

The Evolution of the Whole Grain Partnership in Denmark

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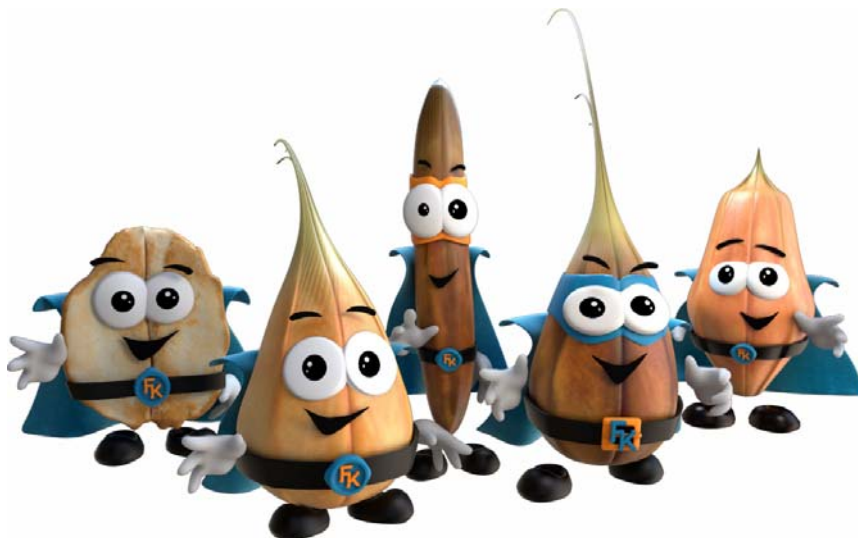


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ABSTRACT

This paper is about the evolution of the Whole Grain Partnership in Denmark. The partnership's objective is to increase public health by encouraging Danes to eat more whole grain. The partnership also provides a business opportunity for the food industry to expand the market for whole grain products. The Whole Grain Partnership is a campaign organization supported by 35 partners from government, health NGOs and the food industry.

A public-private partnership holds much promise and presents an exciting opportunity to increase whole grain intake for the benefit of public health. Before the Danish Whole Grain Partnership was established in January 2008, Danes ate on average only 36 grams of whole grain per day per 10MJ (mega joules). Today, Danes eat on average 63 grams of whole grain per day per 10MJ. 30% of the population now eats the recommended intake of 75 grams of whole grain per day, whereas it was only 6% previously. 43% of Danish children now eat the recommended daily intake, whereas it was only 7% previously.

This paper focuses on three interrelated questions:

1. Why was the Whole Grain Partnership established?
2. How is the Whole Grain Partnership organized, and how does it benefit its members?
3. How has the Whole Grain Partnership evolved and achieved results?

The paper shows the evolution of the partnership. The results show that the partnership has been strategically managed and that it has been successful in bridging the objectives of the public sector, the private sector and the health NGOs. The different sectors have accepted the mutual vision and mission while maintaining their own interests. The partnership is successful in most of its performance indicators. The aim is to inspire other organizations that would like to pursue the partnership option.

1. INTRODUCTION

“No man is an island,” said the poet John Donne, and neither is an organization. In a time of economic crisis, public-private partnerships offer a way to the benefit of the individual, the companies and the society.

This paper is about the evolution of Denmark’s Whole Grain Partnership, which is a specific type of public-private partnership. The partnership aims to increase public health by encouraging Danes to eat more whole grain. It also provides a business opportunity for the food industry to expand the market for whole grain products. The Whole Grain Partnership is a campaign organization supported by a number of organizations and companies. The partnership is managed on a day-to-day basis by a joint secretariat, which was located at the Danish Cancer Society’s offices, and has since moved to the Confederation of Danish Industry’s offices.¹ Cooperation between partners from the public sector, the private sector and the health NGOs is essential to making the partnership work.

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- (3) How has the Whole Grain Partnership evolved and achieved results?

The paper is organized as follows: Section 2 deals with the theoretical framework for public-private partnerships and establishes a framework for analysis. Section 3 describes the case study method used. Section 4 analyzes the evolution of the Whole Grain Partnership, including the beginning of the partnership, organization and funding, operations and strategic leadership, the results, the question of continuation, and the international perspective. Section 5 provides a discussion of key issues relating to the evolution of the partnership, including some of the key challenges and recommendations on how to address them. It also provides ten pieces of advice for starting up a public-private partnership. Section 6 is the conclusion.

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¹ The partnership is managed by a campaign manager with two employees: one full-time campaign assistant and one student – all employed at a joint secretariat.

2. A THEORETICAL FRAMEWORK FOR UNDERSTANDING PARTNERSHIPS

This section explains what a partnership is, and how a partnership differs from other types of organizing activities. The section explores the concept of partnership from various sources of academic literature on partnerships and partnering. The section ends by pointing to different themes in the theory of public-private partnerships, including jointly determined goals, collaborative decision making, the nature of the relationships, synergy among partners, risk sharing, and joint responsibility for results.

Partnering for public and private action has become endemic in modern governance (Alford & Flynn 2012). Partnerships come in many configurations and sizes (Brinkerhoff & Brinkerhoff 2011; Greve & Hodge eds. 2013). Partnerships can be a project, a policy, a governance structure and part of the cultural context. *The defining feature of a public-private partnership is that public organizations and private organizations work closely together on a particular issue over a sustained period of time and share resources, risks and results* (for further definitions, see Hodge, Greve and Boardman, eds. 2010).

The partnership discussed in this paper would primarily be referred to as a ‘policy partnership’, in that it is a partnership that seeks to promote a certain policy or idea and involves actors in creating action relating to the policy idea. The partnership engages different organizations in order to accomplish a particular goal or generate backing for a certain idea.

Risk sharing is an essential part of the definition of a public-private partnership. Risk management therefore becomes an important part of how partnerships operate, and partners should be prepared to find common ground rules that guide the way the partnership activities are conducted (Monterio 2010; Van Ham & Koppenjan 2001).

There is a broad agreement in literature about partnerships that partnering means going through several steps or phases. In infrastructure partnerships, the acronym DBFOM is sometimes used – which stands for Design, Build, Finance, Operate and Maintain, but many combinations exist. In this paper, we highlight the following items of a partnership process: Origin and design, organization, funding, leadership and operations, results, continuation or termination, and the international perspective:

First, the origins and design of the partnership: How did the idea for a partnership come about? Who initiated the partnership, and what was its original purpose? Is the particular timing of the partnership important? What is the evidence base of the partnership activity? What are the distinguishing features of a partnership? *Second, the organization of the partnership:* Who is involved in the partnership? How is the partnership led, by whom and with what resources? How many organizations or actors are involved? *Third, how is the partnership financed and what are the sources of funding?* Who is providing financing or other type of resources? What is the agreement regarding the partnership’s support? *Fourth, the leadership and operations of the partnership, including risk sharing.* What are the advantages of entering into a partnership? What are the risks and how are they addressed? What is the level of involvement like in the partnership? What is the relationship with the other partners? What is the level of activity, and is it appropriate? What ground rules have been agreed about how the actors in the partnerships engage with one another? *Fifth, the results created:* Have the goals of the partnership been

reached? What are the key goals? Have mutual beneficial goals been created? What is the effect of the partnership on the main stakeholders? *Sixth, the partnership and continuation:* Are results followed up by further action? Will the partnership continue even though the partnership is close to achieving the recommended whole grain intake? What is the partnership's long-term outlook? Are there plans for termination of the partnership? *Seventh,* what are the international perspectives of the partnership?

Partnerships are reported to be able to produce results. Partnerships appear to succeed when there is a solid idea behind them, backing from key organizations is secured, the leadership is visible and effective, there is agreement about the level of activity, the risks in the partnership are identified and shared appropriately, there are early visible results in line with set targets, and there is a notion about how long the partnership will last in relation to its objectives. In fact, Jeffares et al. (2013), Bryson, Crosby & Stone (2006) and others have identified a number of criteria that a partnership needs to meet in order to reach its goals. Donahue and Zeckhauser (2011) acknowledge that shared results should form the essence of a partnership. Porter and Cramer (2011) talk about shared value that arises from a partnership.

Those who are skeptical about partnerships tend to highlight that partnerships are not easily formed, and that financing partnerships will influence them to a large extent, that partners will not give up on their key interests, and that results are hard to measure due to a lack of agreement about what the short- and long-term goals are.

Literature on partnerships has recently highlighted several features about the workings of partnerships: Partners must strive to innovate in order to keep the partnership moving (Ysa et al. 2013). Partnerships require active leadership and full focus on getting partners committed on an ongoing basis. Partnerships must produce some kind of measurable results visible to the outside world.

3. METHODS

This study is based on a discussion of the relevant partnership literature and an empirical case study of the Whole Grain Partnership in Denmark. We developed an interview guide based on the research literature on partnerships. The interview guide focused on the different phases of partnership, and it is available in the appendix. Interviews were conducted with 10 people who are involved in the Whole Grain Partnership. They include public sector organizations, private companies, interest organizations and health NGOs. Interviews typically lasted one hour and were recorded. Interviews took place at the interviewees' offices or at the Whole Grain Partnership's office in central Copenhagen.

4. THE EVOLUTION OF THE WHOLE GRAIN PARTNERSHIP IN DENMARK

This section traces the development of the Whole Grain Partnership in Denmark. It tells the story of how the Whole Grain Partnership began, how the partnership strategy and objectives were formed, how the partnership is formally organized, how the partnership is funded, how the partnership is being led and managed so the participating organizations become involved in the partnership, how results are created and what those results are, and how the participants view the prospect for continuation. Finally, the section briefly examines the international perspectives in the partnership.

4.1. The partnership begins

Literature on partnering emphasizes the importance of a partnership's initial idea and its beginnings. This section focuses on how the Whole Grain Partnership began, its burning platform, and how key partners from the public sector, the NGO sector and the private sector came together to form the partnership.

The Danish Whole Grain Partnership was officially established in 2008 with members from the Danish Veterinary and Food Administration (government), health NGOs, and the food and retail industries.

The partnership began during a window of opportunity when several factors influenced the birth of the partnership: (1) A summit that highlighted the presence of excessive fat in the Danish diet and the Danes' need for a more healthy diet.² (2) The collaboration of two of the key organizations in the 'six-a-day campaign': The Danish Cancer Society and the Danish Food Administration³. (3) The increasing popularity of the Atkins diet in Denmark that turned the traditional diet pyramid upside down, creating a decline in bread sales. (4) Research results showed a correlation between whole grains and cancer.

"It was the Danish Cancer Society and Morten Strunge Meyer, the former head of the department for physical activity and diet, who initiated the Danish Whole Grain Partnership. We had new research results showing correlation between whole grains and cancer. While we had very positive experiences with the 'six-a-day' partnership, we thought a new partnership could be the solution to increase the average whole grain intake in Denmark". (Susanne Tøttenborg, The Danish Cancer Society).

These four factors led to meetings in 2007 between representatives from the food industry, the Danish Food Administration and health NGOs. They gathered to discuss a number of trends in diet and health, as seen from a whole grain perspective. The group concluded that there was neither an objective nor a

² 'The Fat Summit' (Det fede topmøde) took place over a 24-hour period in early March 2005 in Elsinore, Denmark. A number of stakeholders from the food industry and other organizations were assembled to provide 10 concrete pieces of advice to the government on how to meet the challenges posed by obesity. See: <http://borsen.dk/nyheder/avisen/artikel/12/1477816/artikel.html>

³ The full name of the Danish Food Administration is 'the Danish Veterinary and Food Administration', which is part of 'the Danish Ministry of Food, Agriculture and Fisheries'. The name will be shortened to 'the Food Administration' throughout the paper.

scientific forum that could lift the debate and facilitate a common direction across the Food Administration, food industry and health NGOs – to the benefit of consumers. The group decided:

- To explore the possibilities of creating a public-private partnership to promote the consumption of whole grain inspired by: (1) The successful 'six-a-day partnership', which promotes the consumption of fruit and vegetables for the benefit of public health. (2) The Whole Grains Council in the USA – a non-profit consumer advocacy group – that focuses on increasing the consumption of whole grain for improved health.
- To clarify the health benefits of whole grain in the diet
- To clarify the definition of whole grain and a recommended daily intake

Gitte Hestehave of the Danish Food and Drink Federation (part of the Confederation of Danish Industry) recalls the focus on the bread industry at the time when the partnership began:

"The Danish Food Industry was in the process of forming a knowledge center that focused on bread and cereals due to the declining sales of these products. The Atkins diet was gaining popularity and the bread industry was trying to counteract this negative trend. Whole grain began to appear in the public debate, and we agreed to focus on whole grain efforts. We worked on nutritional issues and linked up with the Danish Cancer Society. Together, we initiated fundraising for joint activities. We were successful in bringing leading bread producers and millers onboard. Then we contacted the Danish Food Administration, as it was clear we needed their involvement. And then it began to develop." (Gitte Hestehave, The Danish Food and Drink Federation)

The Food Administration cites public health as the main reason for entering into the partnership as one of the founding partners:

"For us, it was public health. That is our mission in the world. We want to improve Denmark's eating habits. We had experienced the successful 'six-a-day' partnership and, together with the Confederation of Danish Industries and the Danish Cancer Society, we started to discuss the idea of a new campaign and partnership to promote whole grain. As a public authority, our aim was to ensure that the public consumption of whole grain increased – with a specific focus on people with the lowest intake of whole grain." (Bente Stærk, The Danish Food Administration)

One of the partners recalls how they got involved in the partnership:

"It came at the right time for us as we were developing a new strategy to make our products as healthy as possible. Being part of a new partnership was interesting. There weren't many partnerships like that at the time. Many of our products are corn- and whole grain-based, so we knew that our products had a high amount of whole grain in them. But there's only so much you're allowed to publicize, so we thought it would be beneficial to join up with other organizations in a partnership." (Else Eikers, Quaker Oats).

4.1.1 The scientific background

Claiming that whole grain products were good for consumers had to rest on a solid, scientific basis. Of course, everyone would assume that whole grain products were healthy; however:

“The Whole Grain Partnership and its activities had to stand on a solid and unquestionable scientific basis. In a report produced by the Danish Food Institute, entitled ‘Fuldkorn 2008’ (translated: Whole Grains 2008), the concept of whole grain was defined, the health aspects of whole grain were identified, and a scientifically based recommendation for an average daily intake of whole grain was proposed (75 grams per day/10MJ). In addition, a baseline measurement of Denmark’s whole grain consumption showed an average daily intake of 36 grams/10MJ per day (source: Fuldkorn 2008). If you follow the 10 recommended dietary guidelines, your diet should provide you with all nutrients needed to help prevent cancer, heart disease, obesity and diabetes. This was something that the Danish Food Administration helped to provide through ministerial financing of research at the Danish Food Institute. In addition, an anthropological study was carried out that explored the consumption of whole grain, which was financed by the Cancer Society.” (Bente Stærk, The Danish Food Administration)

The report Whole Grains 2008 led to:

- The reformulation of the national dietary guidelines relating to whole grain with the Danish Food Administration as the key driver. This meant that a Whole Grain logo could be developed and used by manufacturers, who could place the logo on their products to help consumers identify whole grain products, to help promote the dietary guidelines.
- The development of the Whole Grain logo and the logo manual.

Products with the Whole Grain logo must meet certain standards in order to be recognized as an endorsed whole grain product. This quality standard has been at a high level from the start and is also the reason why some companies are not part of the partnership, due to their lack of sufficient whole grain products.

Morten Helleesen of Kohberg Bakery Group A/S underlines the importance of the scientific basis for the approach on whole grain:

“One of the key motivators of joining the partnership was the possibility of accumulating scientific evidence and articles about the benefits of whole grain. We developed a ‘knowledge bank’ (vidensbank), which included clinical studies and tests about whole grain. We gathered existing knowledge about whole grain, not just from Denmark, but also from international sources. We collected information and shared it amongst the different sectors. My company had some knowledge, which was different to the knowledge that existed in other companies. NGOs, such as the Danish Heart Association and the Danish Food Administration, contributed knowledge and evidence too.” (Morten Helleesen, Kohberg Bakery Group A/S)

4.1.2 The Whole Grain logo

One key innovation early on in the partnership was the 'Whole Grain logo'. This was a deliberate decision that ended up making a huge difference. There were several advantages of designing a new logo: (1) It would be easily recognizable on products. (2) The food industry could use this symbol on packaging, which would motivate manufacturers to develop new products to differentiate their products from other products on the shelves. (3) It would facilitate the calculation of how many products were sold as wholegrain products.

The innovative organization in this phase was the public organization, the Danish Food Administration. The Food Administration proposed that the Whole Grain logo communicates nutritional advice on behalf of the government, as EU regulation permits this on food products. In addition, compositional criteria for the logo's use was defined and it was decided that products carrying the logo should also contain consumer information about the amount of whole grain these products contain. After several drafts were presented, the final visual logo was agreed by all the partners. Innovative ideas are often associated with private sector organizations, but in this case it was the government that took the innovative lead. The Food Administration explains:

"The food industry was keen to find a way of informing consumers about whole grain on product packaging. The purpose was to make it easier for consumers to identify products that contain a high level of whole grain. The Danish Food Administration chaired a work group, which led to the development of the logo and the criteria for 'whole grain products'. We did this in cooperation with the organizations that were interested in joining the work. The group discussed several models (e.g. columns, a logo etc.). In the end, it's the Food Administration that can guarantee that the criteria are trustworthy. It was quite a long process, but we developed an informative logo that provides official nutritional advice and makes it easy for consumers to identify products that contain a high level of whole grain." (Bente Stærk, The Danish Food Administration).

The logo can only be used on nutritionally healthy product categories and not on unhealthy products like cakes, biscuits, snacks etc. Products carrying the Whole Grain logo contain a high level of whole grain and a low level of fat, sugar and salt. The Danish Food Administration formulated the criteria for the logo. (Source: The logo manual). The logo is legally owned and controlled by the Danish Food Administration, which means they can visit stores and food manufacturers to check that whole grain products are in accordance with the logo's criteria. A logo manual was produced for the purpose of explaining how the logo should be used.

The logo was launched on 150 products in January 2009. Today, there are 660 products carrying the logo:

"Since then, the Danish Food Administration has developed new National Dietary Guidelines and now whole grain is one of the guidelines, also referring to the logo. It also appears in educational material aimed at the general public and materials for public schools and daycare institutions etc." (Bente Stærk, the Danish Food Administration)

The group who finally initiated the Danish Whole Grain Partnership now had the scientific background that clarified the health benefits of whole grain in the diet, a definition of whole grains and a recommended intake. They also had the Whole Grain logo to put on products with guidelines of how to use the logo. The group started to invite other health NGO's and manufacturers and retailers to join the partnership. In January 2009 there were 14 partners in The Danish Whole Grain partnership and several new partners joined the partnership within that year. The partners met at frequently roundtable meetings to discuss the next steps and they agreed on (1) the vision: The Danish Whole Grain partnership and campaign improves public health by encouraging Danes to eat more whole grain and (2) The mission: The Whole Grain Partnership and campaign increases the availability of whole grain products and public awareness about the health benefits of whole grain.

4.2 The partnership strategy and objectives

Literature on partnerships illustrates how efficient daily operations and mutual gains play a large part in partnership development. This section focuses on the partnership strategy and objectives, documentation and outreach activities.

The Danish Whole Grain Partnership's philosophy is that the more organizations working towards the common vision and objectives, the stronger and more effective the results. This is why cooperation and the development of the partnership are fundamental to the strategy. The Whole Grain Partnership's strategy consists of four coherent elements, which have been in place since the beginning, and have been adjusted over time. This is the description of the 2014 strategy:

4.2.1 Availability

The partnership focuses on encouraging Danes to eat more whole grain. The partnership contributes to making it easier for Danes to consume whole grain by increasing its availability, and contributing to making whole grain a natural part of the daily diet. The partnership actively approaches new markets and ensures that Danes have increased access to whole grain at more outlets. Where it is economically viable and depending on available resources, the partnership contributes to awareness and development projects.

4.2.2 Product development

The manufacturers in the Whole Grain Partnership develop new and delicious whole grain products. They add whole grain to products that carry the Whole Grain logo and to grain-based products in categories that currently do not carry the logo.

4.2.3 Logo and communication

The partnership promotes the Whole Grain logo and carries out communications and PR work, with the aim of informing Danes about whole grain and dispelling whole grain myths. The partnership's aim is to increase awareness and understanding of the Whole Grain logo and the campaign.

4.2.4 Events and new norms

The partnership aims to create events and help shape the new norms that will increase the Danes' whole grain consumption. The effort is aimed at the general public. By structural changes the

partnership is actively working to increase whole grain consumption among the 25% of Danes who eat the very least levels of whole grain.

4.2.5 The objectives and target groups

In the beginning the target group was the general public in Denmark. 2014's target group is the general public in Denmark, and includes the 25% of Danes who eat the very least levels of whole grain. The partnership's objectives have changed over time, and the objectives for this current three-year period are as follows:

- a. Danes to increase their whole grain consumption. Half of the Danish population eats at least 75 grams of whole grain per day. The 25% of the Danes, who consume the very least levels of whole grain, eat at least 32 grams of whole grain per day – accurate to at least 50% of the total population's average intake.
- b. Logo awareness is at least 60% by the end of March 2017.
- c. At least 750 products to carry the Whole Grain logo by the end of March 2017.
- d. Increase of at least 5% per year (in kg) in sales of products carrying the Whole Grain logo.
- e. At least 12 additional partners in the Whole Grain Partnership by the end of March 2017. The focus is on attracting partners that represent interests that are not already covered by the partnership.

4.2.6 Determining the objectives

The campaign manager brings a proposed list of objectives to the board meeting, which the board members accept or adjust. The formulated objectives are then presented at a partnership meeting where the partners are required to approve them.

All partners agree that increasing the average daily intake of whole grain is the most important objective. In addition, manufacturers and commercial partners are very interested in the development of sales and logo awareness. The health NGOs and the Danish Food Administration are very focused on the objective concerning the increase in whole grain consumption among the 25% of Danes who eat the very least levels of whole grain.

4.2.7 Document the partnership effort

It is important for the partnership to measure results and document the partnership effort.

The partners have different experiences of how and what to measure. Private companies are used to measuring changes in sales and other key performance indicators, whereas health NGOs do not have the same approach to performance measurement. Examples of this are illustrated by questions such as: (1) How many people recognize the logo and buy products? (2) How many people actually eat whole grain products? It is quite difficult to find out if people are in fact eating the products they buy. One health NGO talks about getting the measurements right:

“We know very little about the 25% of Danes who eat the least levels of whole grain. The DTU (Technical University of Denmark) produces reports about food consumption. But it will be long before updated ones are published. It takes a long time to produce these kinds of reports, and we have used lot of energy to produce them. In hindsight, we should have been more precise in specifying our targets concerning measuring the effect of people’s diet. There are clear targets for sales and logo recognition, which are being measured by the poll company, Nielsen. Contrary to the industry, we don’t have access to numbers or data systems that can collect data faster. We cannot ask the DTU to produce reports at the drop of a hat. But there is fresh data from Nielsen twice a year.” (Susanne Tøttenborg, The Danish Cancer Society)

Twice a year the Danish Whole Grain Partnership measures the sales of the whole grain logo products through Nielsen data, and the knowledge to the logo and buying behavior through YouGov data, and count the number of products through partner reporting. In the beginning, the partnership had knowledge to logo and buying behavior measured four times per year and from 2010 sales was measured on a monthly basis to follow up if sales developed. With the current results, it is no longer necessary to follow up more often than twice a year. The Danish Whole Grain Partnership measured the average whole grain intake through the DTU food consumption report in 2011-2013.

4.2.8 Outreach activities and communication

The Whole Grain Partnership has worked relentlessly on outreach activities to create excitement about the partnership’s key messages about whole grain and health. The activities include establishing a National Whole Grain Day in Denmark, advertising campaigns directed at young people, a ‘Little Helper’ booklet with advice and information on whole grain for internal communication; three cartoons for social media distribution, a master toolbox, a recipe book (available in print and online), flyers, teaching materials and several other activities. See appendix 1: Outreach activities.

The activity level, and visibility and availability of products are valuable features of the partnership:

“Campaigns should reach their intended target group. The Whole Grain Partnership focuses on many of the products that people consume across the various social groups. There is action behind it. The partnership raises people’s awareness of whole grain. And there is a wide selection of products in supermarkets now.” (Susanne Wolff, Nestlé)

4.3 Organizing the partnership

Literature on partnerships notes how a solid formal organization of a partnership can result in the partnership making progress. This section sets out the formal organization of the Whole Grain Partnership. It documents how the Whole Grain Partnership has developed a formalized structure of organization that forms the basis for the cooperation. It also shows what the partners can bring to the partnership and the benefits they can reap.

The formal organization of the partnership consists of a board, the partners and the day-to-day management by the campaign manager in the secretariat.

4.3.1 The board plays an important role

A board of directors has the overall responsibility for the partnership, campaign affairs, finances and organization. The board consists of representatives from the three partner categories: The Danish Food Administration, Health NGOs and the food industry.

The appointment of board members by the three partner categories is decided internally by the respective partner categories. With the appointment of business partners, the level of subscription fees and previously demonstrated partnership efforts is considered. The responsibility for organizing appointment procedures pertaining to the individual partner category rests with the individual partner category.

The Board meets at least three times a year. The president and the campaign manager prepare the agenda, which is approved by the two vice presidents. The campaign manager prepares the necessary documents and the board receives all documents and the agenda at least one week before the meeting. The campaign manager participates in board meetings.

The meetings usually cover the status of results, approval of strategy plans and action plans, and decision making on new projects and momentum. The board discusses important issues, including how the partnership's success and the increase in the daily average intake of whole grain can be continued and strengthened.

The partnership is democratic, which means that the strategy and action plan drawn up by the board and the campaign manager are approved by the partnership. The partnership is also involved in creating action plans. The specific requirements from partners are set out in the partnership agreement and cooperation agreement (see www.fuldkorn.dk).

4.3.2 The partners actively contribute

There were only a few partners when the partnership first started, but today it consists of 35 members. The members of the Danish Whole Grain Partnership are typically authorities, manufacturers from the food industry, retailers, craft bakeries, millers, associations and health NGOs. They all contribute to the partnership in different ways, bringing with them their own strengths.

Partners in the Whole Grain Partnership

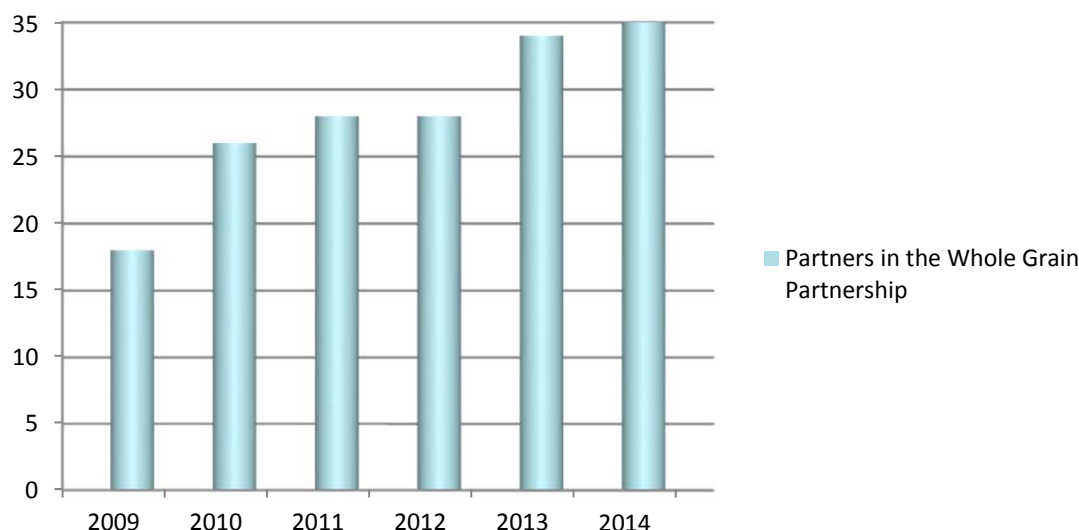


Figure 1: Partners in the Whole Grain Partnership

The partners in the Whole Grain partnership are divided into three categories: Public sector authorities (the Danish Food Administration), health NGOs, and food industry organizations (for the full list of members, go to www.fuldkorn.dk).

4.3.3 Partner contribution and interests

The health NGOs contribute to legitimacy and research into the health benefits of whole grains. They endorse the official dietary guidelines. The health NGOs promote and communicate documented knowledge about the health benefits of whole grain and increase awareness about the campaign through their health prevention and political work. They work to establish new norms in order to encourage Danes to eat more whole grains, and they are focused on increasing whole grain consumption among people who eat the least levels of whole grain. They also contribute to PR and communication activities. They participate in the partnership workgroups and implement the partnership campaigns.

The Danish Food Administration contributes to legitimacy and promotes the campaign and the National Dietary Guidelines. They established the criteria for the Whole Grain logo. They contribute to PR and communication activities, and are focused on increasing whole grain consumption among people who eat the least levels of whole grain. They participate in the partnership workgroups and develop and implement educational materials in public schools and daycare institutions. The Danish Food Administration also work to increase whole grain consumption through the Nordic Keyhole and the Meal Partnership.

The health NGO's and The Danish Food Administration interest is to improve public health and to reduce lifestyle diseases such as cancer, cardiovascular disease, diabetes type two and obesity.

The food industry contributes to the availability of whole grain products, through product development. The commercial partners carry the logo on product packaging and promote campaign activities. They sell a lot of whole grain products. The food industry also contributes to communication, marketing and PR activities. They participate in the partnership workgroups and implement partnership campaigns. Some of the partners also provide educational materials. They are part of bilateral cooperation with health NGO's. Kohberg Bakery group A/S supports the Danish Cancer Society campaign "Support the breast" to prevent breast cancer. Lantmännen Schulstad Unibake A/S supports the Danish Cancer Society campaign "Men and Cancer" to fight cancer among men.

The food industry interest is also to improve public health but also to sell whole grain products to improve profits.

The partnership philosophy is that together much better results can be achieved than separately.

The Danish Food Administration and health NGOs do not manufacture healthy products themselves. However, by working with the food industry in a public-private partnership, they can encourage manufacturers to develop whole grain products. The food industry receives information about the Danish Food Administration's policies and strategies as well as the health NGO's insights into health-related issues.

"We are able to support each other in the partnership. The NGOs are involved in the partnership and they can communicate information to the public about healthy food choices that we are not able say. On the other hand, we can ensure that the products are being developed and are available to people. We can specify to certain food manufacturers that we want products that carry the Whole Grain logo. We can also encourage people to use whole grain in recipes." (Mette Mecklenburg, Coop Danmark A/S)

For many of the private companies involved, the Whole Grain Partnership has been a new opportunity to be innovative and launch new products. One company, that is part of an international group with its Nordic headquarters in Denmark, recognizes the opportunity of introducing new products into the Danish market, which can be launched internationally at a later stage:

"We have increased the level of whole grain in some of our products. In the case of the breakfast cereal category, it is a question of having products that taste good while contributing to increased levels of whole grain in the diet. We got permission (from the international HQ, ed.) to develop a new whole grain product. We were a testing ground for the other Nordic markets. For other products we have opted for the 'keyhole logo' instead. It would be fantastic if the Whole Grain logo was a Nordic logo because we operate in the Nordic countries." (Susanne Wolff, Nestlé).

To recap, the relationship between business and health organizations (government and NGOs) can be summarized as follows:

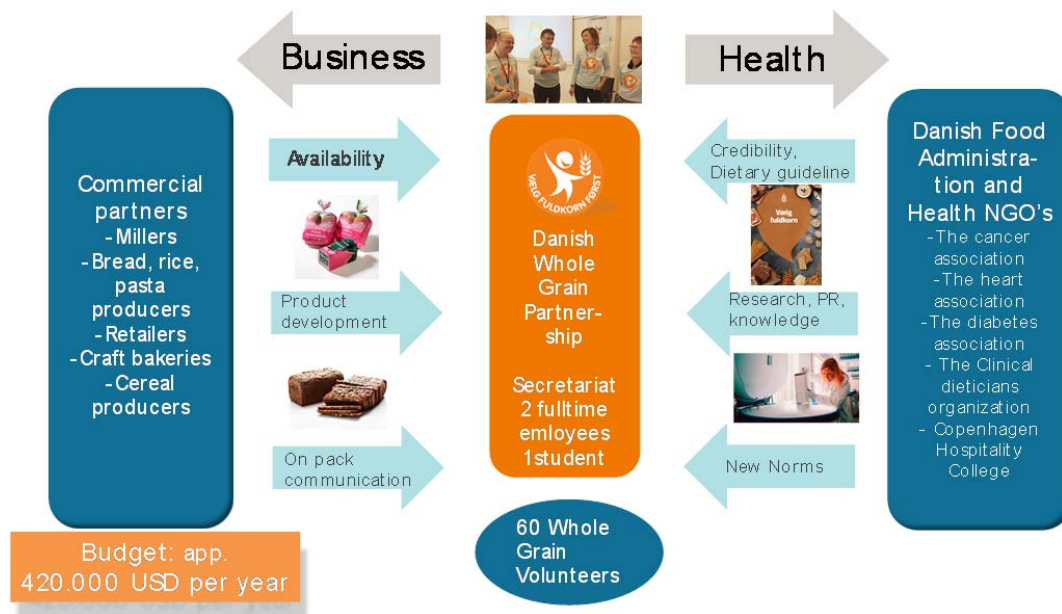


Figure 2: Partner contributions and relations

The partners have different reasons for participating in the campaign. It is important that each partner respects the differences of others and can identify with and understand each other's perspectives and motivations. The Danish Whole Grain Partnership's experience is that it often takes a long time to find solutions. But when a solution is found, it is often very durable and well thought through; the partnership does not need to revisit decisions. The Danish Whole Grain partnership has learned that transparency in a partnership is very important. If something is wrong or if someone is not satisfied, it is very important to communicate this and so that it can be resolved.

4.3.4 The campaign manager, secretariat and daily management

A campaign manager was hired in May 2008 to manage the Whole Grain Partnership and structure and coordinate the activities. A campaign assistant was hired In April 2009, followed by a student in 2011. The secretariat was located at the Danish Cancer Society's office for the first five and a half years before moving to the office of the Confederation of Danish Industry (who is also a partner in the Whole Grain Partnership) on 1 April 2014. It took almost two years to establish the partnership, and another two years for the secretariat to get the operation fully up and running.

The campaign manager handles the day-to-day management of the Whole Grain Partnership and campaign and is answerable to serving the Board for operations and the coordination of joint campaign activities. The campaign manager follows guidelines and directions issued by the board and reports to the presidency.

In collaboration with the partners, the secretariat develops an annual action plan for approval by the board. The secretariat acts as a sparring partner for the partners' whole grain activities, is responsible for developing ideas and implementation of specific joint activities in relation to public awareness, and ensures the assessment of joint ventures. The campaign manager prepares budgets and accounts for approval by the board. The campaign manager follows up on results and ensures that the objectives in the strategic plan and action plan are achieved.

In addition to quarterly newsletters, the secretariat regularly publishes information for partners, which focuses on communicating positive stories – whole grain in the press, public partner initiatives, and new opportunities that partners can explore. Staying top of mind with partners is an ongoing objective. It is important for the campaign manager to focus on stakeholder management and ensure that all partners feel listened and that they see a positive outcome from their membership and investment. There is a very positive and friendly atmosphere in the Danish Whole Grain Partnership, which is conducive to a collaborative environment. At the same time, working relations between the partners and secretariat is very results oriented.

The campaign manager handles international relations and engages in public speaking at international conferences. The Whole Grain Partnership wants to contribute to increasing the worldwide consumption of whole grain by sharing experiences from Denmark.

The campaign manager is responsible for expanding and developing the partnership, which includes inviting new partners to become members.

The work in the secretariat is recognized by the partners:

"It's not that the secretariat has a lot of employees. There are bright people that coordinate activities and make it work. I respect that." (Morten Hellesen, Kohberg Bakery Group A/S).

Another member organization says:

"The Whole Grain Partnership and the campaign manager follow up on results. They are doing a good job, and they are capable people. If you have an inquiry, they look into it and come back with a quick response." (Stig Bernt Pedersen, Casa Italia A/S)

4.3.5 Other types of organizational attachments: volunteers and ambassadors

Whole Grain Volunteers mainly comprise young health and nutrition students. They help out with campaign activities and spread the word about whole grain; they are a valuable asset to the partnership. Today, the partnership has 60 volunteers.

There are a number of famous Danes who are Whole Grain Ambassadors. They engage in valuable work, by attending the annual National Whole Grain Day and giving interviews to the press about whole grain and why they support the effort.

4.4 Funding the partnership – contributions give commitment

Literature on partnerships focuses on how partnerships are funded. This section shows how an agreement on the funding of the Whole Grain Partnership has been reached. The section shows that a common understanding between the partners for a fair funding formula is essential for good cooperation.

An agreement was made on funding at the beginning of the partnership. The funding comes from all the organizations involved in the Whole Grain Partnership. Members pay a certain membership fee, which is determined by the board and approved by all the partners. This scheme is reviewed and agreed by the board every three years in tandem with the approval of the new strategy.

The founding partners decided on a budget to finance activities and the campaign manager's salary. The amount paid by each participating partner was adjusted to the size of the health organization and food industry companies. The board decided that new members with an annual turnover of under 15 mio. DKK should pay 25,000 DKK excl. VAT. Partners with a turnover above 15 mio. DKK per year should pay 50.000 DKK excl. VAT. Over the years, it became a challenge that the founding partners paid a much higher membership fee than other partners. Today, the founding partners' membership fee is reduced compared to the membership fee they paid for the first two campaign periods. However, the founding partners' membership fee is higher than the standard membership fee. The board continues to define a fair financial structure. It is a difficult task because the partner organizations are very different in size, structure and purpose.

The total budget of the campaign is now 2.5 million DKK per year excl. VAT (approx.. 420.000 USD), which includes everything (activities, the secretariat, salaries etc.). The experience in the partnership is that it is crucial to try to formulate a fair financial structure from the beginning.

4.5 Getting organizations involved in the partnership and addressing risks

Literature on partnerships focuses on activating partners and sharing risks. This section shows how the Whole Grain Partnership has approached risk sharing. The section illustrates that all the partners recognize there are different types of risks, and that they have addressed them through a written code of conduct and through shared expectations on what constitutes professional business conduct.

The partnership got off to a good start because organizations from three sectors (public, private and health NGOs) were the founding members of the partnership. It was important that the secretariat was anchored in the health NGO organization, the Danish Cancer Society, at the beginning. Being associated with the NGO, contributed to the partnership gaining legitimacy. The next step was to involve more organizations. More health NGO organizations joined, like the Danish Heart Association. From a company perspective, there were various reasons to join. Some of the bigger companies were skeptical at first because they did not want to become too close to their competitors. But they gradually came

round and joined after a while. It was important for the partnership to get the leading companies onboard. Some of the smaller companies, like bakeries and their associations, also got involved. For bakeries, it was an opportunity to access new knowledge about new product types and to get the Whole Grain logo on their products in their shops. The label was an opportunity to get recognition for some of the innovative work that was taking place amongst bakers.

Each organization is committed to conducting their own activities as mentioned in 4.3.3 Partner contribution and interests. The Danish Food Administration, for example, has many activities. They have a team of consultants who carry information about the Whole Grain Partnership with them. The Danish Food Administration promotes Whole Grain Partnership activities in the Danish Food Administration's newsletter, which has 50,000 subscribers. On its official website (www.altomkost.dk), the Danish Food Administration has devoted several web pages to whole grain and challenges myths about whole grain products. As previously mentioned, the Danish Food Administration is responsible for the regulation of the Whole Grain Logo, and can advise companies that are misusing the logo (as stated in the logo manual). Health NGOs have developed recipe books with a range of healthy whole grain recipes. The Danish Cancer Society is conducting research into the health benefits of whole grain. Dieticians in the Diabetes Association, the Association for Clinical Dieticians and the Danish Heart Association recommend that their patients eat whole grain as part of a healthy diet and to prevent lifestyle diseases.

The food industry promotes whole grain through commercials and advertising. They produce flyers, brochures and campaign materials aimed at food service companies, the catering sector, craft bakeries, retailers and consumers, about products carrying the Whole Grain logo.

All partners are obligated to refer to the Whole Grain Partnership on their websites.

4.5.1 Risk sharing

Despite several risks being identified relating to the partnership, they have all been addressed. The private sector companies identified risks such as: (1) The amount of time and resources required. (2) Confidential commercial information leaks. (3) Negative publicity. (4) Targets not being met. The NGO sector identified the following risks: (1) Being regarded as favoring industry and government, and not remaining neutral. (2) Negative publicity due to the actions of other partners.

Most of the risks have been addressed in the code of conduct, which all partners have agreed to uphold. A corporation agreement and a partnership agreement were made at the beginning of the partnership (source: partnership agreement and cooperation agreement). The partners sign up to a number of obligations over a three-year partnership period, but can resign once a year. A year before the end of a partnership period, the partners decide if they would like to continue their partnership.

The partnership operates according to a set number of rules that have been established from the start and are developed ongoing. There are several ways that partners can be engaged: (1) Formal partnership meetings where two to three meetings are held each year. Meetings take place at the different partners' locations. Partner organizations consider these meetings to be extremely valuable, as they can get a better understanding of each other's views and can get up to speed with industry developments. (2) Working groups.

4.5.2 Working groups

Working groups have been established on particular topics. The board can establish working groups; and, in connection with the action plan, partners may propose new working groups. The working groups report to the board and present a progress report at partnership meetings. It is optional for partners to participate in working groups, and they can withdraw at any time. The working groups may ask the board for activity funds from the partnership's budget. The secretariat participates in all working groups and writes the minutes. It is very important that members take on tasks in the working group. In addition, the secretariat takes on several tasks from the working groups.

Many of the organizations like the working groups because they offer an opportunity to have in-depth discussions about topics, and more concrete and detailed discussions.

4.5.3 Partnership meetings

Partnership meetings: The campaign manager manages the meeting practicalities and sends out the agenda one week before the meeting. Meetings last for four and a half hours. All meetings have a workshop element where partners contribute with solutions and input to new activities, markets, strategy, and action plans. A partner challenge is also an element of the partnership meetings; the partners are presented with a challenge and they solve it together. It is a social activity in a happy and relaxed atmosphere. The campaign manager provides the status of objectives, and the working groups provide the status of their efforts. Performance and the development of the partnership are discussed. The meeting room is always decorated with Whole Grain campaign roll-up banners, balloons, and campaign materials to help the partners feel that they are one unit. The meetings have a high attendance rate. Meeting minutes are sent out one week after the meeting, at the latest. The partners are expected to actively participate in the meetings.

"There is a good level of activity in the partnership, and it should not be expanded. As a company, we also have to incorporate the activity into our business plans, our plans for product development and our products". (Morten Hellesen, Kohberg Bakery Group A/S)

"It is important that we all contribute to the partnership. The campaign manager works from a mandate from the board. Plans, activities and financial means are approved by the board. This is what the campaign manager works from." (Morten Hellesen, Kohberg Bakery Group A/S)

4.5.4 Risk management

Other approaches to risk management rely on the norms created in the group. The formal, written code of conduct is important to the partnership. The code maintains that commercial, confidential information cannot be shared. Informal rules depend on the norms created among partnership members and how the partnership is actively managed. All interviewees acknowledge that there are certain topics and areas where it is acknowledged that partners show restraint. As one interviewee put it, "We are all professionals" – proving that a professional work ethic does exist. The preparation and management of meetings are also extremely important, and the responsibility of effective meeting planning rests with the secretariat.

There is also a formal organizational chart, which stipulates that the board has the final say. The Whole Grain Partnership acts as a professional organization where formal and informal rules must be respected.

4.6 The results created in the partnership

Literature on partnerships illustrates the importance of partnerships delivering concrete results and creating value. This section shows how the Whole Grain Partnership has created visible results. Continuous focus on results and implementation of the agreed strategy is moving the Whole Grain Partnership forward.

Danes now eat more whole grain products. More whole grain products are available. The Whole Grain logo awareness has increased. Danes now eat an average of 63 grams of whole grain per day/10 MJ and 30% of the Danish population now eat the recommended daily amount of 75 grams of whole grain per day/10 MJ. Before the Danish Wholegrain Partnership was established, Danes only ate 36 grams of whole grain per day/10 MJ and only 6% of the Danish population ate the recommended daily amount. 68% of the Danish population recognize the orange Whole Grain logo and 48% say they choose products that are labeled 'whole grain' when they buy products in the stores. These results have been achieved through the increased availability of whole grain products and awareness of the health benefits of eating whole grain. The number of products that carry the Whole Grain logo is increasing.

The results and documentation are good motivators for new partners considering joining the partnership, and they motivate existing partners to continue their whole grain efforts.

4.6.1 Dynamic leadership

Throughout the history of the partnership there are, and have been, many enthusiasts among the partners who have had a huge impact on results. It is important that a partner contributes to the partnership and its activities, and gets their organization and colleagues involved as well. It appears that partners are involved in the campaign on a personal level too. The interviewees all underline the importance of the dynamic leadership of the campaign manager. The secretariat has made sure that there is a constant stream of activities, which is extremely important. The activities include: meetings, working groups, activities, and PR campaigns (see appendix 1: Outreach activities).

Many of the interviewees express their amazement at how much activity the secretariat manages to facilitate.

The secretariat's chief instrument in keeping partners happy is the continuous focus on results, the implementation of activities, and performance against established key performance indicators. Partners can follow the results of the partnership through up-to-date reports and they are never in doubt about the current status of the campaign's reach.

In 2014, the secretariat moved from the Danish Cancer Society's offices to the Confederation of Danish Industry's offices in the heart of Copenhagen. This has not affected the perception of the Whole Grain Partnership.

4.6.2 Results

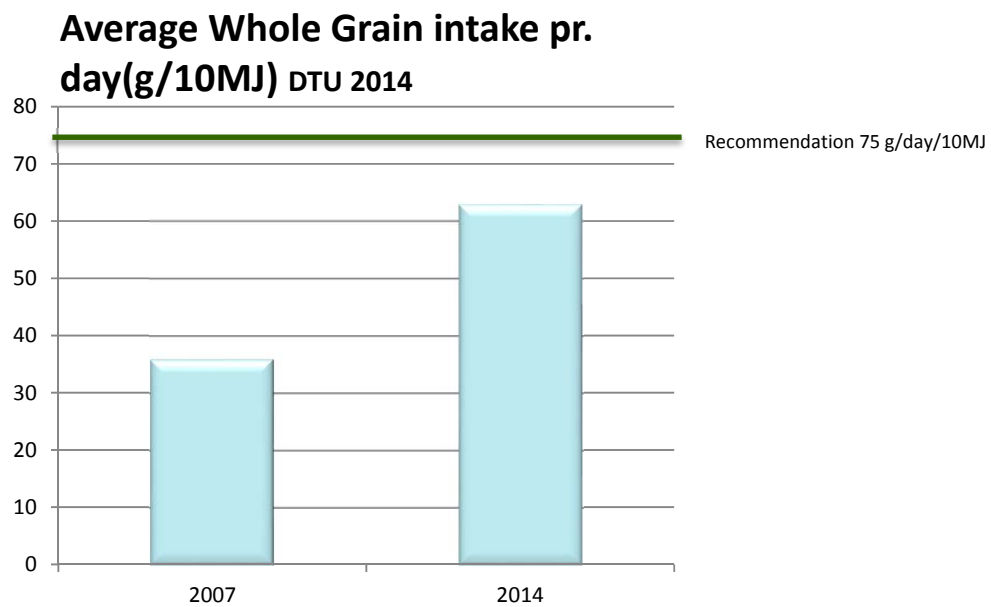


Figure 3: Average Whole Grain intake pr. day (g/10MJ) Source: DTU Food Institute.

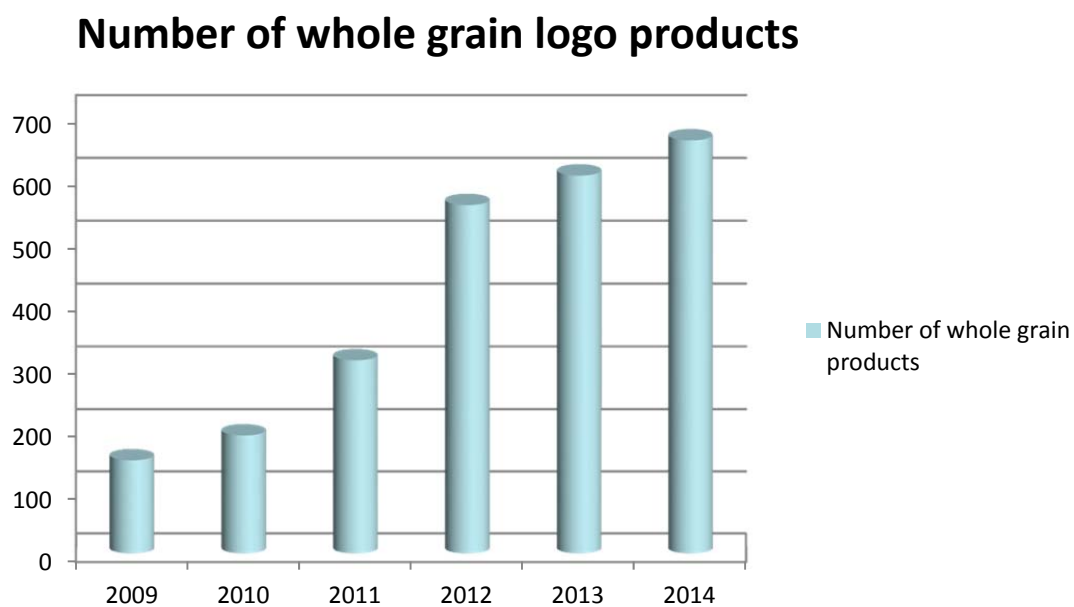


Figure 4: Number of whole grain logo products (Source: Partner reporting).

The results of the Whole Grain Partnership continue to improve. Today, the Whole Grain logo is more widely recognized by consumers than at the start of the campaign. More companies have joined the Whole Grain Partnership. More products carry the Whole Grain logo. New whole grain products have been developed. The results are in line with the plans and strategies laid out by the leadership and the secretariat. Many Danish consumers are now familiar with the Whole Grain logo. The campaign has succeeded in renewing its mandate with a new three-year project period that began in 2014.

Awareness of the whole grain logo and campaign %

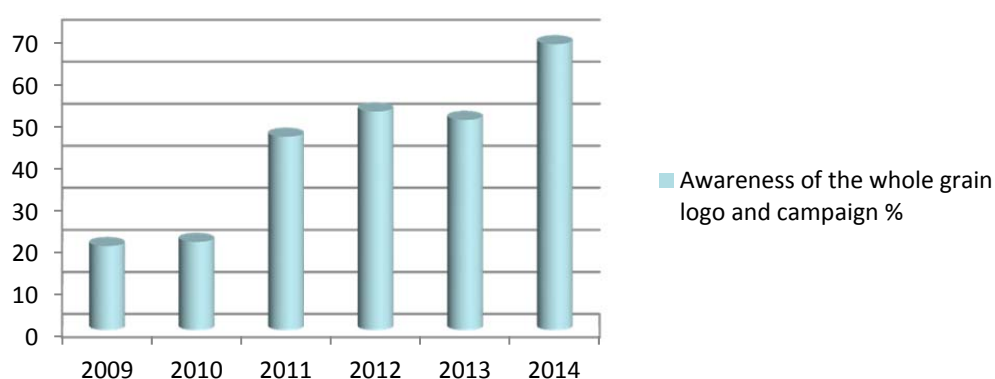


Figure 5: Awareness of the Whole Grain logo and campaign (%). Source: Nielsen and YouGov.

Development in consumer behaviour

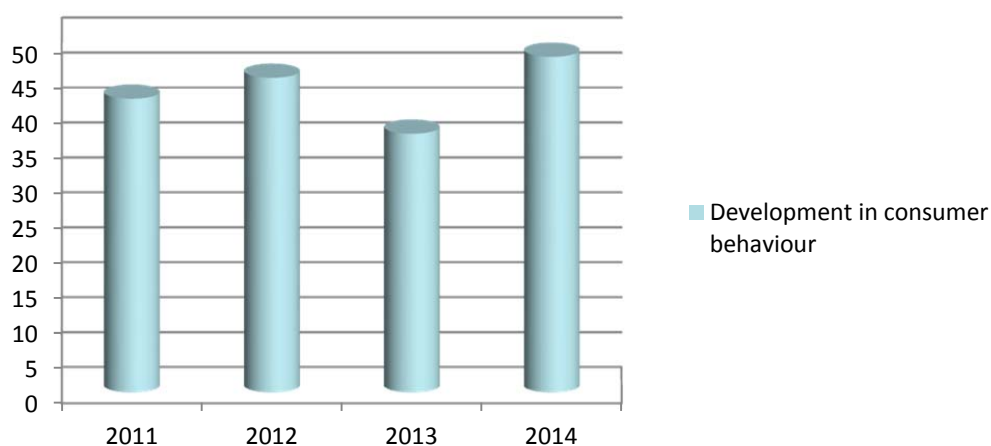


Figure 6: Development in consumer behavior. Percentage of people who say they recognize the Whole Grain logo and proactively choose products carrying the logo. Source: Nielsen (2011-2013) & YouGov (2014).

4.7 The partnership and continuation

Literature on partnerships focuses on what happens to partnerships when they finish their term, and if there is a possibility of continued activities. This section shows the current considerations in the Whole Grain Partnership.

The section shows that the Whole Grain Partnership is working to a three-year period strategic outlook, and that there is some discussion that the partnership may one day stop when its objectives have been met, that some of the partners are engaged in other partnerships, and that a new three-year strategic period has just begun. Do partnerships continue long-term, or does there come a point in time when it is appropriate to end the partnership? The Whole Grain Partnership has just renewed its mandate with a new three-year period. The negotiation of the next campaign period is a good opportunity for partners to take stock of what has been achieved, and where the partnership is heading. It is clear from the interviews that the partners express satisfaction with the partnership's activities and results. There is certainly no call for the partnership to stop now that the new three-year period has been agreed.

One interviewee states:

"When the new three-year period was up for negotiation, I made sure the management of the company was made aware of it. The way I see it, either you (as an organization) participate fully in the whole three-year period or you do not participate at all. From there on, I am entrusted with the level of activity that my organization commits to the partnership." (Karsten Nørhave, Credin A/S)

What will happen in the long run? It depends on a number of factors, including how much more awareness the Whole Grain logo can achieve. The outreach to consumers has already been a major success. Reaching beyond this will probably be more difficult, and will most likely result in marginal changes to the level of logo awareness (the number of people who recognize the Whole Grain logo). Another factor is the partners' view in terms of time and resources: Will they continue to value the benefit they gain from being in the partnership? Another factor is the focus on other partnerships, campaigns and objectives. It could be argued that once an acceptable degree of results is achieved, then some partner organizations may want to focus on new challenges and other areas of interest.

We have seen that some of the partners are actively engaged in other types of campaigns and partnerships, such as the Danish Food Administration - which even directs other food-related campaigns themselves. There are also other campaigns. For example, the 'Salt Partnership' focuses on reducing salt in food. The issue of reducing salt is probably more difficult than encouraging people to consume more whole grain products. This shows that organizing a partnership relating to people's food consumption is no mean feat.

In any case, the Whole Grain logo's continuing success needs to be protected:

"We must focus on protecting the logo. It is important that consumers know what the logo means. There are products that the consumers know are whole grain products. We must be sure that new members of the partnership contribute to the common objective and do not diminish the logo's value." (Morten Hellesen, Kohberg Bakery Group A/S).

The Danish Food Administration is also leading a partnership, called the 'Meal Partnership', which focuses on whole meal and not a specific category such as whole grain. This is an important agenda for the Danish Food Administration.

Issues for future efforts:

- Increase whole grain consumption, including that among the 25% of Danes who eat the very least levels of whole grain.
- Invite new partners to participate in the partnership. Achieve new results through expanding the partnership with partners from the educational area.
- Maintain and expand the positive development and atmosphere in the partnership.
- Maintain to nurture good relations.
- Exceed expectations of what a partnership can accomplish

Box 1: Issues for future efforts

An overview of the development of the Whole Grain Partnership can be seen as follows:

The Whole Grain Partnership's Development



Figure 7. The Whole Grain Partnership's Development.

4.8 An international perspective

Literature on partnerships often focuses on partnerships in national settings, and how good ideas can be scaled up internationally. This section looks at the international perspectives of the Whole Grain Partnership, and shows that there is potential to extend the brand and the idea of the Whole Grain Partnership to other countries.

What are the opportunities of an international approach to the Whole Grain Partnership? Can others be inspired by Denmark's experience? The answer is almost certainly 'yes'. What seems to be key to Denmark's case is that the logo appears on so many products, and that the public sector, private companies and NGO organizations have worked closely together in the Whole Grain Partnership with the aim of increasing whole grain consumption.

In October 2014, WHO and EU published the revised European Code against Cancer – 12 ways to reduce your cancer risk. The fifth way is:

- Have a healthy diet: Eat plenty of whole grains, pulses, vegetables and fruits
- Limit high-calorie foods (foods high in sugar og fat) and avoid sugary drinks
- Avoid processed meat; limit red meat and foods high in salt (source: <http://cancer-code-europe.iarc.fr/>).

Whole Grains now being part of the European Code against Cancer might inspire other European Countries to initiate Public Private Partnerships based on the Danish model as a way to increase whole grain consumption for the benefit of public health.

If other countries will pursue the idea of a Public Private Partnership to increase whole grain consumption it is important to be aware of the differences between Denmark and other countries. Denmark is a small country and it is easy for partners to meet several times per year in working groups and at partnership meetings. If a country is very large, this might not be an option.

The Danes has been baking and eating rye bread for the last 1000 years in Denmark. Danish whole grain rye bread contributes to the average whole grain intake in Denmark, because it is very popular to eat. The Mediterranean diet in Southern Europe is quite different from the Nordic food. Therefore, it is very crucial to identify which types of products from the Mediterranean diet where whole gain can be added.

The international Healthgrain Forum Association is also working to increase awareness of healthy grains. The Healthgrain Forum was founded in May 2010 as a follow-up of the EU HEALTHGRAIN project, the largest cereal-health project ever. Its aim is to continue the promotion of science and communication for the production and consumption of healthy cereal foods. Its mission is to promote science-based concepts to fully unlock the health-promoting potential in the entire grain processing chain to obtain healthy, convenient and appealing foods. The vision is for grain-based foods to assist consumers in health maintenance worldwide, help reduce health care costs, and provide added value for companies in the production chain. Today the Healthgrain Forum has 55 members from 19 countries including both the Danish Cancer Society and The Danish Whole Grain Partnership. (Source: www.healthgrain.org).

There is also export opportunities connected to whole grain products. As international interest in Nordic food grows, chefs, bakers and restaurants are looking to Denmark for inspiration. "Bread is the new coffee," says Dean Brettschneider, the New Zealand TV chef and entrepreneur (August 2014). Companies and entrepreneurs are looking for innovative ways to market whole grain products.

Whole grain is already on the agenda internationally, and there is a large potential to increase whole grain consumption for the benefit of public health in other countries.

5 DISCUSSION: THE CHALLENGES FACED BY THE WHOLE GRAIN PARTNERSHIP

So far, this paper illustrates that the Whole Grain Partnership has been successful in its strategy and operations in the Danish context, and that it joins a number of case studies in partnership literature, which documents how partnerships work in practice. The Whole Grain Partnership is notable in the sense that it involves organizations from all three sectors: public, for-profit and not-for-profit. This section discusses how the partnership has worked by relating the themes and issues from the theoretical framework to the empirical story, described in the section on the evolution of the Whole Grain Partnership. The section deals with some of the current challenges facing the partnership, and ends by highlighting key strategic lessons learned from the Whole Grain Partnership in Denmark.

There are some issues that have emerged from the analysis of the Whole Grain Partnership development:

- The partnership has managed to navigate around potentially competing interests by focusing on how whole grain products support a healthy population, provide business opportunities, and increase awareness of issues. The Whole Grain Partnership has bridged public policy goals relating to better health, with the business focus on new product and profit opportunities, with the NGOs' focus on health and nutrition to best serve their members' interests. In so doing, the partnership has succeeded in bridging interests from different sectors. Managing these different interests is a fine balancing act and requires a deep understanding of each partner's motivation for becoming a member of the partnership. Visiting partners from time to time helps the secretariat to understand their perception of the campaign and partnership, and their visions for the future. It is important that the campaign manager facilitates an environment where partners can talk about the difficulties and challenges they experience in the partnership, so that solutions can be found. One challenge of working in a public-private partnership is getting all the partners to participate and work together. A typical problem in a public-private partnership is when organizations are not participating enough, do not have the right approach or commitment, or are only participating 'in name' only in order to strengthen their image without having to deliver results. But many of these challenges can be addressed.

The Whole Grain Partnership's experience:

- Build and maintain consensus. Common goals, strategy planning and action plans that involve everyone. Follow up on results.
- Build and maintain a truly broad public-private partnership by inviting new partners.
- Ideal role distribution (listen, be open and understand each other's perspectives).
- Strong governmental and health NGO support.
- Listen to partners, find and focus on activities where the interests of health and profit converge.
- Create results and excitement. Make partners proud of being part of it.

Box 2: The Whole Grain Partnership's experience

- The Danish Whole Grain Partnership also experiences partners not attending the partnership meetings but still being very committed to promote whole grain products. It is important to acknowledge that partners have different reasons for the degree of participating. But the experience is the more you participate – the more you gain.

- The partners' interests usually fall into three categories: (1) Authorities – who often have common interests with health organizations. (2) Health organizations. (3) Manufacturers and commercial partners. It is important to achieve a good balance between the three groups. It is important to share knowledge in the partnership, be open about agendas and desired outcomes. It is important to have relevant discussions at partnership meetings. A partner needs to compromise and accept that some activities are more relevant to other stakeholder groups in the partnership.
- The partnership has spurred innovation in products (product development) in the food sector that the public sector organizations and the NGOs value. Companies and the retail industry have a new way to develop and market their products. For some international companies with Danish offices, the partnership has been an opportunity for the Danish part of the company to develop new products that have the potential for international success. The logo is important for consumers to see which products are whole grain and 'healthy'. The logo manual lists the amount of whole grain, fat, sugar and salt in the product. It is easy to make whole grain products, but it is difficult to make them in accordance with what the Whole Grain logo defines as nutritional legitimacy while delivering good taste at the same time. This gives the industry the opportunity to make even better use of product development experts, as products need to appeal to retailers and consumers.
- The partnership has benefited from continuous and forward-thinking leadership and organization by the campaign manager and the secretariat. New ways of communicating have been employed by the secretariat, and the partnership has also benefited from having clear goals and performance indicators that were pursued at all times.
- There have been occasions when the Whole Grain Partnership has been improperly criticized in relation to the food industry paying health NGOs and the Danish Food Administration to endorse whole grain products. The Whole Grain Partnership always approaches critics with a positive attitude by thanking the media for drawing attention to the whole grain message and then explaining that all partners pay a membership fee, and the food industry does not pay health organizations or authorities to endorse their products. The Whole Grain Partnership also explains how the partnership works towards increasing whole grain consumption and the benefits of working together instead of separately. Manufacturers or craft bakeries that put the logo on products that do not live up to the criteria can create bad publicity for the whole partnership, and the partnership's credibility can suffer as a result. Therefore, there is an effort by the partnership to talk to new partners about trust and how their actions in the partnership will affect all the other partners. The partnership constantly endorses credibility.

- The initial goal of 75 grams per day still needs to be reached. There is an issue of how to spend resources reaching Danes with the lowest whole grain intake in order to improve their health and lifestyle conditions – knowing that it will not necessarily translate into increased product sales in the short run (which is a public sector view). However, one question has evolved regarding the kind of broader strategic issues the partnership should address beyond the more concrete goals of reaching a certain number of people with the Whole Grain logo, new whole grain products and whole grain consumption. The primary objective for many of the companies is to increase the number of products they sell. They are happy to reach the agreed target number of consumers that are interested in buying whole grain products. But they also recognize that there are some groups of people that can be difficult to reach. The Danish Food Administration and the health NGOs have expressed an interest in developing social goals, to reach people who eat the very least levels of whole grain. The partnership established a task force that worked on increasing whole grain consumption among people who eat the very least levels of whole grain. It was called ‘raise the bottom level’ project. Targeting a group that is not used to consuming whole grain products, and who might be skeptical about them, is not easy. But it has been a growing concern for the Danish Food Administration and health NGOs. There are now targets in place for people who eat the very least levels of whole grain, but it is still a challenge. More knowledge is needed about this section of the population, who do not choose to eat whole grain products. A new workgroup ‘New markets’ is approaching education, educational schools, kitchens and canteens to increase the average whole grain intake among the people who eat the very least whole grain.

Finally, this section offers a summary of some of the strategic lessons learned that could benefit other type of partnerships:

Strategic lessons learned – 10 pieces of advice

1. Be clear about the cause you are advocating (public health in the case of whole grain). Formulate a vision and a mission.
2. Get the knowledge base right and make sure you are backed up by solid evidence.
3. Create measurable performance goals, formulate a strategy and make an action plan. Be precise about who is doing what and find the synergies between the partners. Ensure there are mutual benefits for all partners. Document and follow up on the targets.
4. Make sure the funding model is fair.
5. Prepare properly – make sure there is time enough for preparation.
6. Create a solid partnership agreement that sets out the code of conduct for interaction, including a compliance strategy. Establish rules on who can join the partnership. Make sure that each partner's expectations are addressed.
7. Employ an independent campaign manager and empower that person to take action. Employ one or more people in a joint secretariat. People resources are critical to success. Stay focused on a productive board-campaign manager relationship and a partnership-secretariat relationship. Always have an open dialogue.
8. Create dynamic activities that attract interest. Create the framework for interesting meetings and attractive meeting spaces. Produce newsletters and engage in branding activities. Develop focused campaigns that brand the partnership and reinforce the key message. Create excitement and make partners proud of being part of the partnership.
9. Create visible results. Focus on areas of key interests and accept that not all issues can be dealt with, at the same time.
10. Make sure the participants can see they are benefiting from the partnership. Make sure that the partnership has support from the partner's organizations and acknowledge the time and commitment needed from each participant. Invite new partners to participate.

Box 3: Strategic lessons learned – 10 pieces of advice

6 CONCLUSIONS

Literature on partnerships is developing fast, and there are now a number of studies and findings that contribute to the knowledge of how partnerships work in practice. Several authors have shown how partnerships can create 'shared value' (Porter & Kramer 2011), 'collaborative advantages' (Donahue & Zeckhauser 2011) or 'improved performance(s)' (Jeffares et al. 2013). We now have an emerging body of knowledge that suggests that partnerships *do* work. This paper contributes to that literature by pointing to a partnership between organizations from all three sectors: public, for-profit and not-for-profit. It is a partnership that works and creates results. This paper has shown how a specific partnership – the Whole Grain Partnership in Denmark – has been successfully managed over an extended period of time. The Whole Grain Partnership's experience is that drivers to succeed in a public-private partnership is the 10 advice mentioned in box 3.

The paper has documented the evolution of the Whole Grain Partnership: The burning platform – declining bread sales and a need to encourage the population to make healthier food choices; the early formulation of a common project and focus (whole grain at the centre of the campaign); the solid organization and recognition of the partners' legitimate interests; the identification of the risks involved and developing an approach through a carefully crafted code of conduct; the relentless focus on driving the partnership forward by developing a level of high activity that keeps partners committed; the creation of visible and tangible results that can be measured and be visible to the outside world; the importance of being innovative with outreach activities and working groups and the importance of transparency within the partnership.

The partnership has accomplished what the partnership literature prescribes, i.e. to bridge the different goals and interest of the various members of the partnership from the private sector, the public sector and the NGO sector. The leadership and the secretariat has managed the partnership efficiently, attended to the different partners' needs and interests, focused on creating visible results, and tracked the results through a set of key performance indicators. The visible results include an increase in whole grain consumption, the number of people who are aware of the Whole Grain logo, the number of whole grain products, and the amount of whole grain products purchased and consumed by the public.

The challenge that lies ahead is how to build and maintain the partnership to reach the goal of encouraging Danes to eat an average daily intake of 75 grams whole grain per day and to focus on the approach to reach the 25% of Danes who eat the least levels of whole grain and to exceed expectations of what a partnership can accomplish.

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Key websites:

Danish Whole Grain Partnership: www.fuldkorn.dk

The Health Grain Forum: www.healthgrain.org

Whole Grains Council (USA): www.wholegraincouncil.org

Appendix

Appendix 1: Outreach activities

Appendix 2: Interview guide

Appendix 3: List of interviews




Appendix 1: Outreach activities

2008



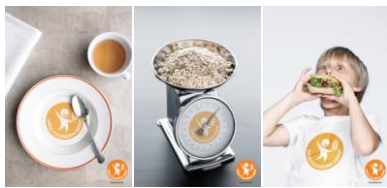



Activities	Picture
<p><i>Whole Grain Logo</i> To put on products with high Whole Grain content and low content of fat, sugar and salt</p>	
<p><i>A partnership flyer</i> "Whole Grains with effect" To attract new partners</p>	
<p><i>Flyer for consumers</i> "Whole Grains - to a healthier life"</p>	
<p><i>Whole Grain ambassadors</i> Pictures and videos of famous Danish whole grain ambassadors</p>	

Activities	Picture
<p><i>Poster</i></p> <p>Encouraging consumers to look for products with Whole Grain logo</p>	

2009



Activities	Picture
<p><i>Website</i> www.fuldkorn.dk</p> <p>Recipes, list of Whole Grain logo products and information about whole grains. Videos and pictures of famous Whole Grain ambassadors</p>	
<p><i>Facebook page</i></p> <p>“Fuldkorn er guldkorn”</p>	
<p><i>Whole Grain Breakfast project</i></p> <p>TEC Hvidovre. To increase whole grain intake among young people who either didn't eat breakfast or had healthier eating habits.</p>	





2010

Activities	Picture
<p><i>New famous Danes as Whole Grain ambassadors</i></p>	
<p><i>New campaign identity</i></p> <ul style="list-style-type: none"> - The little helper booklet <p>Helped partners to get an overview of the vision, mission and strategy for whole grain partnership communication platform: To puncture the myths about whole grains.</p>	
<p><i>New adds, posters and communication materials to puncture whole grain myths</i></p>	
<p><i>New flyer for consumers</i></p>	
<p><i>Backgrounds</i></p>	
<p><i>Educational materials for craft bakeries</i></p>	

Activities	Picture
<p><i>“Happy food in children’s stomachs”</i> project with “six-a-day” partnership, The Danish Food administration and other campaigns to promote healthier food in kindergartens. Recipes for the kitchen and small books about Whole Grains, Milk, Vegetables etc. to read for the children</p>	
<p><i>Canteen inspirational package</i> A package with recipes, education material and inspiration and focus for canteens at workplaces to increase whole grain consumption</p>	

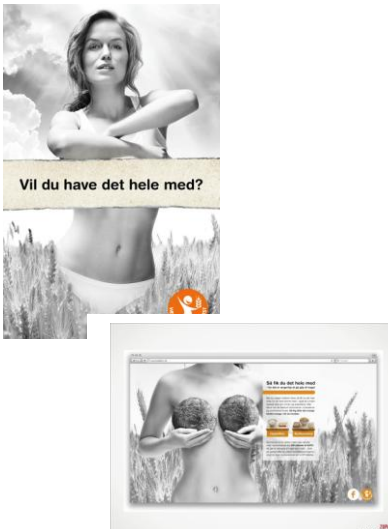


2011

Activities	Picture
<p><i>Whole Grain campaign</i> “Whole Grains grow on trees” - The first sampling event</p> <p><i>Video:</i> https://www.youtube.com/watch?v=RUvZfcJKSPU</p>	
<p><i>Cartoon to puncture the whole grain myth</i> https://www.youtube.com/watch?v=oVm2eksr6RU</p>	





Activities	Picture
<p><i>Craft bakeries – Scandinavian Bakery Fair</i> Whole Grain Partnership profiling</p>	
<p><i>The Whole Grain newspaper vol. 1</i> Recipes, puncture whole grain myth, good advice of how to eat the recommended intake</p>	
<p><i>Whole Grain Inspirational day for journalists from food magazines</i></p>	
<p><i>Nudge camp</i> Whole grain nudge with students from Metropol</p>	




2012

Activities	Picture
<p><i>Craft bakery campaign</i> Win 100 Whole Grain breads for free</p>	

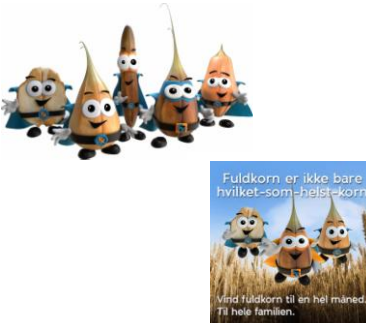
Activities	Picture
<p><i>Whole Grain campaign to have young men eat more whole grains</i></p> <p>The campaign was very visible on social medias. The poster was at soldiers barracks and at educational schools</p>	
<p><i>Whole Grain campaign</i></p> <p><i>“Whole grains for you in May”</i></p> <p>Focusing on whole grains for breakfast, dinner and evening and a competition to win a whole grain dinner for 10 people</p>	
<p><i>The first National Whole Grain Day</i></p> <p>A whole grain road trip from Aarhus to Odense to Copenhagen (across Denmark) with sampling of thousands of whole grain products together with whole grain ambassadors and volunteers</p>	
<p><i>Whole grain campaign to have young women eat more whole grains</i></p> <p>Model: Zanka Mathias Jørgensen - Danish famous football player</p>	

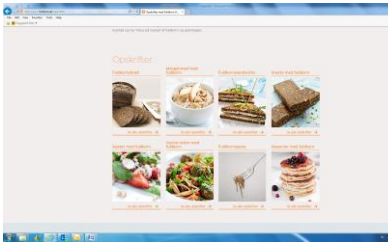



2013

Activities	Picture
<p><i>New campaign cartoon</i></p> <p>https://www.youtube.com/watch?v=IE3URtrWVt0</p>	
<p><i>Whole grain campaign</i></p> <p>“ Whole Grain pops out in spring”</p> <p>Again to puncture myth about whole grain</p>	
<p><i>National Whole Grain day</i></p> <p>“Whole grains for the people”</p> <p>Sampling in 7 cities across the country</p> <p>https://www.youtube.com/watch?v=JdVukNAIEwo</p>	
<p><i>As part of the national whole grain day people could go to the craft bakeries and change old bread to new whole grain bread</i></p>	

Activities	Picture
<p><i>Anthropological study:</i> “Misinterpreted grains” – barriers to have young people eat more whole grains</p>	
<p><i>Second Scandinavian bakery fair</i></p>	
<p><i>Recipe book re-launch</i> Only with whole grain stamped recipes</p>	

2014

Activities	Picture
<p><i>Whole grain campaign</i> Introducing the Whole Grain hero's to have children and families to eat more whole grains. “Whole grains aren’t any kind of grain” (it’s a super hero grain!)</p>	

Activities	Picture
<p><i>New website launched</i> www.fuldkorn.dk</p>	
<p><i>Whole grain inspirational seminar</i> Potential new partners and companies were invited to a day full of whole grain inspiration and inspiration to collaborate in a public private partnership. The purpose was to inspire companies to become whole grain partners or/and to add whole grain into products.</p>	 
<p><i>Regional meetings with the members of the Danish Diet and Nutrition Association</i> Inspiration to cook with whole grains in canteens and kitchens. Tips to bake whole grain bread and information about the health benefits of eating whole grains</p>	

Activities	Picture
<p><i>The third National whole grain day</i></p> <p>Focusing on a sampling event: Whole grains for breakfast, dinner and evening. Introducing a new trend “FridayWholeGrain” encouraging Danes to bring whole grains to the Friday breakfast at workplaces (breakfast at workplaces in Denmark is a tradition in many companies. The employees bring the breakfast themselves taking turns)</p>	
<p><i>Linkedin profile</i></p>	<p>Danish Whole Grain Partnership</p>
<p><i>Master Toolbox</i></p> <p>A box for the partners with a lot of different communication materials. Posters, Whole Grain Partnership add, text, banners, logos, cartoons etc.</p>	

Appendix 2: Interview Guide – Whole Grain Partnership

5 May 2014

1. How did your organization become involved in the Whole Grain Partnership?
2. What was the motivation of the organization to join the partnership?
3. Why is it that the Whole Grain Partnership is important exactly at this time?
4. How important do you think the scientific knowledge base on whole grain is?
5. What types of advantages do you see in the Whole Grain Partnership?
6. What types of risk do you associate with the Whole Grain Partnership?
7. How does your organization participate concretely in the Whole Grain Partnership?
8. Who are the primary participants in the partnership from your organization?
9. What do you get out of participating in meetings with other organizations in the partnership?
10. Can you see other possibilities for cooperation opening up because of the Whole Grain Partnership? Is there a "spin-off" opportunity?
11. How do you assess the level of activity in the partnership?
12. How is your organization's relationship to the other organizations in the partnership?
13. How do you view the primary goals for the Whole Grain Partnership?
14. How good is the Whole Grain Partnership to follow up on results?
15. In what way do you see there is a common goal among the participants in the partnership?
16. How do you view the effects of the partnership on the users/customers?
17. How is the cooperation supported by the secretariat in the partnership?
18. What possibilities for further development do you see in the partnership?
19. How do you view the Whole Grain Partnership in comparison to other partnerships your organization has participated in?
20. Is there other learning points that you wish to contribute to our examination?

By the end of the interview: Can we return if we have got further questions?

Appendix 3. List of interviews

Name	Organization	Date
Susanne Tøttenborg	Danish Cancer Society	12 May 2014
Else Eikers	Quaker Oats	12 May 2014
Mette Mecklenburg	Coop Danmark A/S	12 May 2014
Stig Bernt Pedersen	Casa Italia A/S	14 May 2014
Kenneth Knudsen	Casa Italia A/S	14 May 2014
Morten Hellesen	Koberg Bakery Group A/S	14 May 2014
Bente Stærk	The Danish Veterinary and Food Administration	15 May 2014
Susanne Wolff	Nestlé	21 May 2014
Gitte Hestehave	Confederation of Danish Industry, Food and Drink	26 May 2014
Karsten Nørhave	Credin A/S	26 May 2014