes sense to make citizens a part of this effort, since they are supposed to use the bike lanes and not their cars. However, it looks more like the municipality have a predetermined outcome they hope to achieve, and that a given project is set up in a way where citizen behaviour is suitable for desired agenda. It can be discussed if this will jeopardize the possibility of embedding the projects thoroughly, if the citizens are, as nudged into projects they have not expressed interest in.

6.1.4 - Local initiatives and co-production

Since our projects deal with urban food initiatives in relation to public involvement and sustainable development, it was in our interest to explore how the municipality generally perceive urban food initiatives as a method to achieve sustainable development. Urban food initiatives presented in our case description are described in very positive turns, but we also wanted to know what the municipal representatives thought about these initiatives. Note that this is more a general perception of urban food initiatives, and not those presented in our project, specifically.

For each of the municipal representatives, we proposed the idea of mapping and supporting local food initiatives, which are already working in favour of the municipality's climate goals. Ida found it to be a great idea and added that Københavns Madhus is currently mapping actors, that are working to promote rural and urban collaborations (Appendix C, 3). As such, it seems like Ida is open to the idea that Københavns Madhus could potentially be involved in mapping urban food initiatives, if it fits the general agenda of the municipality. Tim Jensen says, that the municipality is very interested in collaborating with initiatives that are already established and successful, and that it is up to the local committees to push the political agenda in the local areas (Appendix A, 9-10). Louise adds, that if the local initiatives are working in favour of the municipal agenda, it is possible for the area renewal to support them (Appendix D, 12). According to WHO (2002, 1) citizens should also be included at the planning and development level, which is perhaps less likely to happen if the municipality have a predetermined agenda, where they support local initiatives that are more in compliance with the broader climate agenda. On the other hand, Tim (Appendix A, 11) explains that there are funds for citizens to have, in case they want to launch local initiatives. However, it is likely that these funds are tied to a municipal agenda: as Louise adds, the municipality decide what overall effort should happen in a local district or neighbourhood. Furthermore, Louise adds that the initiatives they normally support are those that take the lead on their own, e.g. Østergro (Appendix D, 18). If the municipality does not actively identify initiatives in order to support them, and the municipality primarily support those initiatives that take the lead themselves and fit the overall agenda, then that can perhaps leave a lot of initiatives in the grey area, where no collaboration will happen. We find it difficult to asses how the municipality will be utilizing the resources offered by civil society, if they do not know they exist, since initiatives are

expected to contact the municipality (take the lead). This may not be so easy, as we know from ‘Sammen om byen’, citizen’s request easier communication options with the municipality, which means that getting in touch with the right people in the municipality, may be a considerable obstacle. We are unsure what happens to all of the initiatives that do not comply to the municipal agenda, or do not initiate contact on their own, and we have no empirical indication that they will be less prioritized. We can only see that the municipality is enthusiastic about private initiatives that support the municipal climate strategies, and initiatives with success, a well-planned outline or a certain significance attract the municipality's attention (Appendix A, 9; Appendix C, 12-13). However, we must also acknowledge that local citizens have ambitions of their own, and may want to see some changes to their neighbourhood, that are not in line with the general political agenda or do not need the involvement of the municipality. As Ines and Booth (2004, 4) describe, public involvement can help broaden the municipal perspective on what is happening in local areas. If the municipality only knows and support specific initiatives, it is likely that they lose perspective and knowledge about what the locals want, but again, not everyone is interested in being involved (ibid).

Another reason to involve citizens that are not interested, could be related to how Abels (2007, 3) describes public participation as a cornerstone in western democracy, which is thought to offer effective political solutions and more accountability. The problem is that how citizens should be involved and to which extent varies considerably between different democratic theories (ibid). This conclusion was also reached in the ‘Borgernes By’ project, where participants pointed out that “*..there is a challenge that not all citizens can be reached by traditional involvement. A democratic process requires outreach and different audiences require different approaches. Citizens should not be thought of as a single entity. It is important to keep in mind the types of people you want to get involved in the concrete projects and adjust the approach accordingly*” (Dansk Arkitektur Center, 2014, 4).

6.1.5 Borgernes by - A successful application of public involvement

In the 'Borgernes By' project the Copenhagen municipality, with the help of Dansk Arkitektur Center, approached the challenge of revitalizing a marginalised- and socially challenged neighbourhood (Mjølnerparken), with innovative solutions. They considered how the physical scapes of the neighbourhood could be used in an opportune way, to enhance social cohesion and stewardship, in a neighbourhood with a very diverse resident composition (Dansk Arkitektur Center, 2014, 16).

As described earlier, the WHO (2002, 10) suggests that public participation entails a process where citizens are included at multiple levels, which allows them to identify, plan and take action against the particular challenge. Furthermore, public involvement makes it possible for citizens to enter collaborations with the municipality and have influence on the decisions that affect their daily life (Tortzen 2008, 15). These are fundamental prerequisites for true public involvement. As mentioned earlier, if public involvement and co-production are properly utilized, it can offer a more efficient public sector. Also, they can help decision-makers identify public preferences, and raise the likelihood of including them in a meaningful way (Campbell & Marshall, 2000, 421; Innes & Booher, 2004. 422-423). In Borgernes By, the municipality outlined a step-by-step multilevel process, that ensured citizens and selected community representatives would be involved prior to-, during- and after the project (Dansk Arkitektur Center, 2014, 16). This process can also support, that desires the locals may have for the neighbourhood, are more likely to be implemented from the beginning. Louise adds, that if citizens are co-producers in a collaboration process, they will also see more value in the final result and feel like contributors and owners, which makes it easier to embed the projects in the local area (Appendix D, 17).

With the help of local stakeholders, the municipality facilitated an inspirational tour to other neighbourhoods similar to Mjølnerparken, which have successfully combined local housing with shops (Dansk Arkitektur Center, 2014, 16). The inspirational trip is a way to support active participation in urban development. It is also a way to “...*involve stakeholders early in the process and qualify them to become knowledge ambassadors for a long-term development, by creating common visions and ideas*” (ibid). By creating

common visions and ideas, the municipality support the prerequisites for co-production as a social innovative process, where the citizens and municipality can create more effective and sustainable solutions (Voorberg et al. 2013, 1334). In the case of Mjølnerparken, the solution was to strengthen the cooperation between the municipality, and through an open process of collaboration, ensure the local desires for safety (tryghed) were realised, and develop a shopping street that can revitalize the neighbourhood and promote local ownership (Dansk Arkitektur Center, 2014, 18). Therefore, we find it crucial that the municipality attempt to involve citizens in important decisions about the city development, when it is possible. Otherwise it may essentially miss out on what Bovaid & Loeffler (2012, 4) perceive as active citizens with diverse capacities, and with time and energy that they can dedicate to improving municipal services, which would otherwise be favourable to both municipality and citizens. However, we understand that the municipality and representatives are part of a very large and complex institution, which influence the premises they base their decisions on.

6.1.6 - Active agents of change

How the citizens were involved in the project Borgernes By, is according to the 'involvement-ladder', at the second to highest- and highest levels (figure 7). These levels include: citizen groups, steering groups and co-production of initiatives. Common for these involvement methods are that they offer citizens a lot of responsibility for the actual development and activities they engage in (ibid). At this level of involvement, the citizens have the possibility to become 'agents of change', which according to Boyle and Harris (2010, 11) is a possibility when co-production is happening in an equal and reciprocal relationship between municipality and those that use their services, while it also influences their immediate social circles in a positive manner. It can be discussed if citizens who are given actual influence and responsibility, as they were in Borgernes By, and not just formally invited to share their opinions, as they often are in citizen hearings, are more likely to have a positive outcome. It means they are likely to become a real resource for the municipality, because they can see that their effort actually makes a difference.

When citizens are allowed actual influence in co-productive public - municipal collaborations, they are undergoing a process that according to the WHO (2002, 10) is essential to community action. The process entails that citizens gain the confidence and power, which is necessary for them to take actions against what is challenging them in their daily life. This is known as empowerment (ibid). Empowerment also entails power as a resource to develop personal skills, networks and relationships (Pigg 2002, 109). In the 'Borgernes By' project, it was among other things the inspirational tours that served as a way to make the citizens more knowledgeable, and add perspective and visions on how they could change their own neighbourhood into something better (Dansk Arkitektur Center, 2014, 18). By adding positive resources to the local residents, they also make a long-term investment for these citizens to prospectively add value and stewardship to the neighbourhood, because they now have the experience of what Andersen et al (2003, 15) describe as being able to act and make a difference.

In 'Borgernes By' the citizens were empowered through the municipal collaboration, and provided access to resources, networks and knowledge that made them able to effectively make changes to their neighbourhood. There is no direct mention of empowerment in Borgernes By (Dansk Arkitektur Center, 2014), so we find that this is not a conscious strategy utilised by the municipality, but rather a fortunate side effect of a successful collaboration. This opportunity is arguably dismissed, if the municipality make decisions on behalf of the citizens or only facilitate public involvement in a way that offers little chance to make a difference, which will reduce the possibilities of them being empowered.

While empowerment holds many valuable characteristics, it has also been criticised for having an unclear empirical and conceptual application, and the term is interpreted differently in many contexts (Pigg 2002, 107). In relation to public involvement, it makes sense when both Ida and Tim describe public involvement as a field that is difficult to approach in practice, because there is no best practice option. They also have many additional responsibilities and considerations. Moreover, if people do not feel disempowered or are not perceiving any meaningful challenges in their life that the municipality can help them with, or if the empowerment strategies mostly deal with marginalised populations, then it is relatively meaningless for the municipality to promote a sense of self-efficacy in the citizens.

6.1.7 - Differentiated involvement

Contrary to the citizen hearings that do not always provide great results in relation to getting citizens involved, the A21 centers (hence Miljøpunkter) have been more successful in their effort to engage local citizens in urban sustainable development. Especially those that do not normally care for the environment (Agger et al. 2005, 4). Tim underlines, that the Miljøpunkt is detached from the municipality and made to do something different:

“...But they were not a part of the municipality, and it was a really important difference for us back then to emphasize, that they are supposed to do something other than the municipality. That is a possibility they have, because we create a fund where they have some independent boards and they do not necessarily have to convey to the municipality agenda” (Appendix A, p.1).

The municipal detachment has caused some collaboration issues, which made several municipal administrations initially withdraw from it, and call the Miljøpunkter *“Too anarchical”* (Agger et al. 2005, 4). While the Miljøpunkt is made to do something different than the municipality, they are still used to legitimizing municipal environmental initiatives, which makes us wonder how detached they really are.

The municipality can sometimes have a very “one shoe fits all” approach to citizen involvement, usually via hearings and information sharing, -a traditional tool in the representative democracy (Agger et al, 2005, 7). The Miljøpunkt is, on the other hand, due to their dynamic and somewhat detached nature, perhaps better suited to adjust their involvement process to local needs. This is because the municipality meant for them to be different and not forced to utilize the traditional methods of citizen involvement. At least we know that ‘Miljøpunkterne’ are praised in Agger et al. (2007, 5) for their ability to consider distinct cultural conditions and come up with unorthodox ideas, which can perhaps explain the success of their approach to differentiated involvement, which has engaged so many citizens. How the Miljøpunkter manage to adapt their take on public involvement based on local needs, is similar to how the ‘Borgernes By’ project concluded, that not all citizens can be reached by traditional involvement, and differentiated approaches are required (Dansk Arkitektur Center, 2014, 4). According to Tim, public involvement, is also about creating *“something”* with the citizens. He refers to this something as co-production or *“samskabelses noget”* (Appendix A, 10). He finds

that it is difficult always to find a good way to approach it, but describes it as such: *“We have a frame, but we do not know exactly how to fill it and it is somewhat open how it should be done. Can we please have some help with it”* (ibid.). Additionally, supporting local initiatives in a more hands-on way is believed to secure that citizen’s wishes are recognised at a political level, perhaps due to the Miljøpunkter being mediators between citizens and municipality (ibid). As such, they can as mediators communicate local desires and best practice opportunities to the municipality, and vice versa.

6.1.8 - Summary

We know that there is theoretical criticism of public involvement, because as a core democratic virtue, it is often employed in a way where the process becomes the goal in itself, and with the fundamental expectation that citizens are a valuable resource. It has also been criticised for being lackluster in terms of empirical evidence to support its value. Additionally, we know that the municipal representatives are sometimes doubtful about the effectiveness of the methods that the municipality utilize (hearings etc.), and that they can be unsure how to approach citizen involvement specifically. However, we also believe that the municipality and representatives find great interest and importance in citizen involvement and how to effectively utilize it. Tim (Appendix A, 10) describes how citizen hearings rarely change anything, which makes it questionable if this method really offers any legitimate influence and decision making for the citizens. If the goal is to support an efficient public sector via citizen involvement, it is concerning that citizens are offered no real influence via hearings (Campbell & Marshall 2000, 421).

While some citizens may not have real influence, others are not interested in public participation altogether. It is likely that many citizens expect politicians to provide sufficient solutions on their behalf (Innes & Booher 2004, 421). However, sometimes the municipality attempt to involve citizens in local projects anyway, well knowing that they are not interested (Appendix A, 11). In these cases it is more about nudging people to a certain behaviour (ibid). We argue that by nudging uninterested citizens into a specific behaviour, there is a risk that the projects they participate in, will not be embedded thoroughly. It seems public involvement is sometimes facilitated to support and legitimise the municipal agenda in a way that may not entirely reflect the real purpose of

public involvement. While citizen hearings may not always yield the best results, it seems 'Borgernes By' was a successful project, because citizens were given actual responsibility and were involved on the highest and second highest level of influence. Residents of Mjølnerparken were more likely to become agents of change, because the municipality and residents entered a co-productive collaboration in an equal and reciprocal manner. This opportunity is arguably dismissed, if the municipality make decisions on behalf of the citizens or only facilitate public involvement in a way that offers little chance to make a difference, which will reduce the possibilities of them being empowered. However, Tim underlines, that the size of the municipality makes it difficult to always be part of the good involvement process, and that the municipality does not always have to be a part of everything. Tim also finds that the municipality would sometimes rather support the creation of networks, that can operate autonomously without the involvement of the municipality (Appendix A, 10). Moreover, in the report from Sharing Copenhagen (2014) it is assessed that many of the citizen initiatives during 2014 would sometimes be more successful without the involvement of the municipality, which leads us to believe that citizen involvement is not necessarily the most effective or desired approach or simply constitutes a democratic formality.

The municipality have many considerations and responsibilities such as ensuring quality food, which may require the municipality to make decisions on behalf of the citizens in some cases. However, according to Boyle & Harris (2010) citizens should be a part of the equation, to solve, streamline and innovative public services, which is arguably difficult when the municipality make overall decisions where citizens are not involved.

From both Tim and Louise we understand that the overall political agenda often dictates what happens in a local area, and citizen initiatives that comply to this agenda are likely to receive support (Appendix A, 9; Appendix D, 6). However, citizens should be allowed influence on the planning level, for them to have any meaningful influence (WHO 2002, 1). Tim says, that the municipality are very interested in collaborating with initiatives that are already established and successful, and Louise adds that they usually support initiatives that take the lead on their own, e.g. Østergro (Appendix D). If the municipality do not actively identify initiatives in order to support them, and the municipality primarily support those initiatives that take the lead themselves and fit the overall agenda,

then that can perhaps leave a lot of initiatives in the grey area, where no collaboration will happen.

This sum up concludes section one of the analysis, where we have analysed and discussed how public involvement is perceived and utilized from a municipal perspective and theoretical perspective.

All of the municipal representatives see great potential in public involvement and the municipality have with the 'Sammen om Byen' project been taking steps to improve the collaboration with citizens (Københavns Kommune 2015). Sharing Copenhagen, Borgernes By and Miljøpunkterne are also examples of the municipality demonstrating great effort to facilitate public involvement with meaningful influence and support of local initiatives. This makes it even more complex to assert how the municipality handle public involvement in general, and if we can even talk about a general and unified way of handling it.

7.0 - Analysis of Green Businesses

In this part of the analysis we will shed light on how Green Businesses experience public involvement in the Copenhagen municipality and discuss how they are a part of the development of the sustainable transition in Copenhagen.

In the subsequent section it is relevant to enlighten, compare and emphasize when the initiatives experience a successful collaboration with the municipality and what they see as challenges. Afterwards we will present how empowerment of citizens through initiatives can happen, this is done in order to show the contribution to and influence on citizens from Green Businesses. Lastly, we analyse possibilities and challenges related to the collaboration between Green Businesses and the municipality, and related to sustainable food initiatives in general. A summary of our findings will complete the analysis.

After the section about Green Businesses we will introduce the analysis of Civil Society Movements and what that particular analysis section entails.

7.1 - Public Involvement in Green Businesses

Firstly, the data in relation to involvement of the green businesses, Human Habitat, Østergro and Bioark, in municipal agendas is analysed. This is done in order to see how they collaborate with the municipality in the sustainable development in Copenhagen.

7.1.1 - Bioark

Bioark have collaborated in several projects in cooperation with the municipality. Lasse suggest that the municipality should perhaps focus more on the things they are good at, such as making transportation in Copenhagen favourable for soft pedestrians, instead of meddling in the affairs of private sustainable initiatives. He adds that the dialogue between Bioark and the municipality has not always been straightforward. Lasse does not think that the municipality wants the same for the sustainable development as he does (Appendix D, 4). However, he elaborates that during the last year the dialogue has changed i.e. the municipality shows greater responsiveness towards urban gardens developing in Copenhagen (ibid.) Lasse adds that there is a shift in the approach from the municipality towards initiatives, which is perhaps caused by the effort the municipality have been making to improve the prerequisites for citizen involvement as outlined in ‘Sammen om Byen’. As we know, Sammen om Byen was a project that suggested better dialogue and communication options between citizens and the municipality. Additionally, the municipality have been welcoming guerilla gardening, which is a concept where citizens simply utilize public property for green purposes (Sharing Copenhagen, 2014, 28). Guerilla gardening can offer citizens more liberty to launch their own projects in the city. The trade off in guerilla gardening is that it does not ensure the benefits of collaboration between civil society and municipality, which means that the municipality would not be benefitting from the knowledge or experience that is likely produced through the effort it takes to launch private green initiatives, and citizens would not receive the support that the municipality is able to give in terms of financial contribution, knowledge, etc. Thereby, we believe that guerilla gardening on one side offers citizens freedom to establish their own green initiatives, but they miss out on the potential of municipal support.

Boyle & Harris (2010, 11) explain that public involvement can contribute to social development in communities. Lasse believes that most projects in Denmark have the sole purpose of social development, more than they actually focus on food production, which

is Bioark's focus, i.e. to produce food with the help from technological development in an urban setting (Appendix E, 1). Lasse believes that their technological approach is the reason for the rising interest from the municipality in their projects (Appendix E, 6). He explains that the Administration of Culture and Leisure (Kultur- & Fritidsforvaltningen) has extended Bioark's lease contract and helped them in finding funds for development of the projects, likewise *"the Technical and Environmental Administration in the various neighbourhoods has been really interested in a collaboration"* (ibid.), which means that despite Lasse finds the municipality to be less than perfect in some aspects of sustainable development, they are improving in other aspects.

7.1.2- Human Habitat

Human Habitat is another Green Business that has a close collaboration with the municipality. They elaborate that: *"Honestly, there has only been benefits from it."* (Appendix F, 4). According to Boyle & Harris (2010, 8), co-production is a process where citizens and municipality share and create a space, where citizens can have an impact on local areas. In that context, we see that Nørrebro Area renewal and Human Habitat were able to co-create a space for the pop-up farm, which is likely to have a social impact on the local area, and that the pop-up farm was prioritized over public parking lots (Appendix F, 4-5). Human Habitat was also given a lot of influence and co-determination during the implementation process.

Human Habitat is very enthusiastic about sharing their knowledge with the local area renewal and see it as essential to the project, that the connection between the project and the municipality is good. They substantiate the good collaboration by: *"...I think, this project contains what we want, and what they (the municipality) want, so it has been easy for us to communicate about it"* (Appendix F, 6). Innes & Booher (2004) explain that in order to achieve public involvement the municipality must identify the public's' preferences, secondly include them to actually improve their own decisions. We find that the great collaboration between Human Habitat and the local area renewal is an expression of shared visions, which has made the communication process considerably easier between the two. By collaborating with Human Habitat the municipality benefits from the resources and knowledge offered, and use them to improve their own decisions,

which in this case is a multipurpose pop-up farm. The area renewal also helped them develop a financial plan for the building and daily operation (Appendix F, 2). In relation to this, we see that the financial circumstances are important for their future success, which is also something the municipality focus on, as the municipality are responsible for tax being spent wisely, e.g. on a project like the pop-up farm with a self sustaining financial plan. Human habitat adds that: *"It was a really important thing for the area renewal that, if they were to support a green project there had to be money for it, and for the on-going maintenance (ibid.).* While it is understandable that the municipality request and ensure that the initiatives they invest in can sustain themselves long-term, it is likely that the demand for a working financial plan might result in other citizens refraining from initiating local initiatives, or they might be rejected due to financial reasons. This may happen even though the project carries great potential, but does not have the required capital to be established initially. This would evidently result in the municipality missing out on knowledge and ideas from the public, which are perceived as resources. Therefore, it could be discussed if the municipality's legislations and financial considerations are a hindrance and a barrier for citizens that want to launch sustainable initiatives in collaboration with the municipality. What is expected from citizens when collaborating with the municipality, might not be possible for all citizens to live up to, even though their ideas are good and their input needed, but that is likely the trade off to ensure that the municipality invest in more durable initiatives.

Another green initiative that was founded with the help of an area renewal administration is Østergro, the rooftop farm located in Skt. Kjelds Kvarteret (Klimakvarteret - climate neighbourhood).

7.1.3 - Østergro

Østergro has like Human Habitat experienced a good collaboration with the municipality, where they established a co-producing partnership and received financial support. The focus for Østergro is to teach respect for crops, and also to offer their members an alternative to the standard supermarket. Kristian emphasizes that he and his co-founders are the driving force behind Østergro (Appendix G, 2) and underlines that being situated in the Klimakvarter at Østerbro was beneficial to their project. Kristian explains, that it was the Klimakvarteret, which facilitated the contact between Kristian and the people offering the rooftop for green initiatives (ibid., 3), and Kristian and his co-founders then seized the opportunity. Østergro, is along with the other green businesses, providing citizens with a knowledge platform and an alternative to food production in the local area. This can influence citizens to interact with Østergro on sustainability, and by participating citizens are empowered to take responsibility of the local area. As Østergro was promoted during Sharing Copenhagen, it is also likely that it can influence others and that the municipality can use some of the experience from Østergro and turn it into best practice. The mutual interaction between the citizens and municipal authorities creates a dynamic partnership, and helps citizens to become active co-evolvers of the city (Boyle & Harris, 2010, 12). Kristian explains, that Klimakvarteret have put a lot of time into communicating the concept and purpose of Østergro, and they have helped them advertise about their project to stakeholders, that could widen and help the network of Østergro (Appendix G, 3). This is an example of a well functioning collaboration between initiatives and municipal authorities. The dialogue between Østergro and Klimakvarteret is present and supports Østergro's wishes. There is reason to believe that the relationship between Østergro and Klimakvarteret is working well, because Klimakvarteret is a part of the Miljøpunkt, which is praised for being dynamic and able to adjust to local needs (Klimakvarter, 2013). Additionally, Klimakvarteret is a pilot project made to revitalize Skt. Kjelds Kvarteret, while also manages heavy rainfall with innovative green solutions (ibid., 26). Østergro arguably holds many of the qualities that make the rooftop farm a suitable match for the Klimakvarter, and is thereby aligned with the municipality's local agenda. However, Kristian also explains, that he has worked in other projects, where they have met a 'roadblock' in municipal context, and further elaborates, that if a administration does not like or approve of the idea, then it will not

happen (Appendix G, 4). We have no intention or way to find out if this often happens, and it is beyond the scope of this project.

Just like with citizens maybe being met with long requirements for long term financial plans, as Human Habitat was, it may also be expected that its initiatives should to some extent have qualities aligned with the overall agenda for the Klimakvarter. At least this is what our analysis in section 1 implies. This may set an entry barrier that is too high for normal citizens, that have no intentions of investing all of their time and money, but may have an idea for a sustainable project. However, our data show little indication of this, and we only see examples of how fondly Østergro and Human Habitat speak of the collaboration with the municipality, which may be because their projects meet many of the general wishes for the sustainable transition in Copenhagen. Furthermore, Østergro has participated in Sharing Copenhagen, which is also an example of collaboration with the municipality and other actors in the ambition of making Copenhagen greener and receiving international recognition.

7.1.4 - Sum-up

Both Human Habitat and Østergro have had positive experiences and benefitted greatly from their collaboration with the local area renewal and Klimakvarteret, where they received financial support, help to develop their projects and local advertising. Østergro has even been branded internationally during Sharing Copenhagen (2014, 28). Bioark has had mixed experiences, but finds that the municipality have been improving in their effort to support, not only Bioark's work, but also citizen involvement in general (Appendix E, 5).

Additionally, Østergro and Human Habitat express that the communication with the municipality has been impeccable and underline that their common visions made it easy to collaborate, and they were given a lot of responsibility and influence. The municipality (or Area Renewal and Klimakvarter) benefitted from the knowledge and resources offered by both initiatives and their insight of what is going on in the local areas, and they can draw from their experience with both initiatives, should other citizens wish to establish similar projects. While Human Habitat and the area renewal generally have a good connection and common visions, it seems the municipality also have high financial expectations when it comes to urban initiatives and their ability to sustain themselves.

This may turn citizens away from potential collaborations or make them unable to establish green initiatives. There are funds to apply for, but as Lasse describes these funds are subject to much contest (Appendix E, 4). The financial aspect is not the only barrier of entry for regular citizens, and it seems that urban initiatives with characteristics that are aligned with the overall climate agenda for the area are in a very advantageous position.

The municipality have also been showing increased interest in Bioark and have extended their lease, despite not always having a straightforward dialogue, but it has been improving over the last year (Appendix E,, 6). Additionally, the municipality have also been more accepting of guerilla gardening (Sharing Copenhagen 2014, 28). Guerilla gardening may help citizens to have more liberty to establish their own smaller green projects on public property. The trade off is that no co-production processes occur, and thereby loss of knowledge and resources happens both for the municipality and citizens (ibid.).

7.2 - Empowerment in Green Businesses

Empowerment comes from transferring resources from one to another. This does not always have to be municipal resources, but can also be passing on personal skills and competence through active involvement in projects (Pigg, 2002, 109). Human Habitat believes that the purpose of their pop-up farm is to share knowledge about farming with local citizens, and make it a place for social relations to blossom between local residents (Appendix F, 2-3). An even greater success would be to involve the young troubled people, who are not engaged in other positive actions in the local community. Here they see a potential in collaborating with the area renewal to establish after-school jobs for young people, which could lead to both self- and mutual empowerment. Human Habitat believes the pop-up farm contributes to young people gaining an understanding of food and environment, and because food is such a basic need for humans. Andersen et al. (2013, 15) describe that these types of initiatives are part of giving citizens the ability to act and make a difference for themselves, which is to some extent also the purpose of the Human Habitat project, i.e. to give citizens the control and knowledge about agriculture. This may give them a sense of ownership and belongingness to the local community (Appendix F, 3). Public involvement can help make citizens feel that they belong to a

local area (Ibeas et al., 2011, 475), which is as mentioned the intention of Human Habitat's projects. It will also help the local community to move forward in more than social aspects, as citizens gain empowerment through initiatives where they are given a meaningful responsibility, a sense of networking and identity in their local neighbourhood. (Tortzen, 2008, 19-20).

Lasse finds that local projects and initiatives can trigger active public involvement and make citizens feel responsible for an area, which can potentially empower citizens (Appendix E, 7). He adds that projects with a social intention are: "*A tool, which in some contexts, can create cohesion*" (Ibid., 1). Empowerment is perceived as an advantage to being involved in the community, and will help citizens to gain an increased quality of life and control of their lives in the local environment (ibid.,11).

Østergro shows empowerment by providing knowledge about crops. They also create a community of volunteering members. Kristian expresses that on Wednesdays the rooftop garden is full of members having a good time and socializing. (Appendix G, 1). However, they have limits to which days and how many members are allowed to help on the roof. When volunteering to help out in the garden, citizens can exchange personal skills and knowledge, and thereby empowerment is taking place according to Pigg (2002, 109). Empowerment can also be described as people taking responsibility over their affairs, according to Rich et al. (1995). In the case of Østergro, one might say that when Kristian and his co-founders are trying to teach members and volunteers about respect for food and thereby their consumption habits, Kristian is actually trying to make citizens take responsibility of their daily life. Whether this is achieved we do not know, but it is the intention and purpose of Østergro, as Kristian describes it, to communicate to citizens about food waste, local food production and also change consumer habits (Appendix G, 2).

The green business Human Habitat contributes to self- and mutual empowerment of the citizens participating in the projects. Both Human Habitat and Bioark think that food has an important role in creating motivation for citizen participation in local initiatives. Østergro is however more focused on the business plan of its initiative, and therefore the

empowerment lies within the work between volunteers, where Østergro contributes with personal skills on harvesting and knowledge of crops.

7.3 - Opportunities and challenges

In the following section we will analyse which opportunities the Green Businesses experience and how they are challenged in their collaboration with the municipality.

Both Human Habitat and Østergro have as previously mentioned, had financial help from the municipality to establish their projects and secure on-going stability. However, Lasse describes that they have had funding rejections, which according to him are caused by heightened competition for the funds (Appendix E, 2). Therefore, Bioark has trouble expanding, due to financial and construction permits, and it has had trouble getting an indefinite permit lease on specific locations for project development. This influences their business plans and ability to expand. They say: *"There are some problems with how you look at temporality in urban spaces"*(Appendix E, 6). When asking Lasse how the municipality could optimize public involvement, he explains that the way the municipality view temporality is a challenge, in terms of getting planning permissions from the municipality (Appendix E, 6). However, he suggests that it might be opportune if the municipality would let citizens utilize public spaces that are in transition: *"...making a space that is in transition and up for bid, instead of letting them languish. Why not incorporate several or some fixed percentage of lots to utilize (for green development) in town, which is changeable. Why not involve people (who are already trying to build a project) and help them in making it, instead of planning it from the top every time"* (ibid.). Lasse generally finds that initiatives and projects should come from bottom-up, which according to Poulsen (2003, 6) would secure a high level of public participation. It can be discussed, whether how the Green Businesses make it seem simple to engage in public involvement might be a special case, rather than the general experience. As we have learned, the municipality are very influenced by the financial circumstances regarding what is possible to do in the city. It is nonetheless mentioned by Lasse that citizens are missing available spaces to be creative, innovative and give their input to the sustainable transition. And he adds that this kind of space would be an opportunity for citizens and it would foster a sense of ownership, belongingness and empowerment of

citizens (Appendix E, 6). On the other hand, we understand that it is a wish of the municipality, that the public is more considerate, careful and has a conscious use of the environment and their local areas, and this is something the municipality considers when they initiate co-production with citizens.

Despite Lasse seeing many possibilities, they often experience being challenged by either legal circumstances or municipal concerns and focus points. He also believes that the municipality makes it hard for citizens to do something by their own initiative and adds that: “...*the Copenhagen municipality could somehow be able to support more (food and green initiatives)*” (Appendix E, 8). Lasse is of the opinion that due to strict regulations people are not able to initiate much on their own, but he recognizes that the municipal legislation is based on valid concerns about the projects that are initiated, especially if they happen without their knowledge: *...people need to clean up after themselves. There are some good projects, but it is still difficult for urban gardens to develop much*”(Appendix E, 7). However, within the last year, he states to have experienced a greater transparency and responsiveness from the municipality in regards to urban- and guerilla gardening as described earlier.. The above-mentioned arguments, suggest that Lasse is actually agreeing with the municipality that some precautionary measures should be taken, in order to ensure that people do not leave a mess. However, he finds that the balance between regulations and liberty is uneven, and there could be more room for development of community gardens and other sustainable initiatives.

In general Lasse expresses that he is: “...*a little ambivalent with the Danish way of dealing with the whole issue of food because it's all very built on constitutions and trust and that we are used to that there are some others who will fix it there with it all is okay for us*” (Appendix E, 4). This statement shows that he is doubtful whether or not citizens are ready to take on more responsibility in the urban development. He is suggesting that Danish people are used to politicians making all the decisions for them, and making sure everything goes smoothly. This is also something that is underlined by Innes & Booher (2004, 421), i.e. it can be a challenge to get some citizens involved, because they feel that the responsibility lies with the politicians they have voted for.

Just like Bioark, Human Habitat sees great potential in urban food production, and is especially curious about the possibilities of growing and selling local Danish food might entail. They are also aware of climate adaption and the increased rainwater, but they believe that the debate should not always be about rainfall and insurance policies, and that: *"...part of the debate should also be about our food supply"* (Appendix F, 4). Raising awareness about the environment is also one of the purposes of their pop-up farm. Empowerment is according to Pigg (2002, 108) key to development and change in communities. As such Human Habitat can use its position as a social hub for local residents, to disseminate knowledge about how sustainable habits are important for the overall climate challenge, and this may help citizens become empowered and actively make a difference. Human Habitat believes that the joint community feeling can contribute to change in society, and: *"...we believe that it is a very good element to create the change that we want to see"* (Appendix F, 4).

This is supported by Lasse, who says: *"we have a disconnection to food and a fear of what we eat"* (Appendix E, 8). By which Lasse suggests that local food initiatives can reconnect people to the food they eat. Therefore, these types of initiatives can foster a sense of responsibility in citizens, who are co-producing food projects, and it can create a shift in their local areas (Agger & Tortzen, 2015, 13-14).

Even though the pop-up farm has a lot of social advantages to it: *"... one can say that, now we mention social a lot, but of course there is also all the environmental benefits, just may be a little hard to measure, weigh and understand what it's effects are"* (Appendix F, 4), however, there are a lot of environmental benefits to be had as well.

Like Human Habitat, Østergro's purpose of business is to earn a living but also use their rooftop farm as a platform for knowledge *"So it is our platform to communicate what is going on out there (referring to the rural agriculture)"* (Appendix G, 1) to citizens, with the intention and hope that by showing urban residents the effort it takes to actually grow and harvest crops, that they will have a more moderate and respectful approach to food waste. Kristian emphasizes that in his experience people might not have the time and energy to invest in recreational labour activities, which of course is a condition for any volunteering work (Appendix G, 3). Kristian implies that a project like Østergro might be too comprehensive for just any citizens to take on and to be offered the location to do

so. The workload involved when operating a rooftop farm like Østergro is perhaps why Kristian and the other founders want Østergro to be managed as a business, rather than a volunteer driven organisation. They let people volunteer, but it has to be able to run out of the profit Østergro makes on their harvest and membership fee (Appendix G, 3). It is also a question of: “...by sheer volunteerism, well then you can’t grow and operate it, as professionally as we’d like it to be”(ibid.) Furthermore, we imagine, it takes a lot of knowledge and experience to establish such a project This is also a reason why it is so important for the municipality to be involved for others to benefit from the experience Østergro has.

7.3.1 - Sum-up

In general, all three initiatives portray and express the many benefits and possibilities these type of initiatives provide. Of these benefits they mention the possibility to design and create innovative solutions, and the social benefits emerging from citizens volunteering in a local network / community. Bioark sees a challenge in the way temporality is present in Copenhagen, because it makes it hard for citizens to initiate something when permits are difficult to get from the municipality. Lasse believes that the municipality could benefit from adding more freedom of action when starting initiatives that contribute to the urban planning of Copenhagen. This could help to give citizens more spaces and room for development of their own ideas. However, it may be doubtful whether citizens will take the responsibility of urban development. This is, according to Innes & Booher (2004) because citizens feel the responsibility lies with the politicians.

This is in line with what Kristian from Østergro expresses, that their business cannot be dependent on volunteers, as they might not have the time it takes to run a community garden. However, Østergro does experience great interest from citizens to participate in their work on the rooftop garden, and believe that citizens gain empowerment from participating in such projects, - more so it adds a closer link between consumers and production of food. This is mentioned by several initiatives, i.e. there is a beneficial knowledge outcome for citizens being involved in co-production initiatives.

8.0 - Analysis of Civil Society Movements

In this section we wish to analyse and discuss how civil society movements experience public involvement in the Copenhagen municipality and how their initiatives support the urban sustainable transition. It is relevant to elaborate, compare and emphasize when the initiatives experience a successful collaboration with the municipality. Additionally, we want to explore where they see room for improvement, because we believe that we find the prerequisites for a good collaboration in the details. Firstly, we will explain how public involvement is present in Byhaven and KBHFF, and how these two initiatives experience the collaboration with the Copenhagen municipality. Afterwards, empowerment is elaborated, i.e. how the initiatives contribute to empowering citizens, and how this is expressed in the collaboration with the municipality. Here we will also use the data from Omstilling.nu, as they have provided knowledge on how sustainable food initiatives contribute to society and citizens. Lastly, we will discuss and analyse the challenges and opportunities of collaboration with the municipality and sustainable food initiatives in general.

In the following section we will elaborate how the civil society movements experience involvement in Copenhagen municipality. The analysis is split into two sections, one for each of the initiatives (KBHFF and Byhaven), followed by a sum up of the main points.

8.1 - Public Involvement in Civil Society Movements

Firstly, the data in relation to involvement of the civil society movements, Byhaven and KBHFF, in municipal agendas is analysed. This is done in order to see how they collaborate with the municipality in the sustainable development in Copenhagen.

8.1.1 - Byhaven2200

Co-production is according to Boyle & Harris (2010, 08) defined as citizens and municipality sharing and creating together as a community, which is exactly what Byhaven and the municipality have done in order to establish the community garden. Co-production is also a part of general public involvement, and it offers citizens a high level of influence and co-determination in collaborations with the municipality, where citizens are given responsibility for their own initiatives (Agger & Hoffmann, 2008, 22; Figure 7).

The collaboration between municipality and what became Byhaven was so successful that it resulted in a lease of public property. Furthermore, the municipality have been involved in decisions and project development continuously during the start-up process. The municipality are still responsible for handling the legal rules and rights to usage of the area, while founders and volunteering members of Byhaven are the driving forces behind the garden. However, as described in the empirical case of Byhaven, founders and volunteering members are the driving forces behind the garden, not the municipality. Sandra tells us that there was no longer any contact or dialogue between Byhaven and the municipality after the garden was established, except for the annual renegotiation of their contract (Københavns Kommune, 2013). They are lacking a continuous sparring and feedback with the municipality, which can perhaps result in the municipality missing out on the knowledge about the daily processes and value of the garden.

As the municipality have agreed to a long-term investment in Byhaven by allowing them to utilize public space, they are also giving them responsibility over the park. According to Boyle & Harris (2010, 11) the municipality should acknowledge the citizens as the most important building block in a strong societal and sustainable development in a community, which can make citizens agents of change in a society; therefore, the municipality should focus on providing the best circumstances for the public to be active and participant in the city (ibid). We find that the municipality adhere to many of the requirements for good public involvement practice, as proposed by Boyle & Harris (2010), by allowing and helping Byhaven establish their community garden, they provide some optimal circumstances for the members to be active participants. Additionally, the garden's purpose is to create changes to strengthen the local community of Nørrebro, disseminate and promote knowledge about the organic and sustainable lifestyle (Byhaven, no date). This means that the municipality have ensured that citizens are actively working to promote sustainable development.

While the outcome of the collaboration with the municipality has been generally successful for Byhaven, the preliminary process was more comprehensive. They first contacted the municipality in January 2012 and Byhaven was established in June 2012. During their communication process, the municipality underlined the necessity of a project description before they could approve Byhaven's request (Appendix H, 2) Sandra expresses that to her it seems like a good dialogue is important for what the municipality

consider a healthy cooperation. Communication is also highlighted as an element of co-production (Innes & Booher, 2004, 422). Sandra argues that the necessity of an elaborated project description is also because the municipality do not want citizens to leave a mess or create unorganised projects (Appendix H, 2). There is no way for us to verify this, we only know that municipal representatives underline the importance of using tax money responsibly (Appendix C). Additionally, according to Voorberg et al. (2013, 1335), co-production demands active involvement of the citizens, and as Sandra expresses it, she believes that the right frames or co-production in Copenhagen are not yet there, due to the complexity of communicating with the municipality, which we will elaborate on in the section 'Challenges'.

While the municipality were asking for elaborate project plans from the founders of Byhaven in 2012, they have become more accepting towards guerilla gardening (Sharing Copenhagen, 2014, 13). This acceptance may only be towards smaller projects, which guerilla gardening usually is, and not towards projects with a magnitude like Byhaven. Furthermore, Sandra indicated that municipal support is a necessity for these types of initiatives, so guerilla gardening was never really an option, as they wanted to legally apply for a lease of land. According to Sandra a lease of land would allow them to establish Byhaven, but a permanent lease would be ideal, because she "*question the concept of 'temporality' (midlertidighed)*" (ibid.). Temporality influences embedding the initiatives, making the founders unsure of the long term solutions for their projects and thereby makes it risky to make long term plans. This may also deter new people from volunteering, because the project may not survive, if the lease is not renewed. It can also be discussed if this long embedment process can prevent other citizens from initiating projects, due to the high risk and doubt of not having a permanent solution. On the other hand, there is a positive side to temporarily, because it is an opportunity to test a project before fully investing in it, as described in section one of the analysis. Additionally, if volunteers know they are only committed to a temporary project, it may encourage them to put in the extra effort while they are engaged. This could in turn offer a sense of empowerment, which according to Boyle & Harris (2010, 12) can happen if the municipality facilitate co-production in a meaningful way, which to some could be a (temporary) community garden.

Besides the collaboration on establishing the garden and assigning a part of the park area to Byhaven, the municipality has also involved the founders of Byhaven in knowledge sharing workshops, which could contribute to ensure that knowledge is put to use in case of future concerns as well. Empowering through public involvement, i.e. having citizens participating in workshops, can assist in embedding initiatives and utilising knowledge (Rich et al., 1995, 659). Byhaven was part of a workshop regarding planning of the green strategy of Copenhagen, where they felt as an equally qualified partner in relation to the other participants of these workshops (Appendix H, 10). This is expressed by Boyle & Harris (2010, 12) as an outcome of co-production, that citizens view themselves as an equal contributor to the development of the city. This means that the members of Byhaven and Sandra truly benefit from influencing the co-development of Copenhagen.

Innes & Booher (2004) state that the involvement of NGO's, grass-roots, organisations and communities in municipal strategies can increase the effectiveness of the municipality and the project itself, which suggests that a collaboration between Byhaven and the municipality would both ensure a municipality with more experience but also improve the survivability of Byhaven.

Having the municipality's support will most likely ensure that a project has a better chance of being embedded in the local area (Tortzen, 2008, 19-20). However, Byhaven needs funding in order for them to survive. They are very dependent on the volunteers and they would like to embed some knowledge and practices connected to one employee of the garden, so that they are not dependent on volunteers sharing general knowledge and practical agendas with e.g. schools coming to grow and harvest crops (Appendix H, 9). This is something Sandra has expressed to the municipality, when the volunteer coordinator of the municipality asked Byhaven, what they need to do in order for the garden to keep existing, they answered that a part-time position could get knowledge embedded in the garden, and also for the municipality to use - this is what is needed "*... for greater local involvement*" (Appendix H, 17).. Additionally, the municipality have added a paragraph in the lease, which requires Byhaven to organize two annual arrangements to promote local awareness of Byhaven's existence (Københavns Kommune, 2013). Although the request has not been acted upon from the municipality. Meaning that Byhaven, in spite of an annual lease of land at a discounted rent, are not ensured survival due to financial obstacles. Sandra further elaborates that: "*...it is not*

because someone has to make a fortune on it, but it's just really, really important to get some knowledge embedded in individual projects”(Appendix H, 9). Implying that for future citizens and development of initiatives this is essential for the municipality to support, which judging from the paragraph in their lease, is something the municipality also find important. Also, embedding knowledge from initiatives can help the municipality gain better insight into city development (Innes & Booher, 2004, 4). Furthermore, Sandra explains that they ask for donations if the municipality or others want a guided tour of the garden, and in her words: ” *...it is also our way to call for help*”(Appendix H, 10). According to Innes & Booher (2004), not making the best use of the public’s knowledge, opinions and wishes can actually have negative effects and damage the reputation and outlook of the municipality’s contributions. It is therefore essential that the citizens and initiators feel listened to by the authorities, as the feeling of being listened to is furthermore empowering for the citizens. On one hand the municipality has been very good at facilitating an involvement process, where Byhaven’s founders have had influence and responsibility in the planning process. They have also been invited to workshops to share their knowledge, on equal footing as other municipal representatives. Additionally, Byhaven is on the municipality’s behest, required to host annual arrangements to raise local awareness about Byhaven’s existence. However, Sandra finds that the missing dialogue and continuous sparring with the municipality is challenging, and might cause the municipality to miss out on important knowledge that is embedded in byhaven.

Contrary to Byhaven, KBHFF has been founded without the influence of the municipality, and they generally vary in terms of depending on collaborations with other organisations and the municipality.

8.1.2 - Københavns Fødevarefællesskab

The difference in the collaboration between Byhaven and the municipality, and this case of KBHFF, is that Byhaven has established the lease in collaboration with the municipality, and has approved of their initiative. In the case of KBHFF, they are renting public spaces, and the municipality can choose to terminate their lease whenever they may wish to do so. KBHFF is also an independent organisation, meaning they are not engaged in co-productive agendas with the municipality. However, when reading the statements given by Jonas, the volunteer coordinator of KBHFF, there is some involvement of the municipality in their community. Although according to KBHFF, they have no direct collaboration with the municipality, but we know that the municipality offer KBHFF facilities at a discount, such as their office and warehouse. If Jonas should point to something that could be beneficial to KBHFF in a closer municipal collaboration, it would be that it might offer KBHFF some longer guarantees for the space they rent from the municipality (Appendix I, 11). As it is now, their contract on locations are embossed by 'temporality' as the municipality only offer a 4-year-lease at a time, however, at a cheap rental fee. Jonas elaborates that: *"This way, the municipality is doing something good for us, because it's a good place, at a price we can afford. And that's because the municipality want to keep their social entrepreneurs."*(Appendix I, 18).

Other than offering KBHFF cheap facilities, the municipality have invited KBHFF to mayor meetings as a representative for NGO's. They were also invited to attend the organic brand's (Ø-mærket) birthday party (Appendix I, 18). According to the figure 7, the collaborations between KBHFF and the municipality are co-determinative relations, which provides KBHFF with the opportunity to make their opinion known. Jonas elaborates *"I believe that our primary contacts is at these mayor meetings"* (Appendix I, 18). According to the theory, citizens are more likely to participate because they have a general interest and knowledge of what is happening locally in the city (Innes & Booher, 2004, 421). Therefore, it could be argued that the reason for KBHFF wanting to participate at these mayor meetings, was for them having the opportunity to influence development or disseminate knowledge about their organisation. However, it is difficult to measure how much effect their participation has. Which is also one of the points of critique made by Agger & Tortzen (2015, p.24), that measurement on participation influence and benefits are hard to measure. This can cause citizens to not participate as

they do not know how seriously their suggestions are taken or if their participation actually makes a difference. However, we have no indication that the municipality would not give KBHFF any meaningful influence, should they collaborate, and our analysis shows that the municipality is greatly interested in giving KBHFF influence.

We asked Jonas how he would feel about the municipality asking KBHFF to contribute with knowledge and sparring on a more strategic level, in case the municipality wanted to initiate something similar to KBHFF. To which, Jonas answers: “*..if the municipality wanted to cooperate they could pay the salary of a member of KBHFF to cooperate with them (the municipality)*” and adds that: “*As long as the municipality does not pay for a position that is hired to maintain the operation in KBHFF, but only pays for a position that is about sparing with the municipality* (Appendix I, 18-19). He proposes that an opportunity for a general cooperation with the municipality could happen, if they pay a position for a person in KBHFF, with the purpose of exchanging knowledge and experience with the municipality. But it must not be a person that is paid to have an administrative position, because then they may lose a person that was hired to “*make some important things in relation to distribution in KBHFF*” (ibid, 19).

Another time the municipality offered KBHFF an option to utilize an area in Copenhagen, where they could exclusively develop a food court. Although Jonas states, that there was an interest in participating, the possibility was not there, because as he says: “*There’s no one who is employed to start up such a big thing*”. (Appendix I, 9). As Jonas also elaborates this is a big project to become a part of, and as we see financial aspects play an important role for any type of project or business. Thereby, when the municipality are trying to establish a ‘food court’ by providing the space for KBHFF to utilize, but no additional help, it is challenging for KBHFF, because they depend on volunteers to undertake such a task. However, the outcome could be different if the municipality more actively supported the establishment of the ‘food court’, or if KBHFF was in a different position, so they would not have to be reluctant to collaborate. The previous statements underline that time is important for some of the members who are involved in KBHFF, and the options are in fact limited because of this. Jonas furthermore adds, that financial contribution or benefits could have an effect on the initiative’s ability

to contribute even more to the sustainable development in Copenhagen (Appendix I, 18, 19, 24). However, we know that KBHFF has received minor municipal funds (Appendix I, 10). Nonetheless, he emphasizes that: “*The principle of the KBHFF is that we do not accept funds for the operation. So we do not accept operating aid. It must be able to sustain itself.*” (ibid.). KBHFF will accept funds for specific disconnected projects, but they will not receive funds for the general operation of KBHFF organisation (Appendix I, 11). When KBHFF is not willing to receive funds for the operating aid, they are dependent on their own success, which will limit opportunities for the municipality learning of KBHFF’s experiences. Not having KBHFF as a knowledge platform that connects urban inhabitants with rural food production, could mean that the municipality misses out on important knowledge in the sustainable transition of Copenhagen. We find it interesting that the municipality have attempted to initiate collaborations with KBHFF on several occasions and in different ways, while also offering KBHFF facilities to run their operation at a discount. Still Jonas expresses that KBHFF is reluctant to collaborate with the municipality. It is possible that this reluctance stems from KBHFF having a conservative approach to their ability of being self-sustainable and do not want to rely on municipal funding, because shifting political winds may revoke their support. This may foster a scepticism towards general municipal influence, and is primarily a measure taken to ensure the survival of KBHFF. It could perhaps also be argued that KBHFF are too unsure of the demands and conditions a collaboration might concede. However, still recognizing that the municipality helps them facilitate a location and influence urban development.

8.1.3 Sum-up

In our analysis, we see that the civil society movements are involved in meetings and workshops with the municipality. Byhaven has furthermore initiated a co-productive collaboration with the municipality, where they hold the overall responsibility of development and activities in the garden. However, the municipality is also both a financial and legal support partner in the establishment of Byhaven. We found out that the dialogue is not continuous in the matter of Byhaven’s collaboration with the municipality. The only contact is when the annual contract is due for renegotiation. Thereby, the municipality might lose insight in the process of the garden, and the garden loses the opportunity to get feedback and spare with the municipality. However,

according to Tortzen (2008), having the support of the municipality when establishing a project can increase the chance of embedding the initiative in the local area. In the previous section of Byhaven, it is discussed how temporality influences the embedment of initiatives, as the founders have no guarantee for their long term plans. It can result in risks of citizens not wanting to take the chance of initiating or getting the municipality involved in their project plans. However, temporality is also perceived as a positive way of testing the relevance and success of project ideas.

KBHFF has not had a close collaboration with the municipality. Besides the cheap locations they rent, which they are very appreciative of, the only co-determinative relation we see is the participation in mayor meetings. However, it is discussed that it is hard to measure the influence and outcome of their participation. A possibility of a collaboration with the municipality, could be a paid position, which role is only to share knowledge with the municipality. Furthermore, we discuss the consequences of the municipality not having KBHFF as a knowledge platform. KBHFF after several attempts from the municipality do not wish to engage in further collaboration. This is perhaps due to KBHFF's wish of being self-sufficient and not having to rely on municipal funding.

Therefore, we see a difference in the collaboration between the municipality and the two initiatives. Where Byhaven had a close collaboration when first initiating the project of Byhaven, KBHFF have on their own started and funded the organization, and only asked the municipality permission to rent some public buildings.

The contribution of such initiatives is besides involvement of many volunteering citizens, also a way to empower citizens of Copenhagen with the purpose of their projects. This will be elaborated in the following section.

8.2 - Empowerment in Civil Society Movements

According to Pigg (2002, 112) citizens are able to empower themselves through knowledge, attitude and behaviour in the community initiatives. This is called self-empowerment. An example of this is when Sandra elaborates, that she believes Byhaven can be a part of giving power to citizens; i.e. providing them with knowledge of where the food and crops come from, and taking responsibility towards securing our land (Appendix H, 15). She underlines the importance of knowing where food comes from, because it is something we interact with several times during the day (ibid.). Helene and Inge-Merete (from Omstilling.nu) also recognize the importance of food: *“It (food) is close to our hearts, it is what we meet around, when the family meets. It is really a big part of our community, every time we meet we share food, serve food, because it is a social interaction, great cultural part and the foundation of our lives”* (Appendix J, 6), throughout the interview with Omstilling.nu, they point to the importance of recognizing our consumption patterns and how it affects the climate. Omstilling.nu suggests that sustainable food initiatives can be a way for people to gain perspective and awareness of climate challenges (Appendix J, 9, 18, 20, 21). Additionally, Tortzen (2008, 231) describes empowerment as a tool to increase citizens’ sense of responsibility. Which means that these are examples of how the initiatives can contribute to self-empowerment, because citizens gain a sense of power and responsibility towards the environment.

Byhaven and KBHFF also express how mutual empowerment is present in the initiatives. Mutual empowerment is seen where interaction between citizens happens (Pigg, 2002, 108). Citizens is in this case the members of KBHFF and Byhaven, respectively. And they benefit from their internal collaboration while they also inspire and teach each other about sustainable behaviour (Appendix I). KBHFF has many examples of how the community contributes to social interaction between citizens, Jonas states that: *“We create local communities. And there are networks, that are really strong.”* (Appendix I, 19). Sandra from Byhaven also recognizes the feeling of community networking and relations being made: *“The experience of helping to start something, and this ‘spark’ comes, there is something special, and special relationships that are built up and a special atmosphere and drive. It is like being a pioneer”* (Appendix I, 6).

As described above, social networks can foster a sense of mutual empowerment, and that empowerment can lead to social innovation, which needs to be present in order to fully develop an empowered community (Pigg, 2002, 108). Social innovation is about creating solutions through an exchangeable collaboration between citizens or between municipality and citizens (Voorberg et al. 2013, 1334). It will provide innovative, effective, long-lasting and sustainable solutions. Based on Sandra's viewpoints, we interpret that social empowerment can be made difficult by the municipality: Sandra describes that the whole process of establishing Byhaven was characterized by restraints, and a moderate approach to changes, and how much freedom of action should be given to the members of Byhaven (Appendix H, 12). This cautious approach from the municipality, is likely due to the process leading to the establishment of Byhaven, which was uncharted territory for the municipality. However, this may also prevent freedom of action, which according to Voorberg et al (2013, 1334) is a prerequisite for citizens, in order for them to promote social innovation and contribute to empowerment of other citizens, e.g. members of Byhaven.

The process and commencement of Byhaven was slow and long, according to Sandra, but when they finally could start up the growth and arrangement of the community garden, they felt as if they were a role model of the municipality's strategy on sustainability (Appendix H, 7). This could be because Byhaven was one of the first to get a permanent use of public land. Being a first mover gives a pioneer sensation to the initiative, according to Sandra. However, it can be imagined that initiating projects is very demanding on resources, both knowledge, financial, time consuming and breaking boundaries. Which is also something Louise mentioned as "project killers" (Appendix D, 7), which can result in long processes to achieve permanent embedment. Taking the extra step towards making an initiative permanent is not always easy, as we see in the case of Byhaven, however, it has resulted in extra freedom of action for Byhaven, towards the daily operation of the garden and the security a permanent lease gives.

Empowerment in the initiatives seems to be present. However, as mentioned social empowerment could be better facilitated by the municipality. Self- and mutual empowerment is something that is created in the management of the initiatives (Pigg,

2002, 108-109). Social empowerment is not something that is relevant for KBHFF, as they do not wish to gain power of municipal resources, due to the previous stated, independence from municipal funding's and regulations. The following section will elaborate on which possibilities the three civil society movements believe that sustainable urban food projects have.

8.3 - Possibilities and challenges

Citizens of Copenhagen can through urban food initiatives gain understanding of the purpose of farming in Denmark, according to Helene and Inge-Merete (Appendix J, 7). Citizens who do not have daily contact with crops, harvest and farming can benefit and can learn to understand the principles of farming and use in their daily life, and perhaps have a more responsible approach to food and climate challenges (ibid.).

Sandra from Byhaven believes that citizen involvement is of great importance for both societal, cultural and valuable in society (Appendix H). Ibeas et al. (2011, 486) also notes the importance of the citizens being a part of municipal planning in order to promote sustainability in a society. Byhaven believe that there lies a value in co-creating as a community towards a purpose of better conditions for the local area. Byhaven and KBHFF have great societal possibilities, because of the way their community evolves when they create together. Sandra also explains that the community gardens exemplify the importance of having these types of initiatives in Copenhagen, where most citizens are detached from the processes of growing food (Appendix H, 11).

Omstilling.nu believes that empty green spaces in Copenhagen are right there for the citizens to take, but because it is difficult to reach the right people in the municipality, it is also difficult for citizens to direct or develop their ideas (Appendix J, 14). Omstilling.nu notes that citizens perhaps can be allowed to make small gardens and initiatives, if they actually know where to direct the inquiry. Here it is suggested again, that communication from citizens to the municipality might be difficult to penetrate, because the average citizen does not know whom to approach in the municipality, this is also mentioned in the case description. If Copenhagen were to make more spaces available for the public to use, as some interviewees suggest, the communication between the citizen and the municipality would need to be improved. Improved communication

between the municipality and their civil collaborators might be able to reassure the municipality that citizens who want to utilize municipal property act responsibly on the spaces they have been given access to use. Also, it is important, that the citizens can get in contact with the right person in the municipality for initiating green development in Copenhagen.

Sandra also believes that the municipality could be better at accommodating how citizens and authorities could co-produce together, and have more viable options to try out sustainable ideas (Appendix H, 11, 14). Furthermore, Sandra has an idea of how the communication could be improved and how to make green spots more available for citizens to use. She suggests: *“Why can’t they make a map of areas that can be used, and who we should contact about using them?”* (Appendix H, 11). This is an opportunity to better organize and facilitate the empty green spaces in Copenhagen and spots become more accessible for the citizens to use. Through the communication challenges that the initiatives express, we see that the municipality takes the responsibility and initiative on the ‘Sammen om byen’ project. With the ‘Sammen om Byen’ initiative they intend to make changes that can improve the communication with the citizens and ensure that they are involved in projects earlier and have meaningful influence (Københavns Kommune, 2015).

Byhaven experienced trouble because they had to communicate with different administrations of the municipality. Sandra implies, that the administrations do not speak to each other, which makes the process even more tangled (Appendix H, 3). This internal communication difficulty, could possibly also affect the collaboration with the citizens, if the municipality does not manage to align their expectations with the citizens. Perhaps this is also why Byhaven describes themselves as being lucky that they collaborated with the municipal volunteer coordinator who had been hired to manage inquiries from citizens. This is again an example of troubled communication between the seven administrations in the municipality.

However, Sandra does speak of a positive experience of communication with the social administration. As mentioned in the empirical data section of Byhaven, there had been a problem with the local beer drinkers in the park area. Here the social administration has been helpful with their expertise in how the communication between the founders of the garden and the local residents of the park could transpire. This, seen in contrast to the start-up of the project and the communication challenges between administrations,

suggests that some administrations of the municipality might be more likely or able to take instant action when a problem occurs than others (Appendix H, 5-6).

Byhaven has had many inquiries from the public, schools, universities and in foreign context. That is an indication of a growing interest in urban farming and a possibility for expansion. Byhaven often has park managers from all over the world and from the municipality visiting. The visitors are interested in the development and proficiency from a community garden such as Byhaven. However, it is a challenge that Byhaven cannot accommodate all the inquiries, in spite of the possibility of sharing their knowledge and experience with the garden. As mentioned in the first part of the analysis, this is caused by insufficient funds (Appendix H, 10).

Jonas describes that new trends in the municipal strategy might offer new possibilities for citizens. The new trends are happening within the area renewal centers, where they support local enthusiasts, who want to initiate sustainable green projects, and the centers help facilitate their work by sparring, networking and offering workspaces (Appendix I, 10).

8.3.1 - Sum-up

In general, all civil society movements seems to think that the municipality could improve the conditions of urban farming in Copenhagen, to make it more accessible to citizens. The initiatives agree that citizens involved in urban food initiatives gain more understanding and respect towards the environment. Therefore, as Sandra states, public involvement is important in societal, cultural and valuable circumstances in society (Appendix H). Ibeas et al. (2011, 486) also note that, it is important to recognize citizens as a part of promoting sustainability in a city. Sandra believes that community gardens can help citizens achieve the knowledge that contributes to increased awareness, decisiveness and empowerment.

However, Byhaven and Omstilling.nu perceive it as a challenge, that citizens do not know where to direct their inquiry to the municipality, if they want to establish a green project. Sandra has the impression, that the communication between the administrations is slow paced (Appendix H, 3). The internal communication can further challenge the process where citizens approach the municipality, as the expectations and demands may shift from person to person. An example of this is the inquiry of the troubled 'drinkers' in

Byhaven, where we see that some administrations of the municipality might be more likely or able to take instant action when a problem occurs than others. Sandra sees it as an opportunity for the municipality, if they made a map of the green areas, along with the contact details of the respective municipal official. Furthermore, we also see that the municipality actually takes this challenge into consideration, and have addressed the communication issues in ‘Sammen om byen’ (Københavns Kommune, 2015).

This ends our analysis and discussion of our findings. In our conclusion we wish to gather the threads from the three sections, to answer our research question.

9.0 Conclusion

Firstly, we cannot answer how the municipality handle public involvement unambiguously. We found that the municipality are a sizeable institution. They are divided into seven different administrations, all of them with different considerations and responsibilities, some even with opposing purposes. This makes us unable to discuss public involvement as an unified approach. Therefore, we have concluded on the most important points reached in the analysis and discussion.

Generally, we find that involvement processes are more optimal when they are in the hands of local municipal satellite units, such as the ‘Area Renewal’, ‘Miljøpunkter’ and the like. These places are more dynamic, innovative and able to adapt to local needs. Additionally, the involvement processes work well when the municipality set the frame for collaboration, in a way that offers the citizens meaningful influence and responsibility. Conversely, the municipality have many considerations and a wide (climate) agenda, which makes them unable to always facilitate an optimal involvement process. This unfortunately means that citizens hearings, which is the standard involvement method, are often utilized as a formal democratic approach, and a way to legitimise political decisions. They offer little, to no influence for the citizens, as no changes really come from the hearings. The municipality have made efforts to accommodate the citizens, by having a more dialogue-oriented approach to citizen involvement. This is done to ensure better internal collaboration between administrations

and to ensure that citizens have more overall influence in municipal collaborations. Additionally, many citizens do not want to be involved, and according to Sharing Copenhagen (Sharing Copenhagen, 2014) many initiatives are working better without the municipality being involved. Furthermore, citizen involvement is criticized for being difficult to employ and having vague empirical evidence in terms of legitimising its efficiency. However, when the municipality support a co-productive reciprocal development process between citizen and municipality and include citizens where they have actual influence at a more general level, it will create better prerequisites for projects to become embedded; and the citizens feel ownership, value, purpose and responsibility for the project they have co-created. It is likely that this will make citizens more competent and able to make positive results in their local areas prospectively. Therefore, we can conclude that citizen involvement is not always the desirable scenario and may constitute a waste of resources, but when handled 'correctly', it offers the municipality and citizens an immense opportunity to co-develop a sustainable city.

We have chosen to interview six urban food initiatives, to find out how they experience involvement with the municipality. Our findings show that it varies from the type of initiative (green business or civil society movement), how involved the municipality are and what kind of collaboration they have.

Human Habitat and Østergro have experienced positive progress from working with the area renewal center and Klimakvarteret. Bioark has had varied experience in the collaboration with the municipality. We find that several interviewees mention the municipality having a new approach towards public involvement, and the area renewal centers seems to be more supportive of food initiatives. This is both financial support, knowledge sharing and promotion. Furthermore, financial matters are of great importance to the municipality when initiatives are started. That is why citizens who want to initiate a business type of project, may find it easier to get support from the municipality, as they already are focused on being financially sustainable, and therefore the municipality might recognise them as a safer investment.

Byhaven has experienced that the dialogue is not continuous, which arguably might lead to the municipality losing insight in the process and development of the garden. However, Byhaven is the first citizen initiative to get permission to use an area of a public park, here it holds the overall responsibility of development and activities in the garden.

We have concluded that all initiatives find communication between the municipality and citizens to be essential, when working to increase or engage public involvement. In the project 'Sammen om byen', we also see that the municipality have taken this into consideration for their future work (Københavns Kommune, 2015).

KBHFF have decided not to collaborate with the municipality, because they find that politics is unpredictable, and therefore they will not rely on financial support from the municipality, which we believe has fostered a certain restrain towards municipal collaborations. The best possibility for success and survival is for them to be financially independent and carry out their own business plan and policy, not involving the municipality. Despite the municipality trying to collaborate with KBHFF, Jonas explains that this is not in the cards for the organisation.

There is a difference in the level of involvement between the municipality and the two types of food initiatives, Civil Society Movements and Green Businesses. The Green Businesses have a more professional and fulfilled approach to projects. Furthermore, they run the green business with the intention of making a profit and providing knowledge to citizens, while contributing to the awareness of the sustainable transition. It is likely that this makes them more compatible with the wishes and general agenda of the municipality. As opposed to the civil society movements, which are based on the drive of volunteers. However, this does not mean that the municipality do not offer help for development of projects, and we see that the municipality have offered opportunities for KBHFF, and Byhaven has participated in workshops.

10.0 Perspectives

We have used Copenhagen for our case description, because in many ways, it is a city that holds international recognition, due to its focus on innovative green solutions and its ability to reduce CO2 emission (Sharing Copenhagen 2014; Appendix C). However, in the literature and in our interviews, we also find a lot of inspirational references to both foreign cities and other cities in Denmark. This inspiration has not gone unnoticed, but it has not been within the scope of the main project. Therefore, we will take this opportunity and present some of the foreign and domestic inspiration that we have learned of during our research. It will add perspective to the project, and point out that other cities have solutions that may be applicable for Copenhagen; solutions that are able to alleviate some of the challenges we have described in the project.

Where do our interviewees find inspiration?

The Civil Society Movements and Green Businesses have drawn inspiration for their pop-up farm, aquaponic systems and community gardens from many places abroad: the Netherlands, Harlem, New York and most of Europe (Appendix E, 1; Appendix F, 3; Appendix H, 1; Appendix I, 3) . Additionally, the Copenhagen politicians have an annual trip to foreign cities, where they gather inspiration for initiatives that may be applicable for Copenhagen (Appendix A, 15). We see both the municipality and citizens making urban initiatives drawn to foreign cities, and they understand that international collaborations can help them innovate their own green initiatives. Similar to how other cities look to Copenhagen for inspiration (Appendix C).

An international perspective

Not only does the municipality look for inspiration in foreign cities, they also engage in collaborations with other Danish municipalities. We have included the ‘Borgernes By’ project in our analysis, because it shows how a successful collaboration between municipality and citizens can be facilitated (Dansk Arkitektur Center, 2014). Borgernes By is also about projects in both Odense and Holbæk, which have local districts with similar social conditions to Mjølnerparken. However, the authors behind the Borgernes By report have also contextualised the results of the project in an international perspective, based on three different European cities. The intention is to draw knowledge from other cities similar to Copenhagen and which have experience with successful

municipal - citizen collaborations. These are the perspectives we want to present, because they offer solutions to some of the same challenges that the Copenhagen municipality have experienced.

Municipality and citizens collaborate in London

In 2010 the United Kingdom experienced how a mix of having one of the most expensive and centralized systems and the financial crisis made the society vulnerable. It became too expensive to uphold the same level of municipal service as previously (Dansk Arkitektur Center, 2014, 20). The solution was named 'Big Society' and the idea was to activate civil society resources, decentralise power and support socio economic initiatives (ibid). This decision launched a series of local citizen driven projects, such as improving social cohesion and facilitating workshops, where citizens can propose and develop their ideas via 'The Open Works'. By decentralising decisions and improving the possibilities of citizen inclusion, the citizens have been able to initiate a vast amount of projects, with the help of 'The Open Works'. We find that the Copenhagen municipality could take note of the positive experience that has emerged from letting citizens be a more integrated part of ensuring a level of quality appropriate for municipal services, and perhaps also benefit from streamlining, innovating and lowering the cost as of municipal services.

A Danish perspective

While there is a lot of inspiration to be had from foreign cities, it is not necessary to look any further than Aarhus, where Mejlgade Lab is situated. We were encouraged to contact Mejlgade Lab, because it has a different approach to green solutions and emphasizes citizen involvement in local projects (Mejlgadelab.dk, no date). Mejlgade is an NGO that prioritizes a close and well functioning collaboration with the municipality and thinks of its work as a municipal service. Mejlgade Lab faces the urban climate challenges with holistic solutions, that are both inclusive and beneficial to many people. Jonatan, the vice chairman of Mejlgade Lab, describes it as such: *"Actually, I chose to focus on 'the Latin Quarter', the oldest part of Aarhus. And then try to become place specific (stedsspecifik) about the challenges and opportunities there are for the green transition. And it is quite significant, that we want to have a dialogue and cooperation with that, because it is where people live and shape the everyday"* (Appendix K, 1-2) To engage people in local projects, Mejlgade Lab attempts to find 20 local people that can act as bearers and spokespeople for the local community. The intention being that these 20 locals can

inspire more people to get engaged with the projects. We asked Jonatan, the vice chairman of Mejlgade Lab, on which parameters he thinks that Copenhagen could improve in their public involvement processes. He explains, that there could be a more open process making it easier for citizens to get involved. This relates to Copenhagen initiating interdisciplinary solutions to problems they might encounter, i.e. specifically workshops and perhaps: “... *an ethnographic portrait and an anthropological study may open some of the keys for these problems*” (Appendix K). This suggests that the municipality should get to know the citizens of Copenhagen better and their wishes for the society's development.

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