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Municipal co-creation with the citizens in Allerød Municipality

- *Governance, planning, democracy, organizational management and citizen involvement*

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Abstract:

This report examines the relation between a municipal institution and the public sphere, i.e. the citizens (private, associations and companies) of Allerød Municipality as a case study in what is known as the Visionsproces. It is investigating in an organizational aspect how theories of involvement of the citizens in the strategic planning of a municipality, can lead to a better relation between those who serve, and the citizens who receive the services. The theoretical framing is based on theories of modern governance paradigms in a municipal organization and addresses aspects as why and how to include the citizens in the making of a strategic development plan. It also explores concepts of democracy that is being used as an analytical framework for the objectiveness and democratic behavior. It brings up analytical questions for how to seize benefits and in what terms value exists because of having citizen inclusive- and network-oriented paradigms of governance. It provides empirical insight in form of examining public documents intended for the internal process of creating the visionary outline for the municipal planning and including published literature that describes other cases of citizen inclusion in policy making and urban planning. It also includes interviews and exit surveys from a citizen gathering to get a qualitative insight in the administration employees and the actively involving citizens who is inquired in the Visionsproces. It then elaborates its examination on the intentions and design of the internal processes to evaluate how the quest of inclusion of the citizens is being treated and carried through by the municipality. It concludes that the processes of governance resemble a hybrid of older and modern hierarchy of governance that each has their pros and cons from a democracy perspective point of view. It covers that the framing of the subjects discussed for the Visionsproces is not only an administrative task but is also made from structured inquiries of the citizens visions. It also infers that the incentive from the municipality of improved citizen involvement can lead to an improved relation between the municipality and the citizens, however it recognizes a lack of structured evaluation from the municipality and suffers from a short timespan compared to the whole temporal length of the Visionsproces.



Allerød
K o m m u n e



AALBORG UNIVERSITY
STUDENT REPORT

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Preface

This master is made at the School of Architecture, Design and Planning at Aalborg University in collaboration with Allerød Municipality. It was made in the period of 3rd February to the 13th of September and consists of 30 ECTS.

Supervisor has been Senior Researcher PhD in Public Administration Lars A. Engberg and I would like to thank Lars for his personal and professional support in making this report and discussing both methods, results and literature.

I'd like to thank Head of Department of Nature and Environment and Allerød Municipality for the opportunity to work with the Visionsprocess as a case. Thanks to Jakob Poulsen and Michala Tarbo and Anette Pedersen for the possibility to interview and discuss the Visionsproces.

Lastly thank you to my friends and family who have supported me mentally and patiently been proofreading.

Sept. 12. 2018

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1. Problematization

1.1 Lacking support from the citizens to the municipal government

The following is a series of observations that I have made about the newly constituted city council in Allerød Municipality. The city council of Allerød Municipality has expressed its want to strengthen the relation between the citizens and the municipality because of some previous internal and external scandals and bad cases, resulting in poor collaboration and policy making. (Kommune, 2018b) They recognize, themselves in the Konstitueringsaftale¹ that "*Allerød city council has throughout the last periods been characterized by a poor working environment. The mutual trust has been missing and we have lost support from the citizens.*" (Kommune, 2018b, p. 1)²

They continue with the intention that "*We want to work on establishing the mutual trust again to the city council and we want to make sure that there is a qualified citizen involvement in time before long-term plans for the municipality is being decided*". (Kommune, 2018b, p. 1)

The long-term plan that has been initiated is to make a Planstrategi 2019, that is a strategy for the future planning and development of Allerød Municipality. (Erhvervsministeriet, 26-01-2018) It is a precedent for the creation of the Planstrategi 2019, where an *internal process has been made* which collects the political visions for the municipality, "*A vision that show the direction and the development for the future that we want for Allerød.*" (Kommune, 2018b, p. 1). In relation to the poor policy making, that results in a bad relation between the citizens and the municipal governance i.e. the politicians, then here is a short description of a relevant and still ongoing case about urban planning. A category of heavy industrial companies located right next to a parcel villa area.

The planning and governance issue is that the city council has accepted a polluting and noisy asphalt- and logistic companies, with a significant increase in heavy duty transportation. The case is better known as *Farremosesagen* and has gone through different technical committees inside the governing organ. It has been treated as a so-called *hastesag*³ that only had minimal citizen involvement and thereby has caused great harm in the municipality (Rasmussen, 2017b, Rasmussen, 2017a, Braunstein, 2017) Although the administrative decision had 2.5 year from initial discussion until agreement of the *Lokalplan 3-392* (Kommune, 2017c).

The escalated situation has made a series of heavy accusations towards the decision makers, from both the old city council and the new one. Accusations

¹ *Konstitueringsaftale* is an agreement that proclaims the existence and the initial plans for a new city council. It is made of the chosen politicians, with the elected mayor as a central coordinator/spokesperson for the city council.

² More in-depth explanation will follow: This will be known as the *Farremose*-case.

³ A legal apparel that has been rushed through the 'system' with an intent to get the case closed as quick as possible, short circuiting many public/democratic instances.

blaming the city council to work in 'dictatorship' manners and not being democratic. This include not listening to the citizens whom have initiated a series of answers from the mayor and from the elected city council members (Rasmussen, 2018). The citizens, represented by the group called "*En grøn Kommune går i sort*", have been criticizing the inability of the politicians by not stopping the building of the industrial complex. Apparently not one in the city council favors or approves the industry in Farremosen, but neither any member of the city council has the ability to stop the construction because of the process being completely democratic legitimized (Rasmussen, 2018).

Placing the industrial complex in Farremosen was a regional responsibility that Allerød Municipality took upon their shoulders, as no other place in Northern Sjælland seemed to have the right surroundings for a complex or industries in the needed scale. In a note from the administration in Allerød Municipality, putting an industrial complex in Farremosen was mentioned in *Suggestion to Kommuneplan 2013* and was sent into public hearing the 29th of August 2013. The 19th of December 2013 *Kommuneplan 2013* was approved and the green light for an industrial complex was given. The industrial complex had additionally been approved by the *Naturstyrelsen*, as it has been a part of the *Fingerplan 2013* to reserve areas (First as "*Ny Vassingerød Nordøst*", later known as "*Farremosen*") to heavy industries (JAPO, Byg & Kommune, 2017).

In late 2016 *Lokalplan 3-392* is sent into public hearing where it says that the area, known as Farremosen or Ny Vassingerød Nordøst, is selected to be an area that hosts transport- and distribution-companies because of the proximity to the highway. *Lokalplan 3-392* is approved by the city council in May 2017, but it does not mention anything about an industrial asphalt plant directly, only that certain types of industries are allowed to settle. The period of appeal ran out in late July 2017 with no appeal to the respective institution of appeal (JAPO, Byg & Kommune, 2017).

The hearing has been sent to inhabitants who are residing within 500 meters of radius from the periphery of the area of the Lokalplan, this is a national recommendation of distance to residual housing. The hearing was in total 9 weeks, (compared to the legislated 8 weeks) due to Christmas holidays (Kommune, 2017d). Some objections to the Lokalplan 3-392, that were approximately met and corrected (Kommune, 2017a). The EIA-screening received 38 complaints was set to be revised on areas that was not fulfilling due to the significance of the environmental impact (Kommune, 2017e).

Summing up upon the case, no illegal activities was made in the process of approving the construction of the industry. However, the citizens do not want to have the industrial plants, neither the increase of traffic nor the emissions (however it complied with environmental legislation as far as information upon the emissions of noise, chemistry and sound, has been given in the case). Legally, there is nothing that the city council can do to prevent the construction of the industries in Farremosen, because, even though that the information for the EIA prior to the Lokalplan was seemingly scarce or underestimated compared to later achieved information, what can be done is to revise the EIA-screenings, which in the latter

case, did not shed light upon any violation to environmental legislation. Pankas, the company who are to establish the asphalt plant, informs plans to construct a smaller plant compared to a national (and international) scale, using state of the art tools to lower the emissions from the production. Eventually, an asphalt plant is not a part of the environmental classes⁴, but the production contains usage of chemicals that are subjected to be of an environmental consideration. Pankas draws attention to the increase of traffic, that will appear near a public institution, must be seen in the already congested context that is now the reality (Kommune, 2017b).

The citizens are frustrated that the politicians announced the area to hold industries, because it was the city council who accepted Farremosen as a replacement for the earlier selected area, now obtained by the company Widex. However, the case was accepted by the city council in 2017, the previous city council, and now, the newly elected city council must deal with the citizens.

To re-establish this mutual relation to the citizens and have a better policy making in the city-council resulting in a more thorough governance of the municipality, the newly elected city council, with the mayor as the main spokesperson made the provisions as described in the *Konstitueringssaftale*.

The execution of the municipal plans that led to a decision, not well met in the population tells that there is a divide in how these plans are interpreted and how they are understood. The citizens did not find it acceptable to have the politicians interpret the municipal plans in a way that showed up to be having such extensive impacts on their lives as the later environmental assessment proved it to be. Some of the claims was that the citizens were misled, and that the municipal plans did not reflect the proportion of impact that later came to be. The politicians might have made the decisions about accepting the construction of the industries on a false or wrong basis and might themselves have been misled by the environmental assessment. However, it is the municipality that judges to make the environmental impact screening or not and also their level of professionalism to judge the seemingly impacts and still have the responsibility for the outcome. This is not without a political bias, and as the municipal plans was accepted, there was also an accepted political will to establish heavy industries nearby citizens and residents.

Summing up upon the problematization, it then unfolds into two main aspects that both centers a democratic theme. First concerns involving the citizens in the governance, that has further 2 aspects A: The systematic and methodological involvement of the citizens and B: the democratic representativeness that the politicians are doing. Second concerns the method for how the administration involves the citizens and how the framing of the citizen involvement is done. Next section will describe more about the involvement of the citizens and the making of the future policies in Allerød Municipality.

⁴ Da. Miljøklasser

1.2 The future of Allerød

The internal process has been named the *Visionsproces*. The purpose of the *Visionsproces*, in an administrative context, is to describe: "...the relation between vision, political- and strategic development and how these has influence on carrying maintenance- as well as development tasks. The *Styringsmodel* (see illustration 01 below Ed.) shapes the close relation between the municipal vision and the strategic and planning work itself." (Kommune, 2018c, p. 1)

The *Visionsproces* is based on the above formulation for the future normative practice in Allerød Municipality. It originates in more elaborated and earlier inclusion of the citizens. It is a predecessor for the later coming *Planstrategi 2019* that is a legal founded document defining the strategic development of the municipality. (Erhvervsministeriet, 2018)



Ill. 01 (Kommune, 2018c) The *Styringsmodel* shows how the vision for Allerød Municipality creates a starting point for a broad range of interactions in connection to the administrative work and the governance of the organization.

The illustration above is a representation to visualize how the *Visionsproces* is supposed to act as a primary process that brings policies and strategies to the municipal governance. The principles of governance and the cases are supposed to be an example of the primary areas of the administration from where the *Visionsproces* is supposed to deliver content for the governance to be more inclusive and transparent.

The introductory problematization unfolds two different perceptions of how democracy is conducted. The politicians argue that the *Farremosesag* has been democratic all the way. The population on the other hand does not agree upon this, in fact they find it very infuriating that they cannot stop the establishment of the industry in Farremosen. This argument is further prolonged by the population, who mentions that there has been very little or no information, as well as some of the information about the industry in Farremosen has been either neglected, proven wrong or underestimated.

2. Research question

The new city council wanted to accommodate the citizens in ways that decreases the negative impact of future governance and even improve the mutual relation between the citizens and the municipality. The report wants to research how Allerød Municipality is operationalizing its announcements with more collaborative policymaking with the citizens. This leads to three main research questions:

- *How can the relation between the municipality i.e. the city council and the citizens be improved as urged for in the Konstitueringsaftale?*
 - *What is democratic behavior from a public administrative and political governing point of view?*
 - *How can the development of the relation be measured?*
 - *Where are the citizens involved?*
 - *How are the citizens involved and to what circumstance?*

The hypothesis of the Konstitueringsaftale is that a mutual communication and early inclusion of citizens in the planning can have a positive impact on the relation between the citizens and the municipality. This report will then investigate how the municipality is intending to strengthen this relation and how they carry out the intentions by examining different areas of the municipality in their process of making the Visionsproces.

3. Method(ology)

The method chapter will firstly cover methodological frameworks of how the research is conducted. Secondly it presents the authors relation to the organization that is investigated. Thirdly it will present a description of the identification of informants. Lastly it will explain what is being sought and how this will be analyzed which will unfold on two main areas; the central illuminates citizens involvement and the latter describes how to create beneficial value from it.

Because this is an in-depth researching that investigates the democratic circumstances of a case in Allerød Municipality, the report will not be based on a quantitative method. Instead it will investigate the details related to this case subject and therefore a walk-through the essentials of a qualitative social-scientific method will be presented.

One main methodically aspect of this research report is to ask *what is going on?* This approach is known as a *descriptive research* (Vaus, 2012). It means that the first part of the research will ask what is going on and will do it by looking at a specific case-study to see how they do things and why. The description will then be used for an analysis which investigates whether the things have been done according to a set of theoretical perspectives (Vaus, 2012). The level of description is more concrete as it relates to empirical data and information, which states in various details how the objective of improve the relation to the citizens is operationalized, besides acquiring active and passive statements through observations and interviews. (Vaus, 2012) Depending on the chosen theoretical source more in- or direct causal relationship between the theories and the outcome will be enlightening (Vaus, 2012). This report will frame the understanding background to how the empirical matter is analyzed by presenting a series of theories to how the *observed* is to be understood and then analyzing the actions that the municipality does in order to achieve this (Vaus, 2012).

The ability to observe correlation does not automatically lead to a cause that can be observed (Vaus, 2012). In terms of concluding if the relation between the municipality and citizens has improved after the new Visionsproces has been carried through, this report can categorically only *infer* cause between the methods that Allerød Municipality uses and the outcome i.e. a better relation between public and private actors. Due to the nature of social/societal sciences, a single direct causal relationship cannot be determined, but a rather secure backing of tendencies or possibilities can be established. The question for reliability and validity and must be founded on basis of acknowledging the strengths and weaknesses of the qualitative research design (Vaus, 2012)

However, the timespan of this report limits the ability to actually determine if the connection between the municipality and citizens are to be improved, as well as the lack of initial measurements of how the relation according to the citizens from the municipality. The limitations of this report then depends on information for whether the relation has been improved. Instead it can tell us about theories that states how to improve the relation and where to find how the municipality is are trying to improve the relation to the citizens and due to what underlying reason.

3.1 Student assistant and thesis objective with Allerød Municipality

Being employed as a student assistant in Allerød Municipality Nature- and Environment department, I have an existing and detailed knowledge of the internal organizational structure in Allerød Municipality. Initially I've been talking to my leader, Chief of Environment for Allerød Municipality Niels Erik von Freiesleben about the possibility to write my thesis at them, and to use Allerød Municipality as a case.

I must relate to the organization in a way that is not only productive in a social constructive way but also must interfere with the way that the organization works without questioning the employee's ability to do their jobs. Fortunately, I am a socially very sensitive person and does in general not favor criticism towards people as i consider it violent to just delegitimize, patronize or in any other way downgrade their works or by questioning their incentives in a negatively way. I work by either being asked for my opinion or asking if they would like to have my view on what could be done better according to my perspective or different and argue why it seems the best way. I am a social introvert person and works on making this a benefit for my surroundings as I contain a reflective and auditive personality and spends a quality amount of mental resources considering the best solution, especially *listening* to others I see as a major advantage in society and in my professional works with humans.

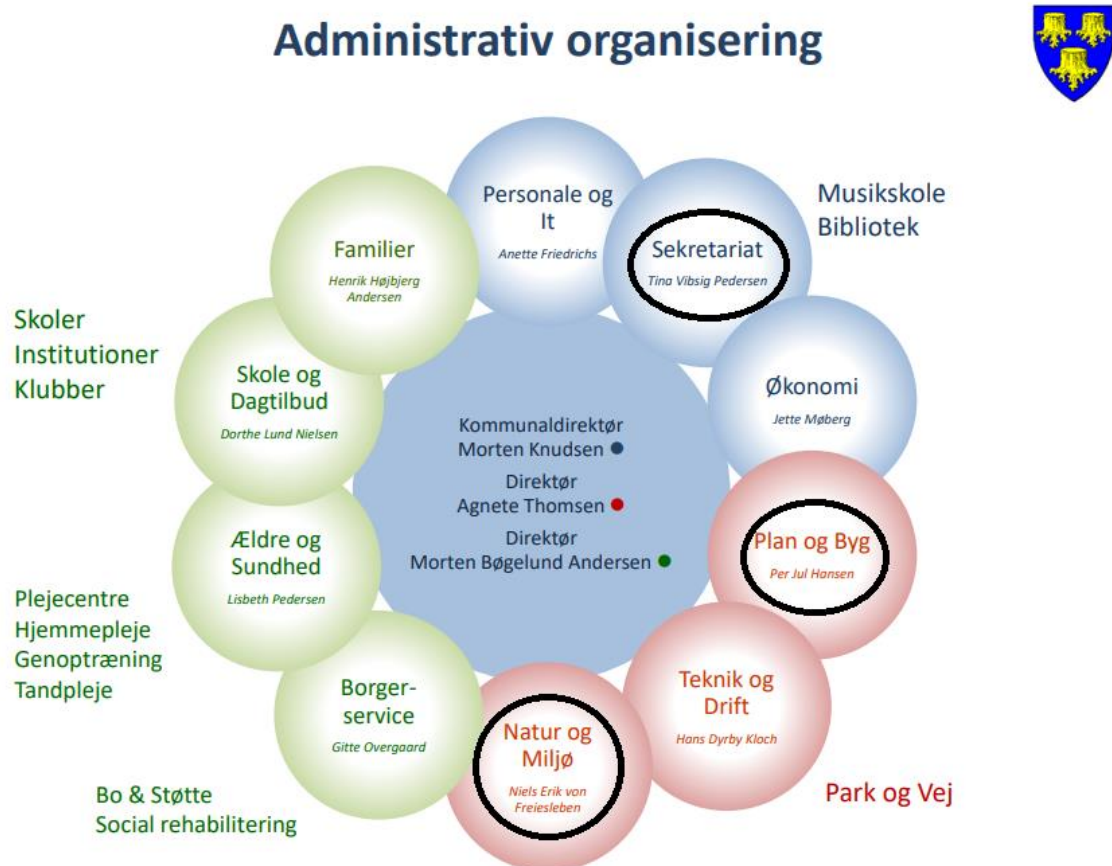
In my work I obtain an open and non-judgmental mind as I personally believe that is the way to divert from a more downward spiraling tendency in society towards a more positive psychology that can revolutionize our social behavior. This is generally my approach towards any *criticism* of my objects and case-study of the organization Allerød Municipality. It propels my personal incentive for working as an urban planner and aiming at becoming a municipal chief executive. I have the belief that by listening and converting the political thoughts and visions of the society and democracy into future beneficial actions, is where I can give society back all the great value that it gave me. I have not experienced that my case-study on Allerød municipality did interfere with my work in the organization. Allerød Municipality has been showing great kindness and mental support toward me and my work, and I sincerely thank all my co-workers for their collaboration. Especially I appreciate my leader Niels Erik for articulating a pleasant approach towards my work and showing me his regret when I had to leave after the first period of employment at the Nature & Environment administration.

I have had a very pleasant time in Allerød Municipality during both periods, first when I was studying my Bachelor of Urban, Energy and Environmental planning and second, when I was studying my master's degree in Sustainable Cities. Both periods have brought me great value in terms of institutional, technical, social and governmental insights that aims on making people's life better and not focusing on a narrow single-determined economic profit.

I have been honored by working with a real-life issue with Allerød Municipality and sincerely hope that my contributions to the municipality have been fruitful and considerate.

3.2 Identification of actors

Below I present an illustration that highlights the three areas of the administrative organization in Allerød Municipality. These three areas have a central position in relation to Planstrategi 2019.



III. 02 (Kommune, 2018a) Highlighted are the three administrative parts of Allerød Municipality that is identified as some of the actors with a central role and position to the Planstrategi 2019.

*Plan & Byg*⁵ has the responsibility for constructing the Planstrategi which is foundational for the physical future development, including the visionary basis for decision making. This is happening in collaboration with other departments in the municipality, including Nature and Environment, whose leader is chairman for the working group and makes input for the Visionsproces besides having employees involved in the working group.

The secretariat is where the Visionsproces overall is being managed. It is a section of the organization close to the leading administration as is serving the city council primarily. The background for selecting these three departments of the organization is based on prior knowledge to the structure of the organization. It is a result of an analysis made in the organization that aimed at finding actors who have had direct

⁵ The department responsible for strategic planning and building-regulation among some of its tasks. Planning and Construction.

relevance to the Visionsproces and the Planstrategi. Some departments in the administration have not been included in this report. This is partly due to their size, but also because of a lacking administrative connection to the establishment of the internal process known as the Visionsproces/Planstrategi. As some sectors are larger than others, Nature and Environment being one of the smallest by number of employed people compared to School and Public care (Skole og Dagtilbud)-services which also includes the child-cares, kindergartens, public institutions such as daycare, primary school and secondary schools as Gymnasiums are being by far the largest service/interface with the public. This enables these institutions with other types of dialogue and co-creation than what is directly channeled through the Visionsproces (Andersson, 2018).

Besides having made empirical achievements from interviews, an event (known as the citizens gathering) has also been included in the case-study. This enables the author to see how Allerød Municipality accesses the citizens and the information for executing the Visionsproces.

3.3 Observation and “exit”-surveys from participants

The 28th of May 2018 a citizen gathering was taking place in Allerød Municipality. I was present and was allowed to walk around taking pictures (*Stemningsbilleder*) of the event on behalf of Allerød Municipality. As previously stated that the citizen gathering was an event aimed at inquiring the citizens input on basis of some discussional frameworks. It then works at an event where I could gather the information for how the administration and the municipality in general was approaching the operationalization of their intentions.

At the same time, I was gathering notes of the happening. Focusing on how the politicians handled the situation as a moderator for the tables. Who said what and in which order was it said? The documentation of the observation was made by taking notes for the cause of capturing the happenings as quickly and detailed as possible. After the gathering, while people were heading home, a quick survey was made by presenting myself as a student researcher, making a thesis and asking for allowance to ask a few questions. The questions were made from theories about *proximity* between the citizens and the politicians, e.g. how much of a direct communication was there. It was also asked if the participants felt if they had said everything that was to be said. This was related to ask how they found the format of the gathering, especially regarding the time predisposed and had them making their input. The following interviews was made anonymously by exception of contextually relevant knowledge which they themselves made notion of, their relation to the associations/clubs as a part of an argument they had.

3.4 Interviews

A series of interviews was conducted with central actors in Allerød Municipality who all had to do with the making of the Visionsproces or the Planstrategi.

Interview guides (see appendix) was made prior to each interview. This has been done to make sure that the interview guides were related to the task of the report and to minimize the risk of derailing a subject spoken about in the interview. Minor changes have been made in the interview guide based on experiences from former interviews. If interviews showed information relevant for the next, these were implemented for further investigating and into systematic or process related subjects⁶ that would be good to have elaborated.

To keep the interview on a stringent track, without many detours is by experience a hard discipline because a lot of information could be interesting to have elaborated and to study further into. It has been my focus that the qualitative interview takes a shape as a more unified qualitative questionnaire where the informants gets the approximately same questions because the report is deriving from the different roles and functions that exist within the same case study. The semi-structured interview is "*focused on certain themes but is open for a plurality of subjects and changes*" (Buciek, ukendt), in order to accommodate this investigative narrating. Because the report is focused on the work of Allerød Municipality with Planstrategi and Visionsproces, there has been a focus that the interview guides has been made from the same model, subject-wise and equal for the way the interviews has been conducted.

It has here been tried to find out how the persons practical, theoretical and organizational approach to the Planstrategi, the Visionsproces and related internal processes in the organization are done. It creates a series of responses to tell about the conditions for the actions in Allerød Municipality that are based on theoretical frameworks regarding roles of the organization Allerød Municipality, management of internal processes and citizen involvement. It is these concepts that is being further elaborated upon because of the theoretical focus in this chapter of empirical. Part of the case-study is to interview some central actors related to the Planstrategi 2019.

The empirical collections must be seen as the knowledge, insights and the results that has been achieved and brought back from 'the lab' - a part of the case study as previously told. The lab is in this context the case as investigated. The theories have then prepared the interviewer to address and conduct the investigations and researches, where the results will be described in this interview.

3.4 Case-study

The case-study is a social scientific method of investigating work- and organizational methods in a concrete context (Nielsen, 2006).

The case study has a goal to achieve knowledge that can clarify the research question through an investigation of a "*detailed and practical based knowledge*"⁷ (Gyldendal, 2009). The task is to promote and achieve knowledge

⁶ Systemic: "characteristic for something or influenced by a system. Process related series of actions that included a change or a development (Ordnet, Ordnet) The formulation is about the interviewer leaves the fixed interview guide when there is a sign of ability to ask further into something that has a relation to the focus points the report has regarding internal processes.

⁷ Orig. Dan. "*detaljeret og praktisk baseret viden*"

The task is here to promote a concrete knowledge of how the central actors are carrying an internal process as the *Visionsproces* and the *Planstrategi* (Nielsen, 2006). It is called an *embedded case-study* and it is a part of a single-case study. In the embedded case-study, it is the object of the research to question and study “*how is a part acting within the organization*”⁸ (Nielsen, 2006, p 8) Moreover, single-case studies are told to be discovering phenomenal subjects, in a way that it discovers and resembles its empirical findings to its analysis and how the employers in the organization acts and works with internal processes (Nielsen, 2006).

Because of the appearance of study in Allerød Municipality, it has been chosen to conduct interviews with some central actors/employers in the administration. The extend of the number of interviews has been limited by a consideration of how many resources the author thought would be justifiable in terms of interfering with the daily work in the municipality. This research has not been queried by Allerød Municipality itself but is merely an invitation to use Allerød Municipality as a case-study and use their resources to a fair (but not defined) amount of extent. The interviews have been made from the time when they were relevant and answered some initial or current issues or questions at hand, regarding the theories. There have been some other requests for empirical inquiries, e.g. one regarding the representativeness of the groups that were present at a citizen gathering the 28th, These inquiries were requested in writing, however they were not answered. This has made some limitations to the amount of empirical achievements to the report but is due to external limits and not lack of personal will or explorative curiosity. The interview has been focusing on the experiences, the professionalism and personal competences together with a researching scope to what role the individual, as playing a role in the administration, does and acts towards the development of the *Visionsproces* and the *Planstrategi*.

The interview guide can be seen in Appendix 01 (“Interview guide NE”). It is done to open up the conscious, strategic and unconscious choices that the lead executive of the department of environment does in connection to the *Visionsproces*. The interview guide also takes a central point in how the communication, i.e. the flow of information is structured and how the informant sees itself and its role compared to the city council, the administration, the citizens and the *Visionsproces*.

Interviews has been made with the central coordinating role for the *Visionsproces*. The person here has a continuous, unifying and coordinating position in the organization. These elements make the person attractive to interview regarding the structuralization of the *Visionsproces*. The interview, Appendix 02 (“Interview Michala”), has taken its central point in 4 primary main subjects: 1) Background: That asks to her professional background and work with similar processes. 2) The process: That finds the arguments for the choices being made regarding the design of the *Visionsproces* but also to her professional view in the *Visionsproces*. 3) Diplomacy and Visions: Concerning the way that the political organization is working, and on the same time also has a focus to research the concepts and visions that Allerød Municipality has been or wants to work with. 4) Last main

⁸ Orig. Dan. “*hvordan indgår et genstandsfelt i hele organisationen*”

subject goes more in depth with citizen involvement. Both as a tool for researching the existing relations and their professional arguments for the choice of these. Finally, it has been questioned, just as with the interview with the chief of environment, how the informant sees the distribution between the different actors that is related to the Visionsproces. It is done to make a determination of the priorities but also to get a grip of where the different actors are positioned, regarding influence in the development of Visionsproces in Allerød Municipality. In the interview that was made with the central planner in the administrative department "Plan & Byg" - Jakob, there will be an analysis to how the role is positioning itself in relation to the Planstrategi. Jakob does not have a relation directly to the Visionsproces as Michala. So, the focus of the interview will see how the Planstrategi develops from the Visionsproces, because the Planstrategi is a municipal policy that is a continuation of the Visionsproces. Focus will also be on how the additional planning is integrated in the Planstrategi, side by side with the citizens, the political and planning wise relation that is applied. It will be asking to the methods of how Jakob will transition from Visionsproces to Planstrategi and also about the methods that is being used in order to further develop the visions that has already been defined and how the internal and external dialogue are made. More specifically, questions focus on the methods that is used for involving the citizens in the development of the Planstrategi. It is intended to get an insight on how the differences and the structural similarities between the Visionsproces and the Planstrategi is aligned.

The interview guide with Jakob can be seen under Appendix 03 ("Interview guide Jakob"). All in all, the interview guides for Michala and Jakob are quite similar because they are working with the same considerations to subjects as professionalism and methods for work. The differences are seen when perspectivize the two different roles they have in two different responsibilities to the administration and the planning.

The questions are addressing elements of the administration that is working with the Visionsproces, and therefore has a potential to answer the research questions after an analysis of the empirical achievements. This analysis is made on basis of the theoretical findings. More of this will be explained in the end of the theoretical chapter in the section Research Strategy.

3.5 Public documents

A number of public documents, publicized by Allerød Municipality, that all have a relevance with the Visionsproces will be a part of an analytical focus on how the administration and the politicians think and consider inclusion of the citizens emerges in the work the municipal administration does with establishing the visionary perspectives.

They have been provided either through searching Allerød Municipality's website or by talking to central actors within the Visionsproces.

The way that the documents are being analyzed, would be made on behalf of the main aspects of the theories. These are being introduced and collected in the last

part of the conclusion to work as a basis for an analytical framework of the empirical achievements.

3.6 Published literature on citizen involvement in relation to policy-making

Yet another source for inquiry of knowledge that can shed light on how to propose a conclusion to the problem formulation - a study in literature has been a part of the investigational research. Google, Librarians at AUB and informal conversations with academics at AAU and in my professional life have made it possible to encounter related cases to this project and thesis. There has been included a slightly broad aspect of what 1) was related and available 2) filtered content in the books, as not all the content in the literature has a relevance and was personally selected. The publications made perspectives to practices of organizational management within the public sector and citizens inclusions to address the preparations of the citizen inclusions and the policy making and to how to analyze/evaluate the content. Much of this has not been formulated as a theoretical background per se but is merely an evidence to the future studies in public citizen inclusions and policy making. Therefore, the recommendations of the literature were not directly a seal of approval, but works as a method for gathering information, so as I, as the independent researcher can filter, evaluate and sort things as they are described, mainly after the case has been conducted which means that the memories, notes and writings has been through a slightly 'censored' process. The universal storytelling of an episode would be an inevitable discussion about individual perception. But hermeneutically speaking, the interpretation of an event, I do recognize to have a personal and exclusive nature. However, I read what I read and cannot made any other implication to the actual events. History will always be a question of interpretation. However, some of the conclusions to the cases in the literature has concisely been written at the latest of the chapters, serving as summations for what to do, but again does not work exactly as theoretical knowledge but merely as empirical matter for interpretation.

In the next chapter the theoretical outline for the report will be written. It will start by including a few very central theoreticians who historically have been working with defining the concept of *democracy*. I feel that it is necessary, in order to have a strategy of analysis, that an initial presentation of some of the major discourses regarding the conceptualization will have to occur for the reader.

4. Theory

4.1 Essentials: Democracy

In Denmark, after the liberation from the Nazi forces, the parliamentary drives in the Danish society were discussed on the political renaissance. Hal Koch was appealing the discussion dimension of democracy. Hal Koch meant that the citizens should talk together and handling the balances of representativity not to be lacking the direct (and actively) navigation in the political waters. "*It is with the dialogue and collaborative toilsome road, one must roam*" (Koch, 2005 (1945)).

It was a rhetoric and dialectic type of democracy Hal Koch was arguing about. Just voting about it, would limit the possibilities and miss the point of a democracy where dialogue, mutual understanding and having a holistic sense of society, would bring a very sustainable tradition in governing the country (Koch, 2005 (1945)).

According to Hal Koch, if a government is strong enough, it could resemble a dictatorship. The privileged are not willing to support or include the less privileged. But even though the government was assembled by modern voting standards as we would see it in a democracy, some aspects of representativeness might not be fulfilled. Nor does the results have to be the best, pointing to the fact that even though the majority are deciding. According to Hal Koch, the decision is relative in a true democracy because the dialogue in society, is a better approach to reach the details of our political decisions. "*In an authoritarian state, the oppositions silences (/mutes Ed.) after a parliamentary decision.*" (Koch, 2005 (1945), p. 25) So if a government is strong enough, it seizes methods for undermining the right to debate, either by not listening or respecting oppositions (Koch, 2005 (1945)). Hal Koch says that solving the conflicts are the main target with a democracy, to find the right solution to the problems. By voting and just accepting the outcome are not a part of the final solution because the result (according to Hal Koch), is just a momentary statement - the real solution comes afterwards in the discussion and the dialogue (Koch, 2005 (1945)).

Hal Koch recognizes that the modern democracy, is a *kratia* led by the incompetent, the population. The argument is that technical people, educated persons who are good at their trade, are the ones who shall lead the state as an organization (Koch, 2005 (1945)). It is a weakness of the public available democracy that power is available by the ones who are led by "...*the ones who understand the art of the propaganda, the one who can form the rhetoric and influence the masses*" (Koch, 2005 (1945), p. 34). The ones who are led by morality, by education, knowledge and intelligence, Hal Koch says, are holding himself back, not involving in political polemics, fights or corruption. Therefore, the education of the public is so important Hal Koch mentions, because the citizens need to be able to make their own judgement. But Hal Koch says that the elections, the programs and the voting are narrated by the political parties, so that it narrows down the essential *free dialogue* when discussing subjects or political agendas (Koch, 2005 (1945)). Hal Koch is very critical to the essential word *demo-cracy* as being a mean of citizen-controlled

governance. "...botching, personal ambition and efforts to control with lack of responsible demagoguing being the characters of the democracy" (Koch, 2005 (1945), p. 36). Instead he says that the political governance should derive from an ability to love the national state and the people (Koch, 2005 (1945)). Democracy is not such a thing as a final product, it should and always have to be a dynamic process where developments of the idea and functions we do to govern our society are constantly in the remake if necessary (Koch, 2005 (1945)). Hal Koch puts it this way, regarding the latest quotation and the seeking for a more transparent political governance that, "...as long as the word and the ability to criticize is free, there will always be limits to how corrupt a rule, one can get. (Koch, 2005 (1945), p. 39). Hal Koch opposes the representative democracy by presenting a deliberative democracy (the subject is elaborated later on but for now we focus on the concept holistically) that is having the point of being able to include the less fortunate, the less elitarian and the minorities, something that the representative democracy have a mandate to avoid (Koch, 2005 (1945), Hinge, 2008).

Alf Ross differentiates in terms of defining the concept of *democracy* some major outlines. 1) being a legal and formal concept and 2) being as a lifestyle or state of mind. While the latter overall is similar to Hal Koch, the first one is treating the democracy as a systematic and clearly sketched *method* for governance and continues to exemplify it to be an elected representative democracy constituting a government (Møller, Skaaning, 2010, Ross, 1999 (1946)). To Ross, the legal and formal concept means that it is a *method* for creating the *statsvilje*, a policy for governance, not its content.

This difference is being recognized by coining the two concepts "*naturret*" and "*retspositivisme*" (Møller, Skaaning, 2010). Hal Koch told about politics (and democracy) as a pragmatic and deliberate lifestyle, whereas scholars as Ross and Schumpeter would argue for understanding laws without the moral baseline inherited, but merely as a systematic approach to governance (Møller, Skaaning, 2010). This dimension brings in the aspect for what to do, as a politician, if the person is not supposed to do it. Thereby involving the citizens and having the dialogue with them, merely based on legal thresholds obtained by an electoral mandate or creating the visions, the policies and the plans with the citizens input included.

For both Ross, Koch and Schumpeter then the procedures are the central mechanics in a democracy (Koch, 2005 (1945), Møller, Skaaning, 2010, Ross, 1999 (1946)), because it isn't the output that is of importance, as this can be relative to the political movements and necessities in society, but it is *how* the policies are being made that is important consideration (Koch, 2005 (1945), Møller, Skaaning, 2010, Ross, 1999 (1946)).

(Møller, Skaaning, 2010) explains that there is a substantial requirement for the population to be included in governmental institution that works without supremacies⁹. A public debate should due to Ross not be narrated. That would not be democratic because the content, (not the method) would be arranging the way the democracy was perceived. "*In other words, the power in society has to be*

⁹ Da: *Herredømmefri*

divided so that everyone can participate on equal terms." (Møller, Skaaning, 2010, p. 88). Ross explains that the people itself is the last source of power over the people, as he stresses that the people has a *'duty of resistance'*¹⁰. Ross argues that there was a need for social institutions where the content of the democracy could be unfolded. This still made the concept of a democracy to be a political method and not a lifestyle, but the means of providing the content of this democracy, the society had to embed mechanics for this (Møller, Skaaning, 2010).

The validity of a democracy then would not only be to provide elections as opposed to an autocracy, but also needed to provide the society with elementary possibilities of free speech and justice of law (Møller, Skaaning, 2010). Following this, Karl Marx would say that the public (or the society) was not democratized if there was no real influence from the public to be given. Or turned the other way around, if the method of governance (democracy Ed.) did not listen to the citizens (or empower the citizens to influence themselves), then there would not be any validated democracy (Møller, Skaaning, 2010, p. 156).

Representativity, as a democratic political element in connection with citizen involvement, (Agger, Löfgren & Torfing, 2010) describes as having an *Achilles heel* as being the *"relation of representativity itself"* (Agger, Löfgren & Torfing, 2010, p. 188).

It is mentioned that it is not enough for the democracy, just to elect a new representative politician every 4th year, just to leave them representing solemnly. The whole essence is to have a *"...dialogue between the citizens and its representatives"* (Agger, Löfgren & Torfing, 2010). Because when there is not a mutual contact between the citizens and the politicians, then the society loses its interest in being a part and contributing to design the political agenda. The citizens will then end as passive audiences instead of being active participants (Agger, Löfgren & Torfing, 2010).

There can exist a distancing between layers of communicative channels, i.e. parts of a system/society; that increases the distance between the citizens and the political element of the municipality. The in-direct dialogue does not withstand a clear and authentic conversation or mobilization and decreases the collaborative possibility (Agger, Löfgren & Torfing, 2010). It is therefore needed that there exists a possibility to have a dialogue as (Agger, Löfgren & Torfing, 2010) points attention to, not should be made so that the expectation is that everyone participates equally. But with local networks, the possibility of involvement as an arena for dialogue and communication will be present (Agger, Löfgren & Torfing, 2010). The local networks are not constructed by coincidence or without structure. (Agger, Löfgren & Torfing, 2010) points to the fact that the framing for the dialogue should not be made on behalf of functional or demographic factors, but that they have to be based on geographical backgrounds (Agger, Löfgren & Torfing, 2010). It is assumed here though, that they are having an *"interest in promoting the local areas social, political economic and environmental sustainability and the local standard of living"* (Agger, Löfgren & Torfing, 2010, p. 184).

¹⁰ Da: Modstandsret

Summing up on this section, the center concept is about the *traditional representative chain of governance*¹¹ (Heeager, J. Olsen, 2018). This means: The citizens are electing the politicians to govern, they make the policies that the public administration is operationalizing/implementing and simply put, the citizens then get what they voted for. Then the feed-back mechanism of this system is in a 4-year term, if the citizens do not like their politicians or who they voted for and what they did, you can elect another after 4 years. This is the mechanics behind the representative democracy that this section had described in two different conceptual backgrounds. 1) The democracy as an embedded lifestyle and a personal value. It is primarily here the content of the policies are being summoned up, because if the population does not want to have democracy in the first place, the *will* to have democracy, then this way of governance will not exist. 2) And then democracy as a political method for governance. However, the second does not answer *how* the content/policies are being made. It is here the question of whatever the politicians are working *for* or *with* the citizens is being asked. Because, according to the theories originally presented from Karl Marx and later described by Møller/Skaaning, democracy as a method of governance of common resources, will only be a *show trial*, if the population is not a part of the decisional process.

What then can account more detailed to ensuring both democracy as a lifestyle and democracy as a method of governance, is that there has to be content, policies in this governing. How this content is generated is now presented in the next section.

Combining the appealing of discussion and dialogue that Hal Koch was a spokesperson for, with the fact that democracy has to be a systematic tool for governance are not fighting each other. They will in this report be used as complementing each other, so that Ross' idea of democracy as an instrument for governance, and Koch's idea of dialogue and discussion, both brings instruments for the structure *and* the content of a democracy.

The perception of *democracy* can be many as this section just explained. There are two main ideas of how to understand a democracy and its role in government along with how its citizens are supposed to approach the concept. This lays out the theoretical background for understanding some of the central aspects of the problematization in Allerød, as the politicians argue that what they do, is purely democratic but the citizens understand it from another pragmatic perspective where objections to policymaking is a pragmatic part of the idea of a democracy.

This will be the center point from where the discourse of democracy as both a structural and a pragmatic process will follow into the next chapter.

¹¹ Da: Den parlamentariske styringskæde

4.2 NPG - Citizen involvement and internal process management

As the opening section of this report explains. The report is about investigating how the municipality is working in order to develop the political content as what the Visionsproces is about.

What this section seeks to inform the reader about is how the administration of a municipality are working on both a systematic (Ross' theory) but adding up with a more pragmatic and collaborative level of governance (Koch's theory).

The following text is from a textbook, not only handling the theories of governance paradigms as an *abstract theoretical concept*, but also as a theory that has already found its way into the administrative municipal work. It is therefore both *normative* and *descriptive* to the report. Normative to the strategy of analysis from which the empirical matter will be analyzed in order to understand and interpret the empirical content. Normative in order to understand how the administration are working with different paradigms of governance, that is a result of a historical development and also democratic governance evolution.

The theoretical basis will take its point of view in theories of New Public Governance (NPG), which contains ideas about collaboration in the municipal administrative related tasks, can benefit by creating a closer relation between the decision makers (i.e. the politicians) and the citizens (Torfing, Triantafillou, 2017).

New Public Governance (NPG) is a governance paradigm, i.e. a system of thoughts or an ideal image of governing, that contains a "*grundfortælling*"(Torfing, Triantafillou, 2017, p. 11) The *grundfortælling* in NPG is built upon a conception that the public sector is an "*arena for co-creation*"(Torfing, Triantafillou, 2017, p. 27) NPG "*elaborates on a conception that public governance and public solutions has to be created by public and private actors and are stepping into a collective co-creational arena where they collaborate with each other*". (Torfing, Triantafillou, 2017, p. 28)

NPG takes its practical starting point by trying to "*...mobilize all relevant and affected actor's knowledge, resources and energy in order to try to create innovative solutions for urgent problems and challenges.*" (Torfing, Triantafillou, 2017, p. 25) It is scientifically proven that early inclusion of the citizens and a collective unified solution to complex problems in society, can lead to a reduction of conflicts that eventually would happen after decisions making by those in power according to (Torfing, Triantafillou, 2017).

Co-creation is a key concept in NPG because it implies to create something together, public and private about some problematizations with intent to minimize the negative impacts (Ferreira, 2015, Galvagno, Dalli, 2014, Hildebrand, 2008, Horsbøl, 2018).

Closely associated with the inclusion of the citizens and co-creation between the public and the private, lies a potential for creation of value. Creation of value is multiple and diverse and is provided based on lots of different factors, including

monetary, humanitarian, social or structural societal creation of value or capitals. The question of value is a question about how to define benefits and who benefits from the mobilization of the resources of the citizens (Ferreira, 2015, Alford, 2014, Skaržauskaitė, 2013, Torpe, 2006, Terblanche, 2014, Sørensen, Røiseland & Torfing, 2016, Meijer, 2016).

The Visionsproces will then, on behalf of the city councils Konstitueringssaftale, define and change their policy and administrative course, to include the citizens earlier on in the plan-strategic work in order for the municipality to have a better relation to its citizens and avoid more poor cases that ends up weakening the support and trust to the political element in the governance of the municipality. Therefore, I have chosen to include theoretical and descriptive theories from NPG, as it claims to be able to solve the lacking and crumbling relation between the citizens and the politicians as a governing element of the municipal administration. According to Koch's theories of dialogue and discussion as an elementary part of a democratic society, then the *grundfortælling* of NPG aligns well with this perspective.

NPG contains several *tools*¹² that is useful to realize management policy goals. The tools are what differentiate the different paradigms. In NPG, those are:

- Involving the Citizens
- Creating networks
- Facilitate dialogue
- Innovation and creativity
- Seeing the citizens as equal actors
- Counselling between the actors

(Torfing, Triantafillou, 2017)

The goals mean a "*focus creating robust solutions and changes*" (Torfing, Triantafillou, 2017, p. 29). More specifically tools for management and governance gives "*far more collaboration between the citizens, the associations and private companies*" (Torfing, Triantafillou, 2017, p.29). It is also pointed out that there can be a challenge in converting this mechanic to work in the public administration, because of the way that the administrations work, is a result of years of technical specialization, correction to different economic paradigms throughout the past decades. The challenge is also pointed to be a consequence of "*...lacking self-critique, especially regarding how the citizens are being affected*"¹³ (Christiansen, Poulsen, 2017, p. 67).

The arrangement of having an insight in how the citizens are being affected becomes formulated in a way so that the politicians has to implement procedural changes for this information to become visible and accessible (Christiansen,

¹² Da. *Værktøjer*

¹³ The quotation was a response to a liberal governments' (Venstre(V)) solemnly financial focus on development, innovation and collaboration between the state and its citizens. The focus was called 'unified' (da: *enstrengt*), and lacking inclusion from external competences by the lead person of the Socialist Democratic party (Socialdemokraterne (A)).

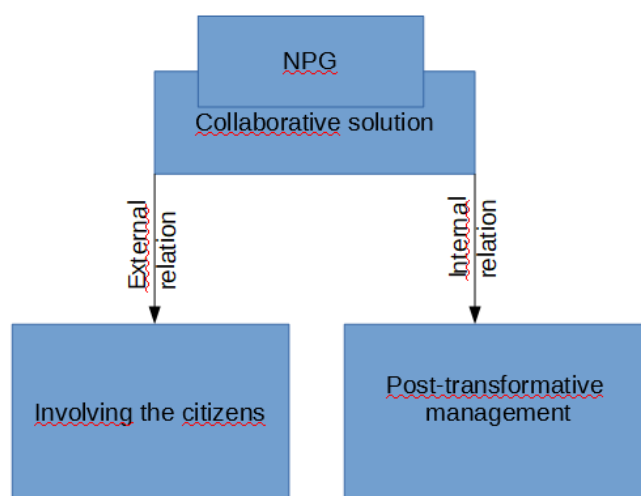
Poulsen, 2017). This concludes that the politicians who are in charge of the governance and therefore are in control of the power, has to comply with the paradigmatic change from seeing their role as a Ross' systematic democratic and representative ideal, to approach a more Koch-oriented dialogue and discussion-based governance- and policy making.

Solutions that can also be for others than themselves. It is not only citizens who is thought to be included, but also association and companies that can participate in networks and partnerships (Torfing, Triantafillou, 2017).

(Torfing, Triantafillou, 2017) draws attention to new tools within public-private collaborations must "*contribute to include the citizens in concrete collaborative projects, where they either, as users, are producing their 'tailored' welfare-services or as volunteering participants in developing and offering solutions*"¹⁴ (Torfing, Triantafillou, 2017, p. 29)

This divides the citizens role in the Koch-oriented approach of democracy into two main branches. 1) as people who are working along with the already-made-policies or 2) people who are producing the policies *with* the politicians and the municipal administration.

Partnerships can be understood on an internal or external level. With internal, the meaning is that the administrative principles to organize, manage and govern processes in an organization, is more free from politicization. It means that it is interactive and that its principles for administration is based on networks what exists both vertically and horizontally together with a coordination to solve problematizations (Chatzopoulou, Dyrhaug, 2017). This will later be elaborated as *management space* and illustrated as *post-transformative management*. By external there is a reference to think how the municipality are interacting with the surrounding society, the citizens, the companies and the associations (Chatzopoulou, Dyrhaug, 2017).



III. 03. Illustration of how the theory of making a collaborative solution, that comes from the NPG-paradigm, leads to an external relation and relates to how the citizens are involved in processes, planning and decisions. It also leads to an internal relation that is about post-transformative management inside the organization. (Own production)

¹⁴ Eng. "*bidrage til, at borgerne inddrages i konkrete samskabelsesprojekter, hvor de enten som brugere medvirker til at producere egne velfærdsløsninger eller som frivillige deltager i at udvikle og tilbyde løsninger.*" (Torfing, Triantafillou, 2017, p. 29)

The concept of *post-transformative management* will be further elaborated next chapter.

According to (Sørensen, Torfing, 2017) NPG has a *perspective of mobilizing resources*¹⁵, it creates focus so that the employee not just is an objective administrative case worker, but is a linker who creates new connections, innovative solutions in the public and enters a collaborative working community with other employees, with private companies, with users of the welfare services, citizens and the organizations of the civil society (Sørensen, Torfing, 2017). This is essential what the *collaborative solution* in the illustration, and what the perspective in this report is about.

Illustration 03 will also have to be seen in relation to the introduction section of the theory chapter. As previously mentioned. Ross' systematics and Koch's pragmatism can be seen as either having the politicians to work *for* the citizens, or *with* the citizens. The left side of the illustration will be a symbol of working *with* the citizens, where the right side will be a symbol of working *for* the citizens.

4.3 Network management in NPG

Internal process management

The report will now elaborate further about the internal management of projects because, as will later be explained more thoroughly, it has a relation to how the municipality is administering its tasks in an objective yet still democratic and political loyal way. So, continuing the systematic theories of democracy from Ross and the pragmatic theories from Koch (Christiansen, Poulsen, 2017) points that it is important to, cf. the NPG-regi, have a focus on "*identification and solving common problems instead of dividing the problem from a range of formal competencies or principles for work-division.*" (Christiansen, Poulsen, 2017, p. 60). It comes from, besides being an answer to previous governance-models' control- and goal-specification demands, the officers' and civil services' need and requirements for finding solutions on complex problematizations. (Christiansen, Poulsen, 2017) tells that it is not being addressed by a separating approach, but a collaborative with mutual communication and a stream of dialogue, to let the complexity of the problems split up. So, for answering the RQ "*What is democratic behavior from a public administrative and political governing point of view?*" (Aagaard, Torp, 2017) tells us that the internal management theories from NPG can objectivize the task-solving processes. It is in the search for finding mutual solutions in problem solving, where the post-transformative management¹⁶ are existing from an implementational point of view, that the management practices are done by making a "*qualitative improvement of outcome by collaboration and co-creation*" (Aagaard,

¹⁵ Da. ressourcemobiliseringsperspektiv (Chatzopoulou, Dyrhauge, 2017). (Chatzopoulou, Dyrhauge, 2017).

¹⁶ Here will the post-transformative management defined as "*a post-transformative understanding unfolds the strategy in an interaction between levels and working-groups internally in organizations* (Aagaard, Torp, 2017) p. 72.

When in the method sections are being spoken about management of internal processes and organizational governance, then it is with a focus on how post-transformative management are deployed in Allerød municipality.

Torp, 2017), that can be recognized by searching to collect itself around the process of solutions rather than splitting it up and dividing it out (Aagaard, Torp, 2017).

The method is deriving from NPG-regí and is about having the leader/manager to facilitate in a more *horizontal* process juxtaposed with the more vertical hierarchy known as *top-down* orientation to have the participants in center and to establish a common vision. The difference is here, that there is talk about a *distributed management*¹⁷, where a project is handled and governed more horizontally in the hierarchy of organizations (Torfinng, Triantafillou, 2017).

4.4 The citizen and representativeness for the elected decisionmakers

In NPG the citizen will be more likely to be seen as a co-creational and participatory element of municipal governance, because services are not only defined as being done by legal warrant or basis, but because focus is on making satisfying services and because the overall idea is believing that better results, comes from co-creation (Torfinng, Triantafillou, 2017).

In the OPA¹⁸-regí the citizen will be an electing individual who sees the politicians as a representative of the political system. The values and politics from where the politicians are being elected from, would be the ones making the visions for their decisions and they would be acting loyally from those values and politics (Torfinng, Triantafillou, 2017).

This discourse has now changed, so that it is now expected in NPG that there will be more *incremental communication* as a part of the overall political governance of the municipality, and expectations to more co-creational design with the citizens or other actors in the further administration of the municipal domain (Torfinng, Triantafillou, 2017). It is here important that the employee, manager or leader, takes a role as a networking facilitator, instead of being a 'director' who just 'demands' other employees so that they only work as an extension of the 'director'. Same goes with the 'bureaucrat', who considers rules, legal matters and defined guidelines for the position, sort of like OPA. The NPG-leader will be entering a *post-transformative* role of leading, wherein lies the expectation that the leader does not only make orders, but also motivates, networks, creates ideas and is a role-model (Torfinng, Triantafillou, 2017).

The NPG-manager has a focus on the collaboration between the different specialists who can solve these multi-facetted problems what arises with complex problematizations. It means that there has to be a facilitator present in the leader, who is also rhetorically, humanistic, socially included and who leads (Torfinng, Triantafillou, 2017).

¹⁷ Da: Distribueret ledelse

¹⁸ Old Public Administration: Has a *Grundfortælling* that is based on separating politics and administration (in a legal based concept). It was surrounded by bureaucracy and top-down management of the organization. (Torfinng, Triantafillou, 2017).

All of these administrative paradigms (NPG, NPM, OPA) are present dynamically within the municipal organization as to date. This means that the whole hybrid solution between OPA, NPM and NPG that today appears, are doing so in more less circumstance and degree within the public and has to be seen as transcendental (Torfing, Triantafillou, 2017).

	OPA	NPM	NPG
Self-image	Professional servant of common good	Wage-worker	Co-creator
Task	To do the legal, the right and the justified	Accommodating the citizens needs and other actors wishes and needs in an efficient way	Promote mastering and mobilize the citizens resources in co-production and co-creation
Competences	Have insight in laws, rules and a strong technicality	Be flexible and service minded	Be communicative and innovative
Deed	Integrity	Results	Creativity
Role in the chain of governance	Loyally operationalize the politics out in life	Coordinate central goals to the citizens demands	Connect the administration and the citizens
Perception of citizens	Carriers of rights	Carriers of wishes and demands	Carriers of knowledge and resources
Relation to leaders signified by	Instruction	Control	Trust

Table 01: From (Torfing, Triantafillou, 2017). A general and holistic overview of the differences between the paradigms in 4 different areas of the public administrative sector.

If we consider the movement from OPA to NPG - then it can resemble moving from a Ross'ean systematic and instructional perspective of public administration to a more human-centered Koch-perspective. The direct focus is no longer on obtaining the legal rights of the citizens, nor is the employee subject to only instructions, but their jobs are rather to facilitate co-creation *with*, the citizens instead of working *for* the citizens.

(Torfing, Triantafillou, 2017) notes that there are no obvious or clear borders nor checklists between the different ideals, but their *grundfortælling* represents some methods, values or goals that are different from each other. It is in their evolutionary development, temporarily, that their strengths lie within when being practiced in the municipal administration. It then means that there are both strengths and weakness by them all, therefore they have to be understood by their means of existence within the municipality (Torfing, Triantafillou, 2017).

The essential part is that the method and the governance of the processes, should not be bureaucratized or narrated as a 'director' would do, but that there is a networking agent, someone who collects the threads so to say and someone who can define, process, analyze and communicate together with and among lots of different disciplines (Aagaard, Torp, 2017)

Management is here used as a general organizational context. But the authors describe how the central starting point is the municipal institutional system. Thereby it consists of a disciplinary-thematic development on what (Christiansen, Poulsen, 2017) -s theories about division of work and the roles of the officials. (Aagaard, Torp, 2017) notes that it is not about liberalization of the rule for conduct action and decisional judgement of the administrative crew, but it is about a closer relation between the different relevant actors to a process. If it is then about the citizens, the experts, the legal parts, the politicians, the caseworkers or other potential actors (Aagaard, Torp, 2017).

The possibility for the administration to: "...initiate and facilitate more or less self-governing networks..." is an essential part to create a room for management¹⁹ where the individual coworker, manager or leader in the municipality can administer internal processes in the administration. The point is to have political mandate, not to always have to be controlled from the top in procedural structures, but to have a certain kind of freedom of mobility in the administration so that the cross-coordinated network creation can take place, is important to develop further on getting away from the New Public Management²⁰(NPM)-regis demand of goal- and result oriented governance (Christiansen, Poulsen, 2017).

(Christiansen, Poulsen, 2017) also points to the fact that there is a need to, because of a problematization related to the governance of the co-workers management-ethos when it changes from bureaucratic, benchmarking, goal- and result oriented co-worker performance scheduling or top-governance in the organization that: "...scientists has..., ...promoted the political aspects of meta-governance and the need to secure democratic legitimacy." (Christiansen, Poulsen, 2017). p. 60. Meta-governance is an expression for how to manage and control processes without relying on the precious paradigms of governance; OPA and NPM.

¹⁹ Management space is here defined and perceived as an expression for the 'space' administrative, socially and organizationally the manager has to work 'within' (Ledelse, 2009)

²⁰ NPM is a governmental paradigm which *Grundfortælling* seek to make the municipal administration work towards marked-oriented economic and resource-efficiency goals. It treats the citizens as were they *customers* and the services provided by the municipality as *goods*. The leaders and managers were performance measured and NPM was using contract-based agreements along with benchmarking of results and keeping the internal organizational structure in a more vertical constellation. Because involving the citizens are resource demanding, it can be hard to justify inclusion of citizens in NPM (Torfing, Triantafillou, 2017)

Meta-governance does not imply the same level of vertical hierarchical a way of managing processes, however the whole essence is that, the more power is given away, the more ethos the manager, co-worker or leader has to compel with (Christiansen, Poulsen, 2017, Christiansen, Poulsen, 2017, Aagaard, Torp, 2017). Bottom basics then more scientists are aware that, in more or less circumstance, that the coexistence, the complementation and the evolution, together with the displacement of one or both earlier paradigms of governance, with NPG, has to be seen in different organizational contexts (Agger, Löfgren & Torfing, 2010, Sørensen, Røiseland & Torfing, 2016, Christiansen, Poulsen, 2017, Aagaard, Torp, 2017). Here it is about that the "...top management recognizes the need for them all and do it explicitly [that there must be a co-existence between the paradigms of governance – Ed.]" (Aagaard, Torp, 2017) s. 79. And it continues, it is the top management that "creates the right frames and competences for meeting the different methods of governance".

(Aagaard, Torp, 2017) s. 79 then does make it clear that the authors think it is about co-existence and not a replacement of the paradigms. Though, there is a limitation for the co-existence or the *hybrids*, of there is too large a difference between the ideals and practice for the top-management (Aagaard, Torp, 2017). Without the politicians to allow for information from the citizens, through the administration, then the co-creation of policies still would not be as big a part of the municipal administration as it could be.

If the consideration is upon how the organization are managed, how it justifies for its methods and their political approaches, then (Christiansen, Poulsen, 2017) points to do it through more involvement of the population in the results and goals that comes. It is here, not about a quantification of the results and targets, but about a qualitative dialogue that is being run parallel with the internal process, so to juxtapose the processes and the suggestions to each other, in order to find a consensus-oriented base of solution (Christiansen, Poulsen, 2017).

This section of the theoretical chapter has been telling about the circumstances for how the administration, under a leadership by the politicians, have to work within the public administration. There have been, throughout the past 20-50 years, different paradigms for how to administrate the municipal public sector. The report mainly focuses on NPG and less on the previous paradigms of governance. This is done primarily for one primary reason. 1) Being the fact that NPG isn't a paradigm being operationalized all on its own. In fact, the way that the municipality works is a hybrid between the different paradigms and this combines the two different theories initially described in the theoretical chapter - 1) Ross' systematic conception of democracy as an elective way of governance, where political representatives, each with their own policy are being elected into the city council. 2) Koch's conception of democracy as a pragmatic process, where the political content is a subject to an open dialogue and discussion about the navigation.

In order for the democratic 'ship', not to just float out there on the ocean of opinions, facts, in a breeze or storm of pragmatic and discussional winds. There has

to be defined some sort of 'harbor' for the vessel to enter and unload its cargo, for the benefit of the citizens of the city.

How this harbor or *goal* is defined is necessary for the journey to end. Because, when all comes to all. The *Planstrategi* must be made and the policies has to be agreed upon. So how does a city council know what to aim for? Implied from the chapter of NPG, that the politicians are willing to open up and make their policies *with* the citizens.

The main line of distinction is between respecting the systematic conception of a representative democracy, where the politicians are being elected on behalf of their policies and then are working these into the municipality *for* the citizens in a timed schedule of 4 years. And then to the pragmatic and deliberative conception of a democracy as being a system of governance where the politicians are working *with* the citizens in the making, mobilization and distribution of their common resources.

This will be regarded as a question of creating value and will be further covered in the next chapter and in the chapter about value for who(m).

But in order to be able to estimate the outcome of the NPG-oriented citizens involvement, we need to take a closer look at what citizen involvement actually could be defined as.

4.5 Citizen involvement on different levels

Citizen involvement can be to include the citizens in strategies and plans, early, so that there is a possibility to influence the final decision. Together with engaging the citizens in the development of their local areas and mobilizing their resources (Tortzen, 2008).

Underneath there is a list of two different types of citizens involvement:

- Hearing, where the citizens has a possibility to reply
- Idea/Development of policies, where the citizens are involved before decisions are made and is creating or developing the ideas for the local area.

(Tortzen, 2008)

The levels of citizens involvement are much different and there will be dug out a little deeper into the details of the levels of citizens involvement.

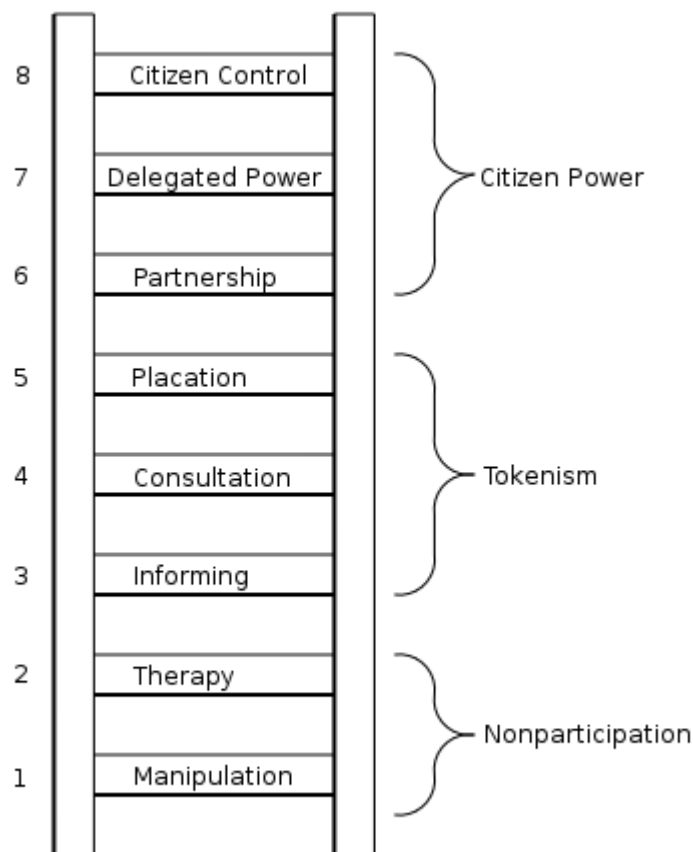
Citizen involvement can be seen as a discipline where the citizens are influenced in decisional processes that can range from no influence at all to overall fully participatory influence and control of the development of the process (Arnstein, 1969).

Arnstein had made a 'ladder' to illustrate the levels of citizens involvement. It was indexed into 8 (3) parts, from 'non-participation' to 'citizen power' (Arnstein, 1969). The lowest steps of the ladder do not include the preferences or urges that the citizens could have, because they just have to be 'educated', 'manipulated' or 'informed' in such a way that their will and participation is rather neglected. It is

primarily in cases where legitimization of decisions or as 'pro-forma' relations where this step is occurring. It does not have any co-creational or rather specifically co-developing sound to it (Arnstein, 1969).

To invite the citizens and their meaning can then have a 'consulting' practice to it. It can be that the citizens are being heard, but their input are not further proceeded, so it means that there is not any constructive idea with the consultation (Arnstein, 1969).

On the step 'partnership', there exists a mutual division of power between the citizen and power-holder (Arnstein, 1969). It is here where the mutual sharing of knowledge and the mobilization of local resources are occurring and here where the opinions and visions from the citizens are being reflected upon afterwards (Arnstein, 1969). The power can both be given by the ones with the power or by the citizens. It is here there is an opportunity for mutuality in what direction the 'flow' of the process is taking, top-down or bottom-up (Arnstein, 1969).



Ill 04. "Ladder of participation" (Arnstein, 1969) Ladder of participation is an illustration of the means, the types and the ways of citizens involvements – and therefore also illustration to the relation between the decisionmakers or the powerholders to the citizens and the public.

It is primarily the upper parts of the ladder that is relevant due to NPG, where in the next section is a focus on and elaboration o the co-creational parts as professional theoretical base for citizens involvement.

The theoretical knowledge about the levels of participation, involvement or other levels of interaction is in the analytical part being used as a framework and scale to see where, how and how much of the interaction between the citizens and the municipality are in compliance with the NPG-paradigm. The level of participation depends on how much the municipality, and especially the political level, are willing to open up for citizens input to define the future strategies. If there is a leadership/governance paradigm that support inclusion, then co-creation is a way to make the future development.

4.6 Co-creation with the citizens

Co-creation can simply be put as: "...*co-creation is, when instead of having to make public services for the citizens, then the public services have to be created with the citizens*" (Torpe, 2006).

To begin with, there does not exist any broadly defined and widely accepted definition of the concepts and how they differentiate from each other according to (Sørensen, Røiseland & Torfing, 2016). Although (Terblanche, 2014) gives a definition of co-creation as being an *introductory citizen involvement* that is prior to co-production (Terblanche, 2014). Co-creation then defines that *creation* is central, where co-production defines a succeeding 'development' of what has been created (Hildebrand, 2008, Terblanche, 2014).

The co-creation as a subject exist in this report both as an extension of the first section of the theory regarding democracy and specifically in extension the Marxian argument of the idea of the municipality as a common property. However, the theory from Annika Agger also has to be seen as an argument for having a tool for the administration to acquire information from the citizens. Next section will explain more in depth what this tool can consist of.

4.7 Inquiry

Co-creation and citizen involvement are being used in common at (Horsbøl, 2018). Here it is being expressed by the author that there indirectly is a connection between co-creation and citizen involvement, that exists through a processual focus to have a central role that maintains the control and management of the *inquiry* from the informants/citizens in focus. Inquiry means that there is an achievement/collection of information from the participants (Horsbøl, 2018). Within the technical subject of NPG lies also an aspect of citizen involvement, when there is a focus on the organizational and municipal level (Horsbøl, 2018). The connection exists between collaboration, exchange of resources and mutual responsibility (Horsbøl, 2018). The creation of the bond that exist between citizens and municipalities is helping to '*put a face on the individual citizen*', in such a way that there is created a mutual bond between the partners. Putting a face, an identity, a

person in the context creates a more in-depth understanding of the people who plans and those who are planned for (Horsbøl, 2018).

In a study about the foundation for citizen involvement, Torpe describes how "*citizen involvement can be seen as a method for strengthening the connection of the citizens to the public policies*" (Torpe, 2006, p. 1)

It is because of a high complexity in problematizations and projects in society, there is need for a determined inquiry of the preferences of the citizens (Hildebrand, 2008, Torpe, 2006, Albrechts, Balducci, 2013, Healey, 2010).

But (Hildebrand, 2008) describes that the meaning with the citizen involvement not should be about legitimizing the will and values of the politician through proforma involvement.

Consensus-oriented planning process takes its center in the identification of a problematization and the model of solution from as a response to the consensus. The cases can then be very different, but the network-creation of different actors, and having a central actor to orchestrate the networks which is created, has potential to construct a solution (Agger, 2009).

There has been a development from earlier bureaucratic and instrumental tools in the citizen involvement. Earlier it emerged most often as being an obstacle than an advance. Because when the rational planning, that derived from an expert, who technically constructed the planning process from its desk and in an effort to be neutral, rational and scientific, was administrating from a hierarchical type of governance, then it made a schism and divide between the public and the private (Agger, 2009). To dissolve that schism and divide, in an effort to relate closer to each other, it was necessary for the municipal administration to invite for a more communicative and involving procedure who *negotiate* or makes it results through *consensus* (Agger, 2009). Bottom line it is about recognizing that people i.e. the citizens are not a homogeneous collection of people who can be perceived at once or experienced from a desk in advance but is a heterogeneous and dynamic collection of individuals who exists and co-exists on lots of different levels (Agger, 2009).

To use the citizens as a source of information and responsive *testers*, is a method that demands a fundamental change in the relation between the citizen and municipal administration, as seen from earlier type of governance than that of NPG (Meijer, 2016). Fundamentally, it is about having the municipal administration to change its view in itself from being an authority to becoming a communicative *service-provider* through *facilitation* (Sørensen, Røiseland & Torfing, 2016). It has potential to open up for using the input from the citizen as an epistemological foundation to how the services, that the municipality are providing and planning, can be constructed (Hildebrand, 2008).

(Agger, 2009) exemplifies that the condition for citizen involvement has changed and the citizens will not be seen as *customers* or *clients* where the product is designed from a technical expert point-of-view but will be seen as citizens of the society who will be involved and have influence on the governance and planning of the municipality they inhabit. What can be achieved, inquired and experienced is a central aspect of the NPG-governance, because a bureaucratic technical expert will not be able to achieve objectivity in the same way compared to what informational

gathering out there in society can provide of *objective knowledge* (Hildebrand, 2008). The communication has a goal to conceptualize some of the structures present in society. It is about doing so through dialogue, talk, and communication in a *pragmatic* way, and it is here where the connection, the mutual respect and trust between the civil society and the municipal administration is created. It takes time and effort, but it has a purpose to create a dynamic angle on the perception to how the lives of the citizens are unfolding and being shaped in and by the municipality (Agger, 2009). So, when having to make a consensus-oriented and pragmatic citizen inclusion and with creating objective knowledge, the report will from now on, dive further into the epistemological aspects, in means of how the municipal administration, the planner or the networking facilitator are creating 'true', knowledge.

Objectivity is a keyword when it comes to the question for what can be experienced epistemological as true. The claim, as Hildebrand has, is that a sustainable method for achieving objective and true knowledge about the citizens in society, are closely connected with the method that the public administration are using to achieve knowledge. "...how a sustainable claim to objectivity is closely connected to a *pragmatic conception of democracy...*" (Hildebrand, 2008). It is the task of the municipal administration to inquire the right questions, on the problematization that is relevant and that way get answer to what the administration has to do in order to find a solution to its problems (Hildebrand, 2008) There has to be taken in consideration that "...the search for knowledge is motivated by concrete- and situated needs" (Hildebrand, 2008, p.226). In order to go from an abstract theoretical state onto a more practical state of theory, the following will look more into practices that the municipality can do to further inquire information.

The municipality has to define some *frames* for what the citizens has to be inquired about, in order to ask them about the right things that can be debated and discovered in a deliberative manner (Hildebrand, 2008). The deliberative approach has center in a belief "...that the citizens with different background and different political stand-points can collaborate together in order to find common solutions in societal problems." (Tortzen, 2008) s. 61. Deliberation is an American concept and is understood as "*counselling or advising*" (Tortzen, 2008) s. 61. The grundfortælling itself in this way of achieving empirical matter as a part of the democracy, is about "*political exercise of power and can only be legitimated if the citizens are having a possibility to express themselves through an open dialogue.*" (Agger, Löfgren & Torfing, 2010) s. 52. It restraints and puts some requirements to the process to be "*free, equal and based on listening*" (Agger, Löfgren & Torfing, 2010) s. 52. It creates a need to evaluate democratic representativity and to what extent it is the public or the citizens who has the control, dialogue and initiative (Agger, Löfgren & Torfing, 2010).

As was earlier pointed to, then one of the weaknesses in NPG would be if there was not considered mobilizing some certain part of society, especially the ones with less resources than the others. It is, cf. (Tortzen, 2008) it is one of the demands that the needs being to have a deliberative process, that there is a political equality and inclusion to bring in the less resourceful and the marginalized groups to have a

chance of involvement. There has to be a structured and fair information about the subjects and the dialogue has to be free from special lobbying interests, i.e. the dialogue has to promote a mutual understanding between the participants (Tortzen, 2008).

Citizen involvement and the process of co-creation does not create a negative impact on the power in hand of the organization or the facilitator (Horsbøl, 2018).

What is important to reflect is how the relations of power and the discourses lying behind, the agendas are for the actors (Horsbøl, 2018).

The power relations as a sociological parameter for relations, is not embedded in NPG as a paradigm of governance (Jensen, Kvist, 2017)

Some are strong on resources in different ways and a determination of these relations of power as well as backgrounds for having resources are not a part of the tools in NPG (Jensen, Kvist, 2017).

There have been earlier paradigms of governance that still is a considerable part of how administration and paradigms of governance are being handled in the municipalities, and has been embedding some precautions compared to the ones having resources at the involved actors (Jensen, Kvist, 2017).

Inquiring is then about having the municipality to reach out to the citizen to ask them for their visions. It also states that, depending on what questions are being asked, a different answer is returned. Continuing from the previous section about level of participation, inquiry is supposed to exist from the middle of the ladder and up, depending on the following treatment of the information achieved.

The inclusion of the citizens can in the network-constellation take a new depth, because where is exactly the problem lies that has to be solved in the consensus-oriented planning-theory that Agger is talking about? And where is it exactly the value is created? Because NPG is an expression for a procedural method of citizen involvement in the municipal administration, that both takes a revolt against previous times paradigms of governance and desk-experts in urban planning - and establishment of a co-creational procedure where the planner rather is a networking facilitator between the citizens and the administration than a bureaucratic 'speaker' or 'gatekeeper' for what has to happen with the resources of the citizens and the municipality as a whole.

Summing up and relating to the research question, this section has been talking about some of the theories for how to include the citizens in the municipal planning. As the previous section before that mentioned, it would not exactly be an avalanche under the representative democracy to have citizens included in the municipal planning. Inquiring the visions of the citizens can be one particular way for the municipality to include the citizens and it strengthens the relation between the citizens and the municipality to have seen a face on the people who is a part of the community. However, easy as it might sound, there will still have to be considerations about the socio-economic levels of the citizens, their political, geographical and conversational interests for the municipality to work with.

The grundfortælling about NPG as being a paradigm that *mobilizes* the resources of the citizens into a planning and municipal governance aspect, along with the testimony of Agger to explain that there is a lot of value being embedded in the resources of the citizens, and how the municipality is inquiring this makes a lot of a difference to the *outcome* of the NPG-oriented planning paradigm. Next section will dig further into the conversion of resources to value.

4.8 Value for who(m)?

There is a certain consideration needed about the aspect of value-creation in co-creation and co-production in citizen involvement. For who(m) is it creating value and what are the primary circumstances for the value to be created?

(Meijer, 2016) recognizes values as “*equality, accountability, transparency and proportionality.*”(Meijer, 2016), without justifying it further, whereas (Torfing, Triantafillou, 2017) does not explicitly speak about the creation of value but the summarizing tables that enlists the perceptions and paradigms of governance can be seen as final conclusions to what the determined goal of the paradigm is(Torfing, Triantafillou, 2017).

	NPG- Networking government
Legal Certainty	<ul style="list-style-type: none"> ● Involving and inclusion ● Responsibility
Role of the administrator	<ul style="list-style-type: none"> ● Creates contacts and networks ● Facilitate dialogues and solutions ● Innovative and proactive
Perception of citizen	<ul style="list-style-type: none"> ● Equal actors
Tools of governance	<ul style="list-style-type: none"> ● Counselling ● Dialogue

Table 02: (Torfing, Triantafillou, 2017, p. 187) As it can be understood from the table, the final and concluding summarized keywords for the NPG-governance is not exactly goals in themselves, but they serve as a way of orienting a procedural deterministic goal-point.

In older types of government, those prior to NPG, economic value was considered to be a central aspect of decision making where citizens in a municipality was considered to be a provider of capital flow through taxes, and the product a municipality was creating, was measured in terms of economic value for services provided. (Meijer, 2016) However to operationalize equality through a more monetary considerate value-creation, all citizens were treated to conceive to “*get the same value for money but that also means that in certain situations - education or healthcare - citizens with more money get better services.*” and therefore creating an unequal situation (Meijer, 2016) p. 604.

The aspect of creating *value* from co-creation was 'invented' by the private sector. (Sørensen, Røiseland & Torfing, 2016) and meanwhile the public sector was changing from a bureaucratic type of governance, to a more marked-oriented *service-provider/client* relation with its citizens, the question of value-creation was being asked in order to quantify the results and throughput of an activity (Sørensen, Røiseland & Torfing, 2016). To answer on this rationale of economy approach of value creation, the question of creating value was coined to be "*through a constructive exchange of different kinds of knowledge, resources, competences, and ideas that enhance the production of public value in terms of visions, plans, policies, strategies, regulatory frameworks or services...*" (Sørensen, Røiseland & Torfing, 2016) p. 8. This requires a collaborative joining of two or more public or private actors, attempting to solve a shared problem, task or challenge (Sørensen, Røiseland & Torfing, 2016). It opens up for a possibility that anyone "*who can contribute to the production of public value in the broad sense of services, organizational designs, governance decisions, planning and political visions can participate.*" (Sørensen, Røiseland & Torfing, 2016).

The idea of co-creation as a means of value creational activity, is challenged by the fact that some might be able to co-create, whereas others might not be able to. That pushes the boundaries for who can involve in citizen involvement and with what they might be able to involve with. (Meijer, 2016). (Sørensen, Røiseland & Torfing, 2016) thinks that the mere involvement of citizens is enabling a productional result of the co-creation, although they have to play an active part in the service production.

Citizen involvement can gather and achieve expertise knowledge. Expertise knowledge in how the life as a citizen in a society is lived and developed (Agger, 2009). It is here that the local anchorage and local knowledge is essential to open up for the planning of the municipality by those who are planned for, the citizens. Citizen involvement is about mobilizing and implementing the knowledge, the discourses that exists in society and having it to create value, value through co-creation. Creating in networks is a general thematization to how data are collected and put into a context to achieve information which is valuable for the further development of the municipality (Agger, 2009). A value is created through the mutual recognition of the citizens and the municipality, a social recognition of the citizen as a valid input of data and information, with the municipal employee, the planner as a networking facilitator (Horsbøl, 2018).

Engaging the community is a central aspect of the co-creational part of NPG when wanting to solve problems, the idea here is that value is what is enabling problems to be solved, and in order to do so the community must be included (Hildebrand, 2008). Communities both "*create and conserve values that the techniques and bureaucratic structures of government have of secondary importance.*" (Hildebrand, 2008, p.223). This answers why a vertical hierarchy of governance must be re-evaluated to become more horizontal and flatter, whereas the public must be seen

as an area of co-creation and the employees, along with managers must be seen as networking facilitators instead of bureaucrats (Hildebrand, 2008).

(Ferreira, 2015) continues on the previous statement that the value is created when two or more parts are joining together to solve an issue, to make a note on the "...*multifaceted systems of diverging interests.*" (Ferreira, 2015) and the ability to make value from co-creation is to manage change. (Ferreira, 2015, Albrechts, Balducci, 2013, Healey, 2010) This is especially regarding the question of how to make strategies and strategic planning. There is an abundance of actors whose day tomorrow might be different, so in order to create value in urban planning, the participants have to make their own 'homework'. A quest to try to determine what their plans are for the future and how sure they are of it. (Ferreira, 2015, Albrechts, Balducci, 2013, Healey, 2010)

Involving citizens or community actors in the strategic planning or municipal projects can also solidify and strengthen the private relations to the projects, making everyone a valuable participant in the development, thereby it is maintaining the value that is within the project. (Torpe, 2006)

Although NPG does not see the citizen as a consumer of services or goods, the most value is defined by seeing the citizen as a customer, but there exists a boundary where the citizen becomes an actor in a network, and that is in the initial states of co-creation compared to the 'maintenance' states of co-production. (Ferreira, 2015, Albrechts, Balducci, 2013, Healey, 2010)

These theoretical aspects are included in the report to give a framework of understanding the levels and drivers for citizens involvement. They are defining an outline of how to categorize and evaluate so that self-criticism can be productive in terms of evaluation. Rounding up upon the value, it can be both a goal in itself to involve the citizens and also be a milestone what is defining how 'far' the process of making and planning governance has reached. Merely seeing the citizens as a consumer of services and goods is therefore not a goal of NPG-oriented governance paradigms itself, but yet the value-creation is still worth considering according to theories because it justifies the excess resources spend on citizen gatherings compared to the more bureaucratic and stylistic governance of OPA. But because NPG-oriented citizens inclusions and co-creation is more a question of quality than quantity, then having a method for evaluating the values, a structure for analyzing a 'before' and 'after' scenario is described in the following section.

4.9 Evaluating values and processes

(Agger, Löfgren & Torfing, 2010, Triantafillou, Torfing, 2017) talks about the methods for evaluation of the results of citizens involvements. Some of the examples from (Agger, Löfgren & Torfing, 2010) points in a direction of qualitative evaluations that helps to "*assess or evaluate whether the elements in the strategy has been realized*" (Agger, Löfgren & Torfing, 2010). "*Representative*", "*Broad knowledge to the content*", systematic collection and involved ideas, suggestions and input, along with questions if those people involved has been listened to, are some of the considerations that the evaluations of citizens involvement were

about (Agger, Löfgren & Torfing, 2010). This is why I was making an exit survey as mentioned in the Methods section 3.3.

(Agger, Löfgren & Torfing, 2010, Triantafillou, Torfing, 2017) all talks about the systematic evaluation as an important factor for the aftermath of a process. Seizing the pitfalls and thereby enlightening what the goal is to be achieved, is central to the evaluation in order to avoid *blame games* as (Triantafillou, Torfing, 2017) calls it, if something does not go as expected. The systematic evaluation requires research in the wake of the process and if the process is of a smaller scale, the research might be done by the employed themselves. (Triantafillou, Torfing, 2017). The evaluation can also be done during the process to change course if necessary, meanwhile the process is learning by doing. (Triantafillou, Torfing, 2017)

4.10 Theories in use

Summarizing on the theoretical basis of the research, including the aspects of citizen-involvement and co-creation/production it then circulates around the government paradigm of NPG. NPG tells that there has to exist a rather networking organizational and project procedural constellation and -workflow in order to maintain municipalities' ability to solve complex problems in society. It talks about involving a broad aspect of actors whereto the deliberative democratic thinking includes sociological considerations to how resources are divided among the population. This is done to maintain one of the main aspects of adding value, ensuring equality is stable and that everyone gets their say. Co-creation along with co-production is a practiced concept where citizens are involved from an early stage of a project, being strategic, governance or facilitating issues discussed, and maintaining this operation with its users.

It is the municipality that, cf. NPG, has to maintain its role as a facilitator and networking agent, in order to have the citizens and the public figures such as politicians lessen their distance. The key aspect of this is to ensure dialogue and direct communication so that *representative democracy* can keep its figurative meaning with updated and synchronized values corresponding. The municipality has the responsibility to be open and trustworthy and able to inquire the values and meanings from the actors besides testing the conclusions outside in the public before deciding them to a government level in the municipality and forming them into development value.

Creating value has several meanings and sources that varies from project to project but generally a pre-described goal of the project and a following-up evaluation to how these goals have been met is seen as a qualitatively response to the value-creation. Mobilizing the resources from the citizens and inquiring the resources from those fewer active parts of the population are also of democratic and deliberative value.

The theories can be indexed in three major intellectual areas: 1) Organization and management. 2) Co-creation and citizen involvement 3) Value and evaluation
The 1) are being used as a method for looking at how the case-study are working with organization and management and especially looking for signs and traces of

NPG in the empirical matter, but also for evidence of other of the government paradigms NPM or OPA as it should have relevance. This is being done to be able to distinguish the different actions of governance, leadership and management that is being in use in Allerød Municipality in order to eventually forecast or suggest changes on behalf of the problem formulation.

Number 2) is about dragging in a theoretical framework that works to see how the municipality are using different methods of co-creation and citizens involvement in relation to their work on the future strategic development.

The last category 3) are theoretical frameworks that works as an analytical aspect to how the government, the administration and the employers can work to evaluate their own works. The issue was to evaluate qualitative works that didn't seem to have the same NPM-related benchmarking aspects but had to have other types of evaluation tools in order to see if the intended goal was being met. This 'toolbox' was not only on behalf of self-criticism for the managers and employers, on their way to make value out of citizen inclusion or co-creation. But it also works on an organizational level-tool that can help the governance of the organization to target certain qualitative measures and hard-to-define-goals as their initiative intention was.

What is here being brought with further is an elaborated theoretical framework that works as an analytical background when investigating the empirical knowledge gained. The analytical structure is therefore divided into asking:

- How does the administration work internally with processes like the Visionsproces and the Planstrategi?
 - a. Do they work in silos or do they identify and solve it all-together?
 - b. What are the management/leadership principles - derived from the practical working?
 - c. Is there a distinguishment between the leadership paradigm? - where might it be?
 - d. What is the distribution of power in terms of decisions, internally and between citizens and municipality?
- How much space for process leadership does the organization and the political level, allow the employers to manage within when working with strategic development.
- How do the organization work with co-creation and citizen involvement?
 - a. How does the employer work with them?
 - b. What is the degree of consensus?
- How does Allerød Municipality see the value of the citizen involvement
 - a. To what degree are the politician's representative?
 - b. What level of inclusion and involvement are there?
 - c. How is Allerød inquiring the citizens visions?

4.11 Research Strategy (RS)

The 1.) part will be working with the first part of the method theories by David De Vaus. It will be investigating the empirical material to see what is going on, in terms of how the public administration works. It will not only be directly asking the main actors but also draw analytic conclusions from the documents that has been made public and the presentation of the design of the Visionsproces. It will look upon the empirical data with emphasis on subjects that can shed light on areas related to the research question (RQ). The first (of three) part of the RQ was to holistically investigate how the relation between the citizens and the municipality can be improved. The theories have been telling us that there is a broad range of tools available for the municipality to strengthen the relation to the citizens, and that is what the RS tends to make structurally available.

First it will look at how the municipality assembles the democratic concepts, both in terms of systematic, parliamentary speaking about mandates and chain of governances along with the representational part, the ideal for how politicians act within the electorate democracy. It will analyze how the sharing between the systemic *statsvilje*, and the pragmatic deliberate is divided and see how the interfere with each other.

Moving on to the NPG-oriented area of focus, the RS will see how the empirical part is considering the inclusion part of the Visionsproces. This happens with a focus on *participation on equal terms*, and how it approaches *mobilizing resources, relevant actors, knowledge*. These were also known as the tools of NPG. This was the external relation of the municipality. Now it will look at how it treats the internal parts of the process by analyzing the empirical content for *identification* and *problem solving* of complex issue. This was known as the essence of distributed management and will elaborate further on the *self-governing networks* and the *democratic legitimacy* that previously have been a part of the earlier *paradigms of governance*, but now are in *co-existence* with each other. This will lead to an analysis of where and which parts of the municipal administration and intentions of citizens inclusions the Visionsproces is in order to determine the place on the *ladder of participation*.

When this is determined, the analysis will move on to inspect how the *inquiries* of the *mobilizing resources* and how it succeeds or not with the idea of *putting a face* on the citizens and the administration in mutual terms. Particularly looking at the *citizen gathering* and the *design of the Visionsproces*, it will see if there are elements of *testers*, but with an eye of the possibility of the process to be *self-legitimizing* or a *show-trial*. This will be succeeded by looking at the *framing* for the dialogue and how the consensus, the objectiveness of the deliberated and pragmatic element of the Visionsproces have been executed.

Summing up on behalf of the RS and the theoretical elements of this report. The analysis of how *value* and *evaluation*, is conducted from the municipal administration in terms of *systematic evaluation (Success criteria)*, and how the *strategies* of the Visionsproces and the Konsstitutionsaftale have been realized.

In short, the RS will be using mixed methods that combines both inductive and deductive methods (Datt, 2016):

- Archival research - To investigate what the published municipal documents tell about strengthening relation and how the municipality intent to do it.
 - As a sub-category: Literature studies in other cases have been studied.
- Case Study - The overall case is made by the actions Allerød Municipality do in relation to the Visionsproces. The Visionsproces is therefore the case example of how Allerød Municipality city council are addressing the issue as stated in the RQ.
 - As a subcategory: Identification of relevant actors has been thought to be the three administrative employees.
- Observations and Exit-surveys - Is done to achieve empiric on the actions and the behavior done by both the Consultant Company and Allerød Municipality. The exit surveys were a quantified version of a qualitative research method. E.g. the Interview.
 - As a subcategory: Identification of relevant actors has been thought to be the citizens.

5. Empirical achievements

5.1 The Konstitueringsaftale

The Konstitueringsaftale is the agreement that the city council decided on the night that its members was elected. The first statement was that *"Allerød needs a decisive and unifying leadership."* (Kommune, 2018b). As previously stated in the initial part of the report, the city council has been experiencing with some issues collaborating and decreasing support among the citizens. They wish to have the support and trust of the citizens re-established. (Kommune, 2018b)

It says in (Kommune, 2018b) that there has to be constituted a youth council. It is further explained, that a part of their initial vision about *"Qualified citizen involvement"* (Kommune, 2018b, p. 1) is a response to have a youth council. Internally in the municipality, it will make use of §17 stk 4 (17/4)- groups that is a legal founded possibility for the municipality to set up some 'ad-hoc' committees in the administration that can work with some of the political agendas (Kommune, 2018b).

One of the 17/4-committees has a task to think of new ways to involve the citizens. It is organized within the area of welfare. It also has a task to strengthen the voluntary work that the citizens do in the municipality (Kommune, 2018d).

The RS was asking where and how the citizens were involved and under what circumstance the citizens were. Both the Konstitueringsaftale, the presentation- and the design of Visionsproces are the official and strategic documents that tells about the initiative and the strategic actions that the municipality are doing for promoting citizen involvement.

5.2 Presentation of the Visionsproces in Allerød municipality

The presentation of the Visionsproces also has an organizational and procedural appliance. A principle of governance *"Central governance, decentral management"* (Kommune, 2018c, p.2) is supposed to be the core of the strategic development in the new period of the city council and the administration. Within that, they seek to:

- *"Create integrity and continuity for citizens in solving tasks."*
- *"To create a substantial management space to the management closest to the citizen, to lead the unit appropriately within the political decided targets and frameworks."*
- *"To have a focus on creating results for the citizens and that this is being carried by good management..."*

(Kommune, 2018c)

The model of governance (Ill. 01), is told to be simple and unbureaucratic. And following that, the Visionsproces is supposed to reflect that:

- *“The process is supposed to be contemporary and comprehensive inclusion and dialogue, between the city-council and the citizens of Allerød municipality - with a focus on including citizens who are not usually a part of the dialogue or contact with the city council.”.*

(Kommune, 2018c)

5.3 The design of the Visionsproces

This section works with how the design for the Visionsproces it is proposed to be. There are some goals and targets that has a center weight in the Visionsproces. The creation of the Planstrategi is a *“clearly defined guidepost for the citizens and the business community”* (Consult, 2018, p.4). It is a target itself for the design of the Visionsproces to consider deeply how to approach these goals by *“Engaging the target groups - the citizens, companies and its employees - and to learn from the input.”* (Consult, 2018, p. 4). Altogether in order to *“test how the direction that is being defined with the vision, are recognized and approved by the target groups and has a potential to be realized”* (Consult, 2018, p. 4).

The design makes Allerød Municipality to consider to some elementary but concrete themes within the administrative area. Themes as:

- City-community
- Sustainability
- Demography
- Technology
- Physical planning

...is what need consideration and work.

(Consult, 2018)

There are interactions in the Visionsproces between the city council and the mobilization of the citizens in the municipality. The mobilization of the municipality is explained by engaging citizens and create debates and dialogues through activities. This way there is an opening to *“Alternative possibilities for inclusion”* and *“increased focus on the citizens before launching a new vision”* (Consult, 2018, p. 7).

It is an interaction that must happen parallel with the governing of the municipality²¹ that the city council makes on basis of the visions promoted, in order to *“develop and strengthen the collaboration in the city council to support subsequent execution of the vision”* (Consult, 2018, p. 7).

The three main tracks in the design of the Visionsproces is: 1) The city council itself and its Visionsproces. 2) The *Visionsledelse* that is about managing the Visionsproces and 3) mobilization of the municipality to make a constellation that

²¹ I.e. In Danish *“Visionsledelse”*.

ensures that the level of ambition and the aims align the design of the Visionsproces with the Konstitutionsaftale.

The citizens are not only being involved as a source of inspiration through #mitallerød²² on Instagram²³ and thereby contributing a *citizen perspective*, but also as a way of understanding the means of interaction that the citizen have with the municipality for the current situation in Allerød Municipality (Consult, 2018). The whole thing about *Mobilization of the municipality* is about involving the citizens. There will be 3 main stages where 1) There is a focus on having the citizens to signify what they like about Allerød, by having: " ...*the citizens to suggest essence of the soul of Allerød*" (Consult, 2018, p. 15) and then 2) give inspiration to the citizens to enhance the future development of Allerød. For at last 3) that the citizens will test and launch the vision (Consult, 2018).

A group of citizens that not previously has been systematically involves are children and teenagers. There is cf. (Consult, 2018) been established a youth council that consists of children and young people from primary schools and institutions in Allerød Municipality (Consult, 2018).

The youth council is supposed to range from more passive methods of inclusion to more active involvements that is, in an institutionalized organization will involve children and youngsters through work done in the primary school and gymnasium (Consult, 2018). Here it is directly formulated in the youth councils' objectives, that input from this will go directly to the development of the vision. The design has point where it questions the statement of value in the Visionsproces. There is a point in the test phase nr. 4 that says, "*b. Does it create value for the municipality / is it sustainable?*" (Consult, 2018, p. 12).

Then reading and reflecting upon the design of the Visionsproces, it seems as it is working as a 'scriptbook' for the temporal management of the process. It explains not only the time-line but also the underlying reasons of why certain actions are being taken and what the intentions are.

Because it is the 'manuscript' and 'scriptbook' for the Visionsproces, and because Allerød Municipality choose this design in order to tackle problems as stated in the initial part of the report, it works to show how (and how much) the municipality works with trying to establish a collaborative relation in order to create a better connection with the citizens cf. the research questions.

²² Instagram and additional SoMe medias

²³ Feed can be seen here: <https://www.instagram.com/explore/tags/mitaller%C3%B8d/>
Pr. 23-5-2018 there are 32 posts and latest is from 4. Maj.

6. Interview with central actors

Color index: Jakob Michala Niels Erik

There has been made three interviews with the central persons for the creation of the Planstrategi including the Visionsproces. Senior manager of Environment; Head consultant for management of the Visionsproces; and Landscape Planner who is responsible for the development of the Planstrategi in Plan & Byg.

6.1.1 The Visionsproces

To start with in this empirical chapter the three initial sections told about the intentions of the municipality in a bit more detailed format. The presentation elaborated upon this and the design further made a strategic plan for how the Visionsproces was intended to be run. The following chapter are interviews that are researching the underlying premises for the internal work and professional intentions with the Visionsproces.

Allerød Municipality has a chief consultant that manages what in Allerød Municipality is known as the *Visionsproces* (Andersson, 2018). (1:32) Michala is "...internal project manager and collaborates with some external consultants" (Andersson, 2018) (2:40) - where the Visionsproces is one of the many projects or processes being managed. This means there is a dedicated person managing the process and ensuring there is political alignment and strategic management of the project. In the presentation of the Visionsproces (Økonomiudvalget, 2018), there were a political will to receive support from a consultancy from the outside in the shape of a design of the Visionsproces. It was in "recognition that we didn't have employees enough to go through with such a process ourselves" (Andersson, 2018) (17:56). Besides, there was a risk that it "wouldn't be good" (Andersson, 2018) (18:13). So Allerød Municipality asked for external support to assist with the methods for the Visionsproces. Essentially it is about having a high-profile project that would like to use something that has already been tested, something that has been used in a process management situation. External consultants are described as an advantage, who as they do not have to think of their relations with the city council or the administration in the same way as if they were employees in the municipal administration. The advantage of the design the Visionsproces has, is that it relates to the city council in such a way that the *city council* are being attached to their own Visionsproces. It results in "...serious political discussions" (Andersson, 2018) (21:05) and gives a broad perspective of political areas that have to be debated and discussed.

The reason why the design of the Visionsproces is about political collaboration, is the experience from the previous city council and their lacking ability to collaborate with each other. "So the Visionsproces should be able to help the mayor with it all (gather the city council - Ed.) and not create discord"(Andersson, 2018)(26:13), furthermore, Visionsproces is not just about gathering the city council and how the city council collaborates here and now, but it creates "*momentum*" and using its inertia, to continue collaboration(Andersson, 2018) (26:35).

As an example, to how the administration is playing a role in political management of the municipality, the municipal chief executive was asked by the politicians to comment on the proposals. As the organization has 2000 employees, the municipal chief executive, is the leading part of the administration and is included to point out which subjects and methods the city council could work with (Andersson, 2018) (28:32)

Before the launch of the Visionsproces, a series of exercises was made, which was tasked with structuring expectations and limitations as to the shape and content of the Visionsproces. "...there have to be some trade-offs of some considerations in this regard" (Andersson, 2018) (4:45)

This is, what the priorities in the presentation to the Visionsproces, came to look like:

Processen kan designes på mange måder



- **Processens synlighed og graden af inddragelse**

Dagsordenspunkt og internt i byrådet



Omfattende og synlig proces

- **Visions anvendelse**

Slogan til branding af kommunen



Retningsanvisende og rammesættende

- **Sektorfokus**

Udvalgte sektorer



Hele kommunens virke

- **Visionens tidshorisont**

4 årig tidshorisont



20 årig tidshorisont

- **Snitfladen til arbejdet med politikker**

Visionen først



Integrerede processer

Ill. 05 from "Oplæg til visionsprocess.pptx" (Økonomiudvalget, 2018). The illustration was Michal's way of symbolizing the chosen focus of the Visionsproces regarding the management of the process. It aims at visualizing the chosen focus of the city council.

The method, that the illustration 05 is an example of, asks the decision makers to place the green 'marker' on the side they want the Visionsproces to take as its starting point and priority. It thereby creates an interactive tool, where the visualization of the contents in the Visionsproces is centered, as opposed to being rhetorically promoted. It is already here, in the starting phase that a decision is made as to which circumstances will result in inclusion of citizens being prioritized. This is therefore also where the decision as to what extent they practically want to operationalize citizen involvement agreed upon.

"...You (the city council -Ed.) can get both, (citizen involvement and autonomy - Ed.) but you cannot get both equally" (Andersson, 2018) (05:58)

It is therefore a question of where to put the focus, the power of how the circumstances are developing. Michala says that these two points on the scale (Ill. 05) are opposites and that they work, in practice as polarized elements. (Andersson, 2018). The scale allows navigation in the regards, considerations and expectations that the politicians have (Andersson, 2018).

An intimation has been made from the administrative part to the city council, that could frame the delimited and made the choices clear (cf. Ill. 05)

This initiation of what has to be discussed and debated, has to be made in collaboration with the three chief executives for the administration (Andersson, 2018) (08:56).

Some of the work in preparing these presentations, the content of which is not just made in a plenary with the chief executive also, involves reading the documents that the city council is shaping. The political will to involve citizens, "*developing a new concept as to how we would like to involve citizens*" (Andersson, 2018) (10:13), is appearing as a will, expressed in the Konstitueringsaftale. Previous experiences, political reverberations and what is going on in society, are some of the aspects that are considered in advance of the *procedural decisions* (Andersson, 2018) (10:35).

Michala mentions specifically about co-creation where Allerød Municipality involves network "*...political co-creational network.*" (Andersson, 2018) (11:32).

A part of the networks is also about how the administration are playing a role and supports the creation of the Visionsproces to frame the political activity therein. In the interview with head of environment Niels Erik, questions were asked about how the Nature and Environment department would relate to the Visionsproces. Here the dialogue is very direct, as Niels Erik (who represents the project working group) talks with the head of technical affairs (Agnete Thomsen -Ed.²⁴) about the subjects, within the technical sphere that Niels Erik is administrating, which are accompanying the Planstrategi. This way, the head of Environment gives holistic input on areas like nature, environment and sustainability that will be passed on to the politicians by Agnete, so that she is having relevant subjects to work with in relation to the Planstrategi. Because Agnete Thomsen are having such a role in the relation to the Planstrategi, she has the responsibility to "*...achieve and gather relevant information and map the subjects for the Visionsproces*" (Poulsen, 2018) (14:50).

In this case the head of environments technical insight and ability to give information and examples of subjects creating value for Agnete Thomsen. The information is not acquired by Agnete herself, because, she does not in detail 'know' what is relevant or not, but she is soliciting the information because she is in charge of gathering this information to further the Visionsproces. This makes it the responsibility of head of environment to navigate and deliver what is relevant to the departments field of administration (Poulsen, 2018) (16:16).

²⁴ Direktør for Teknik, Miljø og kultur

The flow of information is not so simple though, because political committees, the *Direktion*²⁵ or the city council once a while ask for information about a certain area of interest. As a side note, then the role of the head of Environment, itself is representative of the role that all heads of departments are playing related to the Visionsproces. It is therefore motivated that the heads of departments themselves bring some relevant subjects that they can add to qualify the constructiveness of the Visionsproces. It is about having an internal process that centers on *top-governance* by the leading heads of departments in the Direction, but that there is talk about a kind of a *bottom-up* process, where it is the employee who brings up subjects that could be on the agenda.

The Planstrategi is an extension of the Visionsproces. The preliminary exercise for Jakob, who is a project manager for the Planstrategi in Plan&Byg, has been being a part of a broad committee that is about collaborating on the coordinating of the Planstrategi (Poulsen, 2018) (05:00). He is here referring to the fact that the Planstrategi is considered an evaluation on the previous Planstrategi. According to Law of Planning, then it is called a *Baggrundsnotat*, a “...where are we now-note” (Poulsen, 2018) (06:39).

The Baggrundsnotat contains figures on the amount of jobs, data on commute to/from. Information on where the commuters come from and where they go, numbers of inhabitants and evolution in inhabitants, i.e. demographical data on some different aspects of the population. Before the making of the Baggrundsnotat, there should be a green light for making the figures from the *Economic Committee*, while Jakob also mentions that the city council have to comment on some of the developments that is happening in the municipality. “...now we can see that there will be 100 % more 80+ year old, what do we do? Or, in what direction are we thinking?” (Poulsen, 2018) (08:40)

Jakob mentions the challenge of the Planstrategi as “...the broad one” (Poulsen, 2018) (09:23). The *broad one*, in this case, means that there has been made a Planstrategi for sustainability, the local agenda 21. Jakob mentions that what he takes with him to the scheduled meetings, is focused on physical planning, whereas the others, he mentions, are bringing other subjects (Poulsen, 2018) (09:53)

Where the line between the Visionsproces and Planstrategi is being drawn, is not exactly determined and there is not an easy answer. (Poulsen, 2018) (14:55).

It is much more like a fluid intersection where the commonality between them both is the prospective timeline: 12 years. Jakob mentions that there in practice is a subject-wise differentiation between the Visionsproces and the Planstrategi. He describes it as “...the Visionsproces, may be about all the areas in an overarching way” (Poulsen, 2018) (16:38) The Planstrategi and the Visionsproces is, as he says “...two documents, that can do something different” (Poulsen, 2018) (17:39).

He continues by describing the Planstrategi from a physical planning perspective and its additional work. What is being exemplified afterwards, focuses on how the design of the Visionsproces has been developed. When speaking about subjects that have to be in the Planstrategi, the conclusion to it is that there has been an

²⁵ Leading administration in the municipal. Consists of several head of departments that have different areas of responsibility.

order from the city council, and then these subjects are being worked on. If they are making it to the Visionsproces, cannot be said yet. But they are likely to be used in both processes.

A subject that makes the Planstrategi, the Visionsproces and the topic of management of an organization to connect together, is about how processes of decisions are being chosen by the city council. For when speaking about what goals have been achieved, without having them in an NPM-context, then there are being followed up on what the political will is, to see if there "*...has been followed up on what the politicians will*" (Poulsen, 2018) (20:53).

How to avoid that the political governance is involving *too much* in the administrative work of the decisions that have been made, is about having separate processes according to Jakob. The separation has to be seen as the way that committees and working groups are made as 17.4 groups. The constellation and the communication between them are focus areas on separate administration and politicization (Poulsen, 2018).

Another type of involvement from political actors from outside, is coming from the additional planning cf. Planhierakiet²⁶. The question is about how Allerød Municipality is incorporating additional planning considerations in their municipal planning. The answer is that it has to be in dialogue with the authorities (Erhvervsministeret Ed.), or it is just about following it very literally as it was expressed in the physical planning. Jakob remarks that there is a wish from the municipal side to have more collaborative planning and policy development, so that the municipalities also feel they are being heard. It is a collaboration that can be seen as a collective of suggestions by the authorities (Region and State Ed.) so that they listen and works with the suggestions that the municipalities are being giving (Poulsen, 2018) (24:30, 27:50).

Jakob mentions that the planning of a regional scale, due to the Planhieraki, cannot be implemented in the Planstrategi. It can be written into the Planstrategi with a note that it is being a wish, but due to the legislation, it cannot be written into the Kommuneplan (Poulsen, 2018) (25:02,29:55).

The Visionsproces is a fundamental process for municipal governance in a strategic development perspective (Poulsen, 2018) (32:25).

Because it is here that all the visions for the political level of the municipality take their starting point from, a following implementation will then be more difficult, now that the working group has made the operationalizations and conclusions from the input cf. the design of the Visionsproces. "*The whole question about sustainability comes in and gets a place in the Visionsproces. Because if it does not, we will have great trouble connecting sustainability to the Visionsproces later on. Sustainability is such a large subject and has so much influence on political areas, that it can be very problematic to implement afterwards and add if it has not been a part of the formulations of the visions for the municipality*" (Poulsen, 2018) (32:26)

²⁶ Da. "Øvrige planlægning" referring to regional- and statelevel planning.

6.1.2 Management of Organizations

In the section about organizational management, there will also be elements of process management. There will be told about how working methods and perceptions for procedural management along with organizational management, is happening on different administrative areas and hegemonic levels of Allerød Municipality.

Because of the co-creation, the citizen involvement, the network facilitation and the exchange of the experiences takes place and takes up so much space, it is what makes the municipal look away from the thoughts of NPM (Andersson, 2018) (12:17). There is not a specific network, understood in the way that the shape of the Planstrategi are being made by a network of people internally in the working groups, rather than being made from individual professionals who formulates the Planstrategi (Poulsen, 2018) (35:02,35:35).

It is a question about resources, where the processes are rather being handled by a static person who is an anchor for the process and who researches and achieving the information that is needed, for then to sit down and document it in a strategy (Poulsen, 2018) (35:35).

It is not because of a lack of will, but it is a question about resources and then *business as usual* (Poulsen, 2018) (35:52).

Michala here mentions something in relation to the conversation about NPM and the results. She mentions that the goals for what Allerød Municipality does, internally in the administration, takes its center point from a definition of three strategic focus-areas, who altogether are a mantra "*Central governance, decentral management*". These are three areas that "*...we then unfold in the organization*" (Andersson, 2018) (13:49). The way that the three strategic focus areas are supporting the mantra, is by having working groups and coworker groups to work with these areas by a presentation which then can be worked into the rest of the administration. It is not a thing with a clearly defined goal, but they are working with them, until they think it is time to move on. The three strategic focus areas are "*Social capital, intersectional coordination and rationalizations*" (Andersson, 2018) (14:04). Very central here, it becomes because the concept of social capital is being specified and explained in a greater extend by having it elaborated in a "Core-process²⁷" (Andersson, 2018) (15:18). The *core-processes* are here being used with the keywords "*trust, justice and collaboration*" as is the specification for how there has to be worked with social capital in Allerød Municipality. It has been coined on how one as an employee feels being a part of the work of the municipality and refers to the theories about process organization and management. Michala explains that she is a person like the *Probit*²⁸ that is being associate with social capital in its practical elaborated perception. And the municipality, plays a central role in this, because it administers the monetary resources of the citizens, and has

²⁷ Da: "Kerneopgave"

²⁸ Da: "Redelighed".

a responsibility to having the organization to work *reasonably* (Andersson, 2018) (16:44).

She continues explaining about social capital with the elaborated understanding that it is clearing the way for being productive and gives a high well-being. (Andersson, 2018) (17:05).

In addition to the handling of the internal processes by the organizations, then Jakob mentions that they are being made a committee that works cross-coordinating, by having representants from different departments in the municipality. These members of the group received resources for working with the many professional and technical aspects in the Planstrategi (Poulsen, 2018) (11:02)

What then was being made, was sent to the chief of departments²⁹, so that they could approve the products (Poulsen, 2018).

The interviews told that there is an official ethical guideline for the managers to work in accordance to ethics and political loyalty within the municipality, this was a theoretical standpoint as the management space could lead to issues regarding the employee's freedom when working as the horizontal aligned networking post-transformative employee.

The internal processes of project handling showed that there was a divide in the way that Jakob and Michala was working. Where Jakob had been in charge of the development of the Planstrategi for some years, Michala was a first timer along with the first-time try-out with the Visionsproces. Therefore, the interviews showed that Jakob had a more predefined schedule for his operations, which has been developed during the earlier periods of municipal governance paradigms, but Michala was working more as the communicative networking employee, in contact with external and internal relevant actors of the Visionsproces.

Niels Erik was positioned differently in the organization because of his position as a senior manager of the department of Nature and Environment, but again this interview told that there were elements of post-transformative networking with a high degree of management space as he was supposed to be the one informing the upper administrative hierarchies by the request or inquiry of plausible policy content. His backgrounds were solid in terms of personal interests in involving himself in political or associative groups that had Nature, Environment, Sustainability as their primary interests. This way he was also able to be informed of what was of a political interest and he was able to achieve information that would could be a part of the visional reflections and thereby enter the Visionsproces.

6.1.3 Citizen involvement:

Citizen involvement is being places as an area of research in relation to process and organizational management. It is being done because citizen involvement does not only relate to how projects, as processes happening internally in an organization achieves its information and knowledge. But also, because it is a part of the way

²⁹ Da: "Afdelingscheferne"

the organization as a whole are defining themselves and their relation to its citizens.

The theories about organizational and process management are then drawn into two parts, from the framework about citizen involvement.

What Michala tells about here is that there are existing many different starting points for citizen involvement, depending on which professional, technical area and what part of the political work that is being in focus.

In relation to the Visionsproces, then it takes its starting point in a more locally anchored model of recognition. "*How does it look*", "*What does our citizens think about being Allerød-citizens*", "*What challenges are we facing?*", (Andersson, 2018) (46:19)

It all has to be used for '*feeling*' how the situation and the mood is in the municipality in order to have a finger on the pulse. To accompany that, there are photos campaigns, citizen panel of up to 100 citizens, spread on e.g. age and gender - and 4 families that is being used to "*calibrate from all the way through*" (Andersson, 2018) (46:45) - as some of the suggestions to citizens involvement that is being used in Allerød Municipality. There will in the future be events with workshops, to invite new citizens inside and talk with them besides "*...sending the politician into Kvickly or the Havecentrene where they otherwise would meet the ordinary Allerød Citizen*" (Andersson, 2018) (48:59).

The possibilities of having the citizen involvement '*down to earth*' is also about meeting the citizen when there is a presentation of a firetruck at the town hall, as an example to when Allerød Municipality has a contact with its citizens. Here, there is a focus on fun and storytelling to promote the different aspects of the municipality that the citizen has made its mind up to. (Andersson, 2018) (50:29). It demands that many of the resources to be included, so it is not because of a lack of will, that from the Planning sections of the organization, not is a general idea to involve in larger scale, but it is about differentiating between Visionsproces and Planstrategi, when the focus is about citizen involvement and participation (Poulsen, 2018) (32:15)

The resources are then being implemented in the Visionsproces, because, for the sake of the completion of the Planstrategi, then networking costs time. And then it is also about having something existing to pull on. Some of the resources, from Jakob mentioned as the existing networks, then there exists a series of fora that Niels Erik describes as being used from the administration in its work with citizens (sans: stakeholders). (Poulsen, 2018) (26:12).

They are councils, that exists as partners of sparring for input to the Visionsproces, where it previously has been working like that with input for the Planstrategi-process.

The question about getting "*the most out of the citizens*" (Poulsen, 2018) (32:00) in connection with the citizen involvement as a precursor to the Visionsproces and the Planstrategi, is an ongoing process that has to be worked on in process. There has not previously been made such alike prior to the Planstrategi, cf. the 8 weeks

of hearing - but that course in the organization is changing as the new council (Poulsen, 2018) (10:00).

As a continuation of the track of citizen involvement, then in the interview there is a subject that explains what inclusion of children and young people are about. Michala mentions that "...we often forget the children and the young, because they do not themselves call out" (Andersson, 2018) (51:45).

It is a prolonging of a political will from one side, but also from the administration side, in connection with recognizing that there is a citizen group who is not being involved the same way that the grown up does (Andersson, 2018) (53:35).

Seen from an organizational view, Allerød Municipality has networking and collaborative structures, such as the 'Arbejdsgruppe' that contains representatives from various departments of the municipality. This group also had members who was helping at a *citizen gathering* that is being presented in the later section. From both the Konsstitutionsaftale and the design of the Visionsproces there is an aspect of a municipality that would like to enhance the internal processes and the external relations. The interview revealed how previous visions was gathered in a way that was very much different from how it is now with the Visionsproces.

6.2 Citizen Gathering: 28-05-2018

There was arranged a citizen gathering in Allerød Municipality where representatives from different associations was invites to give their share. The associations were organized at different tables regarding their individual indexation, Boy scouts, Sports, Elderly, Young e.g. There were also politicians from the different political committees at each table along with some of the employees from the municipality who was related to the Visionsproces, the Planstrategi or workgroups associated.

At first the mayor, Karsten Längerich held a short presentation where he told about the Visionsproces. After that, Thomas, consultant from Implement Consult explained about the format for the evening citizen involvement.

On a short note, then the representatives from the associations had to consider what was strengths and weaknesses Allerød Municipality and what they in the future would like to see and happen in the municipality.

There was on each table a couple of questions that was made prior to the citizen involvement. At first by Allerød Municipality and then complemented by Implement Consult. Thomas from Implement then went around to hear what the associations and the representatives had to sat, meanwhile the politicians and the employees from the municipalities were moderators and made the starting for the discussions. The other sectors are being involved by representatives as "*Diabetesforeningen*", "*Red Barnet*", from spejdergrupper and sportsforeninger, *Grundejerforeninger*, *Handelsforeninger*, *Natteravnene*, are some of the groups of citizens that is organized by various means in groups and represented at the citizen gathering. (Pedersen, 2018)

Thomas from Implement Consult went around and commented or gave some input to the way the discussions were doing, either to the whole table in general or to the moderators. An informal conversation with two of the employees from Allerød Municipality made clear that it was sometimes hard to have the conversations to be in a more *holistic* and visionary level, as the meeting had intentions to. The citizens were making their immediate views and problematizations.

There was an *aggregation* or *simplification* of the input from the citizens that had to make it to the board³⁰ in a short-written form. All input was 'translated' by the moderators to shorter terms or sentences. Before the meeting started Thomas from Implement was briefing the moderators about the format and the methods of the meeting. After all the subjects was presented and discussed, they were collectively presented by the moderator from the table.

Then the mayor ended the meeting with a few words.

Afterwards, I asked some of the participants if they would like to be asked a couple of questions regarding the meeting. These two subjects were respectively if they had felt they came closer the political aspect in Allerød Municipality and if they felt that they had said what they had told what they wanted.

One said that the format was new, something they had not seen in the same way earlier but that there had though been citizen involvement where the municipality had asked the citizens and the associations about their meanings and input before.

Another felt that the summation, that all the discussions had to be shortened to only a word or a few sentences, was too much and that all the details thereby was lost. Another two being interviewed on the same time, made it clear that they did not feel that they were a part of the political life. They told that they were from sport-associations and therefore had a hard time considering and understanding the, generally broad aspects, of the questions - that also included the businesses of Allerød, something they made clear about was not a subject they had any political standpoint or viewpoint in.

There was too many "buckshot's"³¹, and that they were missing more direct and present questions that had a center in their respective area of interests regarding the association. They felt that the questions were 'distanced', and that time was too narrow to get around what they felt they wanted to. Altogether, all 4 was skeptical for the format and in what mean/level they felt the input was actually of use for something.

It was based on experiences from earlier city councils' methods for gathering the citizens input. To the questions if they felt they had said what they wanted to, they answered that the questions either were to open, broad or that they could be understood in very different levels to have a common standing ground/center of attention to the discussion. Two felt though that they got to say what they wanted

³⁰ - An easel with paper, so that the notes, made from the moderators could be places underneath three sections.

³¹ In the sense that subjects varied too much and was spread among too broad a range of interests.

and one of them, had prepared something from home, some subject to participate with.

6.3 Examples from other municipalities

There has been collected essential and relevant literature that tells about examples of citizen involvement. The point about this section is to include cases from literature that has been working in one way or another with citizens involvement, that is similar to the case study in Allerød Municipality, either in terms of policy making or co-creation. However generally, their cases have not been in relation to making a visionary planning strategy, as is the investigative focus for Allerød Municipality cf. the Planstrategi 2019. But their examples have been cases where citizens are involved in participation (Agger, Löfgren & Torfing, 2010, Tortzen, 2008, Møller, Hesselberg, 2015). It is not the intention to use the examples from other municipalities as an empirical material collection and thereby concluding the case study of Allerød Municipality on behalf of these examples. They are merely meant as a 'theoretical' standing point, an inspiration and a perspectivation to what can be done to alleviate the conflict in Allerød Municipality and to strengthen the connections between the municipality and the citizens.

Holbæk Municipality tell about how they use the fora and the gatherings for acquiring information from the citizens. Especially two shapes are clear to the reader. One being the way that the city council uses this, another is the constellation of the fora. Because they describe how they make a clear announcement that the input and the membership of the fora does not mean that the ideas and suggestion, nor the membership does bring along automatic decisional power to what has to be implemented or not. However, the case is that the fora is providing the city council with information and input, but the city council is still those who has to make the decisions and be in charge of them (Agger, Löfgren & Torfing, 2010).

The essential part in this is to *qualify* something, so that it has a form they can relate to, but yet still they don't have to push it or take ownership of it (Agger, Löfgren & Torfing, 2010). However, the input, from this example in Holbæk Municipality, are less concise and more concrete suggestions. The citizens are asking for more debate on the visions behind the plans (Agger, Löfgren & Torfing, 2010). The paradox for the issue is that the city council urges to focus on "*for the overall political priorities, the city council wish to maintain the control of [Ed.]*" (Agger, Löfgren & Torfing, 2010 p.69). In order to get input from the citizens and the fora, in such a form that it can be accessible for the politicians and the city council, the "*demokratifacilitator*", who is a municipal representant from the administration or a politician, is a key person to manage the transformation of what the fora speaks and makes it available on a constructive form so that misunderstandings are eliminated (Agger, Löfgren & Torfing, 2010). These facilitators are working with the fora, over longer timespan, so that they get more insight and knowledge about what goes on in the municipality (Agger, Löfgren & Torfing, 2010). The more strategic and planned methods of acquiring the citizens

input has previously been, popular speaking *counter-democracy*³², but the way that the politicians was acting to the meetings has been passive and yet not so actively due to discomfort. However, the citizens were asking for more directly and actively involving politicians who inquired what the citizens had to say, instead of just being fed with impulses (Agger, Löfgren & Torfing, 2010). The change in ways of working an inquiring what the citizens are saying are hard to change for politicians. Whereas they have been *used to* working in ways, as previously described by *counter-democracy* the new methods are hard to transfer to. This is also an obstacle by the fact that the politicians saw themselves as *ambassadors* for a singular project or spokesperson for a specific case (Agger, Löfgren & Torfing, 2010). On the other hand, there are also politicians who see themselves as those who are in charge of generating the *bigger picture*, the overall visions and securing the larger perspectives for the municipality (Agger, Löfgren & Torfing, 2010). They are respectively called *Single-case-politician* and *Holistical-politician*³³(Agger, Löfgren & Torfing, 2010). (Agger, Löfgren & Torfing, 2010) et al. points that "*In practice it means that there is a diverging attitude to, if the politicians should have a more traditional and passive listening role compared to the citizens. Or if they should be more active and formulate overall politics and visions*" (Agger, Löfgren & Torfing, 2010).

The experiences from Vordingborg Municipality tells that the politicians are worried not to control the dialogue and the debate too much, as the meetings with the citizens might get too biased and focused on more concrete cases instead of the more holistic and visionary debate for the future of the municipality (Agger, Löfgren & Torfing, 2010). Though the bigger picture tells again that some politicians think of their way of making politics as looking at the more overall visions instead of looking at more physical problems, as for example potholes in the road (Agger, Löfgren & Torfing, 2010). On behalf of the experiences with how Vordingborg municipality was working with the interaction and the roles among the citizens, the politicians and the administrative staff, then (Agger, Löfgren & Torfing, 2010) points out some essential outlines for how effective governance can be judged or rated, in relation to the dialogue meetings and citizens gatherings, that "*qualification of the basis of decisions*" and "*mobilizing local resources*"(Agger, Löfgren & Torfing, 2010). P. 104. So, on behalf of the research and the empirical analysis that (Agger, Löfgren & Torfing, 2010) made in Vordingborg, it was concluded that roles and expectations was primarily the leading issue to steer clear of. This means that the local groups, the local committees, the politicians and the municipal administration had to have a clear definition of what their roles are, what the groups are supposed to talk about(on what level of governance/concreteness), who are the ears the listens, who are the actors being actively involving and who are the ones transforming the input into a format that can be used as a governmental steering set of conducts or visions(Agger, Löfgren & Torfing, 2010) p. 118.

There is a returning subject when the talk about strategies for mobilizing the citizens resources are a subject. According to (Agger, Löfgren & Torfing, 2010) then

³² Eng. Køledisksdemokrati: (Agger, Löfgren & Torfing, 2010) p. 70

³³ Eng. *Enkeltssagspolitikeren* og *Helhedspolitikeren*. (Agger, Löfgren & Torfing, 2010) p. 71

citizens are a broadly defined and heterogenous collection of individuals, as they have concluded on behalf of case-studies from Silkeborg and Vordingborg municipality. It is stated that "*Many citizens involvements are made from an ideal image of the citizens*" (Agger, Löfgren & Torfing, 2010). P. 159. Which was a case in Silkeborg with the so-called *Tordensskjoldssoldater* and the observed lack of ethnic minorities, young and the *busy*. However, the whole involvement of the citizens as a volunteer action, making it only available for the ones who have excess resources to spend on the involvement (Agger, Löfgren & Torfing, 2010).

Region Syddanmark, had to make a plan for the future. The administrative region wanted to make a structure of the hospitals that was fitting well into the future. And they wanted the citizens to be a part of it. There had been some experiences from the previous *Amter* which had been characterized by minding their own business and not working with the public with "*an open door*" (Tortzen, 2008) p. 97.

The region wanted to expand its services and the politicians wanted the citizens view on what they thought was important for them. This would lead to the politicians understanding what was on their minds and how they should govern the region in the future regarding the development of the hospital services (Tortzen, 2008). One of the main obstacles was *communication* (Tortzen, 2008) because it previously not had been a fundamental part of the way that the politicians and the administration of the region was approaching the citizens. It was much more an elected representative democracy and the administration worked in more expert desk-oriented ways that had little communication with the citizens (Tortzen, 2008). At the citizens 'summit' there was 280 citizens, 39 of 40 politicians and a large staff of administrative employees who worked as referents at the tables where people were divided into. The dialogue was already narrated by having an expected outcome to be reflecting holistic visionary, demographic, economic and workforce challenges that was estimated to be an issue in the future (Tortzen, 2008). At the summit the citizens made clear what their priorities was and what they expected. "*Quality was more important than proximity*" (Tortzen, 2008) p. 101, which gave the politicians the confidence to make a series of very hard decisions, because they knew that it was not against what the citizens wanted (Tortzen, 2008). The whole process of making the summit took 8 month and it had a clear schedule for what it wanted to ask the citizens about. Besides that, the politicians were willing to talk and have a dialogue with the citizens. Those two elements were the after-rationalizing facts that made it a success (Tortzen, 2008). What was mentioned as an important factor for the success of citizens involvement, was that the citizens needed to feel that the politicians wanted the input from the public and that the citizens were invited to speak. In fact, it was a predefined role of the politicians to listen and if they were to speak to much, they could be silenced by a gimmick by the public (Tortzen, 2008).

Summing up on the empirical achievements the following will on a short notice summarize the experiences that was made for a promotion of further usage.

- The municipal effort to comply with the Konstitueringsaftale had to be made with a consultancy company who seemingly had experience with this beforehand. It was then managed from within, still maintaining the procedural center of management inside the municipality.
- The division of labor internally was made by regular meetings and each of the individual actors that was interviewed showed that there was a possibility of freedom of management without a strict vertical control
- The mobilization of resources was demanding a great effort in planning and coordination before the execution of the design. This was accomplished by bringing in external resources to the process.
- The educational background for the process has been an essential framework for the management of a process. This both relates to internal organizational management and also to creativity of execution of the intentions.
- The process of citizen inclusion was mainly maintained by the administration. Not involving many politicians. In the citizen gathering all politicians from the city council was present.
- The framing of the subjects presented at the citizen gathering was not using the competencies of the citizens due to their universally appealing nature.
- The presence of subjects promoted from the citizens tells about a need for inquiring two different elements of municipal governance: 1) what will they be discussing and 2) what are there of complaints to the daily administration of the municipality.
- Letting the citizen decide for themselves can result in new policies that still can be representative for the democratic legitimacy. This does not have to jeopardize the power or the representative legitimacy of the politician nor the governance.

7. Analysis

7.1 The platform for democracy

The leading difference in the perception of democracy between *naturret* and *retspositivisme* will be treated as the difference between having the politicians to work *with* the society or having them to work *for* society, respectively. Coining the difference essentially means the difference for how *representative* can be understood by either working with the citizens, like being a mediator for their policies, urges, visions and ideas OR by using the electoral mandate, commenced every 4th year to work on behalf of their interests and going solo without the ongoing discussion or dialogue with the citizens besides only using the strictly required or minimum of interaction with the citizens (i.e. 8 weeks hearing e.g.). Democracy as a method for bringing up the content of the *statsvilje*, is the essential function that Ross brings up in his writings after the Nazi occupation and the following discussion for how to govern the future of the newly liberalized national state of Denmark. This aspect, the instrumental usage of democracy as a mean of getting to constitute a plan for the future development, management and governance of the state, isn't exactly a clear point that Hal Koch brings forward. Hal Koch avoids the violence as a rule (opposed to the Nazi occupation) and mediates a pragmatic and deliberate dimension for getting to the *statsvilje*. Education, information and enlightenment is an essential for making a good decision, Hal Koch underlines in his writings, whereas he also recognizes the need for scholars to take care of complex, technical or fragile issues. This can be complemented by Ross' instrumentalist approach to democracy, where he mentions this rule as a legal and formal method for the *statsvilje*. However, neither is approaching the problematics of representativity and how to exactly define whether the politicians should work *with* or *for* the citizens. Working *with*, means co-creation and co-production, either with the politicians or the administration in the municipality. Whereas working *for* is regarding the electorate mandate that a politician has to work *on behalf* of the public but more or less on own terms and own principles of policy.

The chapter of analysis will be shaped from the indexation of the knowledge that has been created on both theoretical and empirical background. It is here the texts are being investigated and juxtaposed together with structured after its components. Detection of similarities, connections and differences will be a part of the dialectic stage in this report.

There are three major theoretical areas that is being grouped and juxtaposed in the analysis. These three are 1) Organization and management. 2) Co-creation and citizen involvement 3) Value/evaluation.

These three will work to analyze the empirical material gathered and will see how those empirical achievements are connected and fits into the theoretical framework.

NPG is the central theoretical background for this report marking the theoretical framing that unfolds into the 3 previous areas. With NPG, the concept of co-

creation is being addressed and there has been investigations in the case of the Visionsproces in Allerød Municipality along with studies of some publicized documents, a range of interview and observation. To correspond with examples of other works, a literature study and inclusion of similar types of citizens inclusions that was working with strategic development has been added to the report.

7.2 The way the municipality works within the organization

An analysis of the empirical matter on aspects of process management, organizational leadership and in relation to the Visionsproces and Planstrategi.

The Konstitueringsaftale has elements of seeking to strengthen the weakened bonds between the public administration and the citizens. The Konstitueringsaftale starts by mentioning the lacking collaboration between the members of the city council, and thereby adding an element to what it needs, a management or government that can act and gather people plus wanting to involve citizens more, especially those who have not before been involved. It can infer that the previous structure and setup of management has not been sufficient and needs to fulfill and change some basic structural issues. NPG has tools that seeks to accompany the need for making robust solutions and changes besides having a closer collaborative interaction with its citizens are a part of what the Konstitueringsaftale is aiming at. The inclusion of the citizens in more specific co-creational projects already starts at the inclusion of the citizens in the Visionsproces. But also, co-productional aspects are enabled in the Konstitueringsaftale through having more elaboration of the services that is already available. Their focus on including the youth in Allerød Kommune, and also on the statement of reaching out to those who are not in a regular contact with the city council, is an act that supersedes the theoretical frameworks of NPG, whereas it does not exactly consider these sociological and demographic aspects. But as the theory of deliberative democracy points out, the municipality cannot be approaching representativeness if it does not seek to involve those less involved by reaching out to them in new ways.

A part of the NPG theoretical approach to challenge complex issues is to approach the issues with a networking manner instead of splitting them up equally and having people to work on each their part. NPG, however, does not make this more concrete as to how the social interference, how the competencies have to be constellated in order to solve complex issues. It does suggest that there is not a central leading manager of the project, but the solving is done by having a group of people, who are co-managing each other by meeting and communication. Though the individual tasks are still being carried by individuals who are 'project'-managers on each task which is a part of the greater whole. This individual person, however, does refer to a central coordinator as what the empirical knowledge could determine but this depends on in what systematic context the Visionsproces is seen

from. Because what Michala, Jakob and Niels Erik do, is in all solving their individual part of the great puzzle the Visionsproces is, but they still have to refer to Agnete and the political committees in order to both sync on development and also discuss progression with them. This does rely on a communicational and supporting connection with more vertically oriented constellation i.e. the leader, the top administration and the city-council because acceptance needs to be given. This can be analyzed as being a part of the space that the process-managers are being given, so that there is not exactly a decisional factor the process to be carried on, but the communication is merely an update and a guidance to which ways to go, from there the employee has to decide on its own again. They are guided by the strategic focus areas, that serves as an organizational ethos from where the employee could navigate. Niels Erik talk about self-involvement in the processes whereas he recognizes that he and his department are the best for carrying the importance of its assets. This can be seen as a bottom-up approach where the content and the priorities are not being decided on its own by the technical executives of the administrative board, but they are merely the ones acting on behalf of what they are being given. However, the self-governing and the management space can be seen when looking at how the more concrete examples of interpretation of the political intentions and policies. The ways that the people are involved or included in the Visionsproces, through medias like Facebook and Instagram is an example of this creativity. Or the way that Niels Erik has a management space in finding subjects that needs to be politically addressed. The networking in these cases is that it is not the directors of the board who are in central role of the process, but they work as a facilitator for the subjects that is prioritized by its staff.

Given that there are so many restructures in the period of the new city council in Allerød Municipality, as spoken about in the Konstitueringsaftale, in addition to that the organization works with some elements that are making the leading board and the administration in general to change from more bureaucratic and rigid demands of results for the administration. So, this means that these changes also imply creating a certain amount of differences in process-management and organizational governance.

The municipality itself can be understood as having acted upon expanding the management space in terms of dealing with other values as a foundation for their management ethos and governmentality, i.e. the principle for management "*Central governance, decentral management*". However how the management ethos from the co-workers in the organization are dealing with this in terms of project management, especially regarding the 'freedom' under which the project managers can act without having to question their leaders about the process, are not determined further or vocabularied to any more detail. The post-transformative management could both be understood by looking at internal processes but also by which, the whole municipality makes its strategies, that also affect the citizens. The Visionsproces can therefore be seen as a part of this post-transformative management, as they try to include the different actors, at different levels in the

municipality to produce a strategy. This strategy is then sought to be used for managing, not only the physical development of the municipality, but also the ethos under which the municipality takes decisions or work internal processes.

The Visionsproces is setting the stage for organizational governance. It can also be an expression for the way internal processes are made in the future. Because, the way the whole organization, as an administration as a political organization with citizens has to be governed, then the design of the Visionsproces, does not mention if the city council has, how it can or when it should open up for internal revisions of statements, policies or practices towards citizen involvement afterwards. Something that systematically collects the experiences, methods and products as to have a 'schematic', something to compare with to see if an intention, goal or practice has actually been achieved - compared to what has at the beginning. The only visible proof is the Konstitueringsaftale, that says it would like to work towards it. But again, what this means in practice, and especially afterwards the Visionsproces, it does not mention anything about, other than the will to include and when to do citizen involvement.

The governmental paradigm (OPA, NPM or NPG) would in nature be more or less a hybrid, as so the theory says, depending on which part of the organizational structure that is looked upon. Because of the announcements, from both the Konstitueringsaftale and the presentation of the Visionsproces, the NPG-paradigm is getting more of its tools in work compared to what previously has been, cf. the interview with the strategic planner Jakob. The fact that the Visionsproces is a new emerged concept in Allerød, and that some of the participants of the small survey that was held after the citizen gathering the 28th stated that their skepticism was due to very little inclusive and limited inquiry from the municipality, it could point to the fact that the NPG-tools was being more present in the ways that the municipality collected their information. Michala tells about how she is having regular conversations with the administration leaders in order to navigate through the development stages of the Visionsproces, along with a close dialogue with Implement and also being present at some events that is hosted by the Municipality. Niels Erik tells about how he is being a part of a working-group, whose members were also present at the citizens gathering the 28th. And per experience that the author has, that person from the working group is also working very cross-sectional. The administration leaders still have a formal responsibility cf. OPA but there seems to be a lot of management space for Michala to work out the details and the content of the framing decisions making it much more NPG-like in terms of process management. The distribution of power, regarding the way the Visionsproces is handled, can seem that the employer, i.e. Michala, has a certain amount of power, in the sense of management space, to make decisions on her own, after consulting the administrative leaders with the outline of what has to be done. However there has to be a compliance between the hierarchical levels of the municipality. Regarding the management ethos, then Michala tells about how the strategic focus-areas, as well as her announcement that she was working with

“Redelighed” (Danish: *E.d*) as a motto, where she elaborated the statement, that the municipality had an important task to take care of the citizens resources. Jakob tells that there previously had been a much more divided way of collaborating in the municipality. He explains that there was a somehow fixed method of making the Planstrategi, which was based on different parts and where the process had to go from one silo to another. It is not exactly clear how this approach might change in the present process, but it is clear that the Visionsproces doesn’t work in silos but rather is carried by a single person who is coordinating the process among the different sectors. Due to the response from Niels Erik then the motivational part does not lack anything as to see from the fact that he had reacted due to no inquiries from the administrative chief (Agnete Thomsen) but by himself made up the agenda that enables to add to the content of the Visionsproces.

The hybrids of governance are the being developed further, as the Visionsproces is made in a way so that the municipality still inquires information from the citizens, in various ways (age, location), for various thematic foundations, (clubs, business, polls, youth), and that the inquiry has been made by both internal employees and external consultants. These inputs are then brought into the city council and debated to end up with a product that goes out into the public again. So, the level of consensus-democratic decision making can be determined on behalf of the amount of back-and-forth communication between the public administration and the citizens. Because when the first outline is ready after the city council has debated and collected an outline of the visions, that product is being examined and debated once again by the citizens, according to the timeline of the Visionsproces. There will then be a question about representation regarding how the city council and the municipal employers are interpreting the input from the inquiries of the citizens. But that is being challenged when the visions are being publicized to the citizens once again. There they have a chance to see if they can recognize their visions and thought about the municipality before it enters the political strategic program of Planstrategi 2019.

Throughout here in connection with how internal processes are being worked into the politics for administration and management, as being formulated in the organization, then there is a doubt if the balances between the different paradigms for management, the post-transformative (and those belonging to an earlier paradigm of management OPA and NPM) that tangent to how the administration and the organization, are working in practice.

What (Aagaard, Torp, 2017) does not answer directly in the theoretical sections, is if the management could work with paradigms than the ones which the governing parts of the organization has. On the baseline it is about the degree of freedom for management space, but it can also be interpreted as self-governance and taking or rejecting responsibility.

Leaders can be both role models and be the frontier of change, together with motivating the employees to make their best, on the same way as their use of

rhetoric can be legal and formal in the surroundings where it is sought to be. Related to the thoughts about motivating, then a rationale would point out that motivation is essential for the network-facilitator, to have its employees to make the most, especially if the *leader* essentially is a project manager, who then creates a network formation and *weaves* a thread into the different groups or constellations of professions who has to work with the complex problematizations. Because, in the NPG-regí, with post-transformative management, the assumption is that the employee carries and has the motivation.

Looking at the examples from other municipalities, it is hard to get an insight in the preparing and the struggles for making such an event. Not much have been described about the situation regarding organizational structure and process management. However, it was told that the gathering was initially arranged 8 months before. It might be telling about how much work and effort that has to be put into a process like this. The citizen inclusion itself was also a new method that the newly emerged *Regioner*, had to try in order to make a visionary guideline for the future, along with its citizens, meaning that the administrative executives, and the politicians, had to comply with the change of methods for citizens interaction.

Allerød Municipality have the incentive to include citizens more, because of the declining support after the previous city council, and they also have the initiative to want more and better co-creation of municipal governance plans with the citizens, and it seems as there is an administration who are allowed to handle and can handle the procedures of a changing paradigm of governance, along with the stable state of the previous method for administrative work. However, it seems as if the changes are done by extensions of the workforce, by looking at the Visionsproces who is managed by Michala and the inclusion of an external consultancy, which also gambles with how experiences are maintained and kept in the organization, because there is no apparent sign of a strategic or systematic evaluation of the experiences, so far in the design of the Visionsproces. But that may be a part of another process in the organization.

There is both passive and active inquiries of the citizens input, not only by SoMe-platforms but also by having some of the politicians to meet the citizens. How they get along and how it works out "putting a face on each other", cannot be determined in depth, only by concluding that it happens to a certain degree. To deduct from the exit-surveys, the people, who seemingly was already actively engaged in the municipality governance, to judge from the fact that they also attended last time there was a citizens gathering, then their skepticism is remained until proven otherwise. Good intentions are not enough. There has to be results. And the results are hard to determine by watching the input from the citizens and comparing with the output of the strategic plans, mainly because the Planstrategi, still is a year in the future from now. But it seems that the engaged employees are doing what they can in order to try 'catch' the spirit of the citizens by actively inquiring their beliefs and visions.

7.3 Citizens Involvement, Inquiries and Co-Creation

The processes of facilitating local knowledge and having citizens participation as a co-creational process to the Visionsproces and Planstrategi

It can seem like the Visionsproces gets so much citizen involvement because it, on one hand gives a rationale for having the involvements at that time of an election, and also because it takes the process slightly away from the administrative 'floor-level', and onto a level closer to the central management is taking place.

Chief consultant and project leader for the Visionsproces is placed in a secretariat who has the purpose to work on behalf of the direction and therefore sits close to both the administrative decision makers and to the political parts of the organization.

If it would make sense to have more focus on the citizen involvement in the Planstrategi would be a question if the physical planning, as the Planstrategi in Allerød Municipality is, could bear having the citizen involvement to be a part of its process.

A reading of the previous Planstrategi, shows that there is a manageable but not remarkably large proportion of the visions from the city council described in the Planstrategi. The visions that is foundation to the Planstrategi, can be described in to columns on a A4 paper and has been made from a weekend seminar. This points to believe that the earlier editions of the Planstrategi, has been aiming at physical planning of the municipality.

There had been made a series of activities, both through social medias and from the town hall itself, that goes through e.g. Facebook and Instagram and works like an "AOK"³⁴ Allerød citizens.

It seems like there are different distances from the citizens and then to those suggestions/proposals to the Visions that the city council has to discuss and decide. Some of them, as Michala mentions, are aggregated proposals and suggestions, whereas others are more direct sources to the examples. For example, there is a difference to the method that Michala mentions in the interview, where the listening to the citizens are made in a 'broad' way, and then to where the citizens as representants for an association and a club, are being included and debating some of the key aspects for the future development of Allerød Municipality. Although the design of the Visionsproces are not framing the citizen involvement in a more detailed way, then the theories, according to NPG, are framing that most concrete and useful suggestions from the citizens are happening when there are more evident and clear subjects as a debating framework to navigate the discussions from.

The suggestions are being tested and modified to the leaders in the administration and the coworkers to test how the suggestions for the visions can be transferable to

³⁴ "Alt Om København": A webpage that promotes what is happening in Copenhagen and surrounding quarters. An event page.

the everyday. Regarding the more direct operationalization of goals and values, will not be concretized on level 4 of the Visionsproces.

Through the way that the city council are being guided to how the Visionsproces can be done, there are not being suggested what personal/professional/social qualities that has to be present at the administration, the governing or the leading management level of the organization, just that they have to do and what they have to achieve. But as the theories are describing, then it is not just about making guidelines and targets for the collaboration of the group and base it all on good intentions. It is also about how everyone, administration, politicians and citizens are adjusted, personally to include each other and use each other in a rather new way.

The way that the citizens are mobilized, happens in different stages (cf. Arnstein Ladder of Participation). By signifying and speaking about their beliefs for what they like about Allerød, together with, as Michala mentions, they are being listening to at events where the municipal administrations are present, besides having the municipality to inquire and ask the citizens for their inspiration, then there is a certain consultation of the citizens in these stages of the Visionsproces. When the citizens then test and launches, the idea is to have a larger portion of 'co-participation' and approximately co-creation in the process.

The co-creation is here being used as having the citizens on a counselling and advisory participation, in order to mobilize their insights, beliefs and values besides giving attention to what they like or dislike. Though it is still the municipality itself that collects the input, the ideas and suggestions to formulate them into something more concrete able to make it to elements of the vision. Co-participation then is when the citizens are having a possibility to give their voice heard on the already-formulated visions. The design does not tell if the format of the Visionsproces, is a step-by-step based approach or it is a more iterative process. So, if we look at the Visionsproces in isolation and if we look at the ongoing dialogue with different groups, association or clubs or if we look at the social media channels, then the degree of co-creation and participation would be very different. In the end, it is the city council that has to decide what has to happen, so it is their responsibility to let them be informed in the best way possible - which is what the Visionsproces is an expression to.

7.4 Evaluation and value-creation in the processes

All the politicians were not present at the gathering the 28th. The underlying reason for this remains unknown but regarding direct communication and interaction between citizens and politicians, there is a certain interesting communicative structure. Because as some of the politicians were present, these people could get a direct feeling with what the citizens had in mind and what they thought of, but as the politicians also had a role of organizing the input from the citizens, and aggregating these input into short-form keywords or sentences, this way of delivering information to the broad city council for a further debate, can interfere with the underlying details of their aggregated short-version thoughts and mindsets. This is an interpretation of the theories of representativeness of the

politician regarding the deliberative democracy, because the data output produced and the medium that the gathering the 28th was, can be seen as messages that slightly changes their original shape and content and the gathering might as well not have a format that suits all of the participants. The respondents from the survey said that they didn't exactly feel they got any closer to the politicians during the gathering and yet still the aggregated short-version form was losing details. The inquiries of the citizens thoughts and meanings was also criticized for being either too broadly thematized or too hard for the participants to understand in a similar way around the table. The theories say that putting a face, on the politicians and citizens in-between, makes a personal value-creation and reduces the distance between the two parts. However, if the politicians cannot make it to the citizens gatherings, it can be doubted how much representative there is, as they are missing the opportunity that the municipal administration had made, for meeting the citizens and their views. On the contrary, then the strategic planning isn't only a political activity all by itself, but it is a task that the administration has to make on behalf of the politicians i.e. the city-council, so that the municipality can be governed.

Arising is an opposing conflict between the evaluations and the whole planning paradigm that the municipal administrations are deriving from. It is a well-known part of a Planstrategi, that the goal of the city council often is concretized into number of apartments, how many young, old people are in demographic terms or how many parcels are supposed to developed into housing during the election of the next city council. All in all, so that the benchmarking for development are defined from quantitative measurements.

In addition to this, then the satisfaction of the citizens is based on something else - the feeling of being a part of the activities, services and governance of the municipality by being included, as a citizen in a municipal society, where the representation of the citizen assembles the ones of a more direct democracy. If the degree of influence is being analyzed, as it emerges on paper and in practice, then in Allerød Municipality there are more inclusion than earlier, and there are also planned to include the citizens in more decisional processes before the Planstrategi are adopted.

The questions are then, if it really is enough to satisfy for the citizen being more (or enough) involved in order to make them feel like a citizen and not like a client (like in NPM). The risk might be that the citizen, again after the Visionsproces will feel like the inclusion is a *show trial*³⁵. Then the show trial can eliminate or delegitimize the actions of the municipality, and make the citizen feel that they are just a part of a legitimization of what has already been decided beforehand and controlled activity.

If it is the citizens satisfaction that is at risk for the municipal administration and activities, so it also overlooks that conflicts and disputes, politically are a normal part of a democracy and they should neither be de-legitimated, overruled or avoided.

³⁵ Da: Skinproces.

8. Discussion

The democratic legitimacy of the administrative own management space could be secured by the Visionsproces, more than what earlier had been made from alike visionary processes (or lack of same). Though it demands a following analysis of the internal processes to answer a solution of the problematizations within the internal process.

It means that with the empirical matter that is from Allerød Municipality, then it looks like there is different approaches to how the individual person are working methodological with internal processes.

The differences are also categorically in the case study it is, then there has to be precautions for the comparative foundation of the juxtapose. The creation of the Planstrategi had been made in a way that has been tested thoroughly in the municipality whereas the Visionsproces is completely new. The professions are also different at the employees who works with the internal processes and thereby the competences are different. But it has to be seen in the light of the organizational level it exists. The Visionsproces on a political level and the Planstrategi on an administrative level, needs different competences at the employees. It will therefore be such reservations and center starting points that should be included in eventually continuous studies of the internal processes.

It can be very easy to just listen to what all the theories says about what is to be done, but much harder to actually operationalize it. To some extent, the theories are merely beacons in a horizon that makes the 'ships navigate' through what to avoid and where to head to. But generally, the theories do only tell about what to do, not how to do it. For example, early inclusion of citizens does not talk about how to operationalize it on behalf of different social groups in society, nor does it compel the actions needed for involvement of business-minded people, people who work in social-services or tradespeople. There is a world of difference, demographics, professions, age, culture, upbringing, sense of justice, economical consideration and the list could go on. So, what can be determined by the theories, are where to start. The rest is to be a scientific field on its own. But what an old saying is expressing is that failure is a master and success cannot be copied but failing is the way to apply knowledge. Coincidences are a great deal of human lives as nothing is completely controlled and forecast-able.

Yet the meeting between the citizens and the municipality in Allerød, has a lot of mistakes on their history. This is what should be the most important lesson learned. NPG tells about two main things, that deliberative democracy is a valuable paradigm when thinking about how to gain knowledge from the citizens. And that leadership/management, not only has to work with deliberate methods in their jobs as networking agents, but also has to have an organization that makes networking processes more available as methods of working internally. Therefore, the paradigm of deliberation and NPG, along with post-transformative management, has to be implemented as a means of governance in the organization before it can be carried out. Allerød Municipality did have intentions on doing so, not only

reflected by the Konsstitutionsaftale but also through having a focus on the governmental principle "Central governance, decentral management", and the strategic focus-areas that puts "*Transverse coordination*" into the management of the internal processes in Allerød Municipality.

As the theory-chapter that worked with value, not only was the theories about how value was defined in various ways, but it also made considerations to how value could be measured. And the key point of this was that the nature of the qualitative research made it hard to quantitatively measure values, especially in regard to the fact that NPM was supposed to be changed with NPG instead, that had emphasis on more qualitatively methods for municipal governance and leadership/management of internal processes. Although, as it the chapter started mentioning, most theories tells what to do, not how to do it, so in case Allerød Municipality would make further conclusions on how to measure the value gained from the Visionsproces as a mean of getting a better connection between the citizens and the municipality, it most likely cannot be a comparative analysis but merely a more situated fact and conclusions based on a summarizing of what the municipality has learned in terms of internal organizational processes, of methods for involvement of the specific demographic distribution of the citizens of Allerød Municipality and regarding their visions for how they would like Allerød Municipality to be governed in the future.

Michala mentions that the politicians cannot get both, and as the theories about the balancing of democratic governance points out, there is a conflicting issue regarding power. Who are deciding and who are in charge. How much of the visions and ideas should come from the citizens or how much should come from the representative politicians who are having mandates for governing.

When considering the short interviews at the citizen-meeting the 28th. There is skepticism among the people surveyed which might be loosened up if the political issues that was discussed and brought on the table at the meeting, are political visions that can be recognized later on by the citizens. This is a direct considerations and announcement by the surveyors, which also aligns with the humanistic level of NPG that Agger told about. Simply put, they have to recognize themselves in the process.

Hal Koch is mainly arguing about a hybrid of a democracy where the free speech and dialogue is central to the governance. He holds that the management and the political body should be consisting of professionals, educated and objective people, as close to be a *technocracy* as it seems. As it seems right now, there is a technical supportive division in Allerød Municipality, the administration who are educated, knowing and has abilities to follow the politicians in the direction they want, being that solemnly leadership or inclusive deliberated democracy. The point that Hal Koch has, is that the spirit of the individual, being why the individual wants to seek the power, is the essential behind how open, free and pragmatic a political process can be. If the politician is working for personal gain, morally having another compass than the voters or the society that the person governs, then the democratic dimension is out of the game and power is centralized to mandates, laws and sovereign handling. The politician should be led by the people and have a

communication with the people so that the politician *serves* the people and not just putting out directions or orders. Hal Koch was a liberal (by modern standards) whereas he argued that the individual had to seek their own fortune in life, not being on public payments or support, but he is also what I'd call a democratic pragmatic, promoting the extensive version of democracy with a focus of morality of the individual, the enlightenment of the people to have a right to be informed and having the dialogue in center for developing political issues.

The issues between the different approaches to democracy, when regarding the terms of involvement, is what kind of hybrid the now being representative democracy can get of *direct* matters. The constituted representative model what we have in the municipal political construction, has to have a certain model for communicative process within the policy-making mechanisms of the democracy. Otherwise it will be a competition democracy, where the parties and their politicians are making policies like it was a goods on the marked shelf, and aiming at dealing with the majorities in society, overlooking the needs of the less privileged or the non-elitarian part of the population. Hal Koch's vision of democracy was not aimed as being a political tool for governance of the state, but rather a lifestyle that had to be 're-taught' throughout the generations. Without being pacifistic, Hal Koch was focused on the pragmatic and deliberate dimension of the governing of a society, a governing where we speak, listen and respect each other. Thinking '*democratically*' is something we have to be aware of and revitalize within us due to Hal Koch.

9. Conclusions

The research question of the report is:

- *How can the relation between the municipality i.e. the city council and the citizens be improved as urged for in the Konstitueringssaftale?*
 - *What is democratic behavior from a public administrative and political governing point of view?*
 - *How can the development of the relation be measured between the citizens and the municipality?*
 - *Where are the citizens involved?*
 - *How are the citizens involved and to what circumstance?*

The hypothesis of the report is that early inclusion by citizens had the ability to strengthen the relation between the citizens and the municipality. I have found that in order to actually reach a better relation between the citizens and the municipality, some initial prerequisites had to be present. These includes 1) Direct communication between the citizens and the politicians that seized to minimize the communicative distance between the municipality and the citizen 2) The internal procedural action for managing a process has to have a certain degree of freedom for the manager yet still be close and loyal to the political decisions for governance in the municipality. 3) The administration has to work in a more network-oriented constellation, making the employer a facilitator rather than a manager. 4) The existing constellations for how to gain representativeness (regarding politicians) and how to be a networking facilitator, requires a certain degree of conversion of organizational process management (as depending on how the older paradigms of organizational leadership, NPM and OPA, along with its leadership paradigms, are present, leveled and practiced in the organization). 5) the citizens should not be seen as customers to an industry providing services, especially not regarding the future planning of services because it increases the length between the citizens and the municipality. They ought to be seen as qualified contributors of information for how the municipality should be governed. 6) The level and practical method of inclusion of the citizens, along with the methods for inquiring their contributions, are the most important part of the citizens involvement and co-creation. Whereas no particular involvement leads to low representative value, the acquiring of what the citizens would like to see in the future, very much depends on what questions are being asked, and how the drafts are being evaluated by the citizens.

The case study, with the empirical references being both the observation, exit surveys, the interviews with the central actors, the analysis of the design of the Visionsproces and the Konstitueringssaftale, showed that Allerød Municipality contains elements that tries to decrease the distance between the citizens and the municipal strategic governance. It also showed that the organization has a structure that allows change within the organization to be a more post-transformational management and networking facility. This is operationalized through citizen gatherings, public hearings, public events that is aiming mostly

families, committees of young people and a SoMe-oriented data-gathering through Instagram and Facebook. On the organizational management side, the empirical achievements still show that the basis of co-creation, the framing of the discussional subjects, is not fully made from public but seemingly made from within the public administration. However, the activities hosted by the municipality is made from an increased management space of the individual employee and this also allowed for loyal self-governing of the internal processes. At least in the example of Michala, who was working from an ethical basis (the strategic focus areas). With Jakob it seemingly was a loyalty to the more legal and procedural elements of governance (cf. OPA) that was the baseline of his works. Niels Erik worked with both these paradigms of governance (OPA and NPG), but his position as senior executive and leader of both a 17/4 committee and also the department of Nature and Environment, made him be positioned in another level of the organizational structure than Jakob and Michala.

However, because of the long time-span of the Visionsproces, it has not been possible to evaluate the achievements that the municipal administration has made from this empirical collection. Therefore, the measurement of the relation between the citizens and the municipality, cannot be determined. The conclusion is that the effort of trying and the effort of reaching out to the public, yet still having a formal but somehow personal relation to the citizen has been exercised and practiced. Yet no structural analysis of goals, targets, value-thresholds or demographic groups has been made in the municipality. In the Planstrategi some efforts to be statistically neutral was made selection of citizens, however this has no generally widely available template for objectivity. But the professionals in the organization shows professional and academically studied qualifications to the process(es), internally in the organization meaning that the value of the empirical analysis and evaluation of the input relies on their professional abilities.

Essentially, then NPG, with its focus on decentralized and trust-centered project management, can give the employee, the municipal administrative worker, a certain aspect of freedom to try out new methods of achieving better results. This points in relation to the citizens involvement, that the ways of achieving more visionary aspects of the mobilization of the citizens resources, along with new means of involving the otherwise non-involved, can lead to a better outcome of the Planstrategi, with respect to its holisticness and eye for the diversity of the citizens. This can infer that there is an increasing in the democratic spirit of the municipal governance, in the Hal Koch-wise sense of democracy.

Systematically speaking then Allerød is a part of the *Planhieraki* as was mentioned in the interviews. And considering the fact that Allerød Municipality decided that the industries should be placed in Farremosen, according to a demand from the regional planning strategy (Fingerplanen), then the local democracy in Allerød seemingly was replaced by an interfering demand from institutions placed higher in the state institutional level. Accepting this Fingerplan is of course a systematic demand that Allerød has to obey, but it apparently was one of the main objectives for the ill-disposed proclamation of unjust actions. So as Jakob also mentions, a

possible solution to a solution for how to make the citizens relation to the municipality better, would be to have a more mutual communication between the making of the Fingerplan and the municipalities. However, this is also a process where the 8-week hearing is required, in that case, there can be a possibility for objections when the hearing is scheduled.

There is still room left for a more detailed investigation in order to inspect the different heads of the administrative sectors (Forvaltningschefer) regarding their individual beliefs in an NPG-minded constellation and in their means of attributing to the Visionsproces. How the different employers are feeling, if they can work with a networking facilitation practice and however it seems relevant for the general to change to post-transformational practice, has not been investigated but have relevance for the future development of Allerød Municipality. From my perspective, it seems that there is a certain amount of management space, that results in significant reliability to the individual employees' professional capabilities. There is no evidence of the loyalty programs within the organization other than its presence in the shape of the strategic focus areas. This means that the objectivity of the professional municipal employee is not interrogated to check if the internal strategic values are being withheld and how. Question is if this 'background'-check is too much an NPM-related maneuver and is limiting the management space the employee has for its project work.

The Visionsproces might end up with the connection between the municipality and the citizens being decreased and the relation has improved, but value for both parts to get by continuing to elaborate on the methods for collaboration between citizens and municipality is still a possibility.

The Planstrategi, as the politicians in the Visionsproces are making the working starting points from, has been where the administration of the citizens and the municipal resources has to happen. It is in the Planstrategi where the guidelines for the collaboration between the administration and the politicians are being formulated. So, the collaboration has to be made more constructive from the beginning of a new election period of a city council.

The Visionsproces included, is then an expression for the way that Allerød Municipality urges to govern its political part of the organization and motives for the employees to find their management space and guidelines when working as a network facilitator in the internal processes. The intention is that the Planstrategi has to formulate the continuous strategic work in Allerød Municipality and thereby enter the development work in the daily administration of the municipality.

How the Planstrategi (in the shape of transforming into a Kommuneplan) develops in the municipal administration has not been covered in the report and therefore will not be answered. It can just be concluded that the administration and the politicians in the city council is intended to use the Planstrategi for further use in the development of Allerød municipality.

As it is resembled in the interview with Jakob, then there, no clear transition between Visionsproces and Planstrategi, positioned in the administration. So how

the connection between the Planstrategi and the Visionsproces is being made, cannot be concluded in terms of opting an NPG-theoretical standpoint. But it is a vital point because it is where the visions are being transformed into a more decisive plan that is going to shape the future of the governance of Allerød Municipality, and also by its citizens. It is therefore necessary that the citizens can see their visions reflected in these plans and strategies in order to actually have been felt included. That is a rather long feed-back time.

Generally, it can be concluded that there is not enough material to tell more in-depth conclusions to how the internal organizational process is being run. However there seems to be a willingness from the top-administration and city-council to support more individual freedom in processing internal tasks and establishing solutions to immediate problems when working on processes.

Allerød Municipality establish a series of strategic focus-areas that aims at working as normative policies for the management of internal processes in the organization. They also make a 4-year-term, planning strategy for the future municipal development and gathering the visionary and ideological framework for the governance of the municipality. Deducing these to be either OPA, NPM or NPG for them to be operationalized in different fields has not been a part of the task of the report. But their focus on social capital, strategic focus-areas and their seemingly network oriented and citizen inclusive methods for municipal governance be in accordance with the *grundfortælling* in NPG that aims for effective mobilization of resources (at both citizens and internal professional capabilities) and centers around co-creation, network facilitation of management.

How it unfolds in practice, the intentions to include, to manage and to operationalize more NPG-elements regarding co-creation, citizens involvement, cross-cutting coordination, network facilitation, management space and decentral management, can only be concluded in partial in this report because of its limited empirical matter. This has been juxtaposed with the research that (Aagaard, Torp, 2017) had made, that endured 3 years of research in relation to a Ph.D. There were made 70 interviews with relevant actors.

However, conclusions on the basis that the empirical achievements and the examples from the literature can give certain acknowledgements and conclusions.

When co-creation is an NPG-argument for the development of the public value beneficial to the citizens, then it is about joining the citizens to be a part of the creation, co-creation, co-implementation and co-designing or even those who takes initiative - making it clear that the development strategy of the municipality, the Planstrategi, should be made in accordance to what the citizens are having of ideas and thoughts.

Here it is not only about the citizens are included as implementations, where the municipality are framing the case and that these frames are not only implemented in a narrow local context, but it is about having the whole municipality to create the whole vision for the organization and the society.

As a part of the Visionsproces, space for inclusion of the citizens should be present, in a way that the city council are representing all of the inhabitants of the

municipality and this will be without compromising the possibility to use the professional technical knowledge as the older paradigms were conducting. These professionals can make the framing for the citizens regarding the NPG-elements of citizens inclusions and policy planning in a way that enables holistic planning so that representativeness will quality assurance what arises in the society to be able to be implemented in the municipal development, governance and citizen satisfaction. To avoid the *show trial*, NPG could not give any suggestions, but manipulation of the citizens and not having a transparent or direct translation of the citizens input can tell if there is a directed or biased Visionsproces. Because of the work prior to the inclusion of the citizens, the questions, the format or the translation can be an element of inspection regarding transparency and avoiding *show trials*.

When in Allerød there is a hierarchy where committees are making implemented solutions to the goals and visions that the city council are making, then the subject of the projects and the solution of it be a project of the administration of the municipality. It will be here where the hierarchical OPA-structures does not get a possibility to dictate, because a problematization was not made beforehand and because the overall guidelines, that the city council are communicating by the Planstrategi, is of such a different derivative, that a professional and non-citizen-inclusive would not be able to manage to make it on their own - NPG-style. This complexity does not call for a professional-only committee, but for a citizen inclusive problem/solutional collaboration and demands a cross-professional type of collaboration.

It is the co-creation that has to be facilitated by the leader, so as the participants gets the right tools to orientate, choose and select, create and analyze in a way that leads to the best product possible. This way the professional expert-function, goes from the leader to the employee and the project-manager in the daily. The leader will then be able to create a network of employees that makes co-creation possible, through empowerment and, through rhetorically including the participants in the citizens inclusion and let their thoughts, urges and wishes be the foundation of the outcome produced. To me, the question isn't about the having sovereign power, neither from the citizen or the politician perspective. It is about having channels from where ideas, thoughts and insights can arise and having internal processes where these resources are being mobilized effectively and evaluated beneficially.

There seemingly was no underlying argument to the choice of the subjects framing the citizen gathering. This could be a methodological essential move that the municipal could use administrative resources on next time. Making the framing was made first by the municipal administration itself, later on adjusted by the external consultancy company. The citizen gathering was hosted also co-hosted by the consultancy company and having a private company to interfere with the democratic processes of a municipality can open up for questions for how democratic that move itself is. The consultancy company was in close

communication to the administration and as Michala mentions then they were there to guide and support, but the process was still having Allerød as responsible.

The evolution of the paradigms in the public municipal administration, both regarding the way internal processes and external relations are being handled have both their strength and weaknesses, the hybrid of them all is an answer to previous times challenges and short-comings regarding the administration.

The inquiring of the citizens can have a great potential to add value to the municipal planning process, both in terms of improved relation and co-creational social relation but also because there is a benefit to harvest. The challenge is then to choose if this inquiring is passive or active and to what circumstance and what circumference the citizens are being involved. The politicians do not have to lose their representative power when opening up for the public, they can use the administration as a tool for inquiring the political visions from the citizens and make a governance that is less conflicting with the citizens. There is a difference of qualifying and show-trialing a political element. If they are afraid of 'losing' power, they will also be inert to try out new methods for citizens inquiries and thereby inert for co-creating and governing WITH the citizens. Citizen involvement and inquiries are resource demanding and this report have only been covering a small theoretical aspect of what resources it takes to make a citizen involvement, generally then can be concluded that the larger the citizens involvement, if this is worth the expenses, i.e. if the governance becomes proportionally better the more resources are put into the efforts cannot be concluded, but to try out a more systematic and more inclusive method for the politicians to govern *with* the citizens can be worth the expenses. Opening up for the citizens seem to have a positive potential on the trust and mutual relation of the citizens and the municipality but there is a balance for how democratic a democratic process can be, when the constituted democracy is supposed to be representative and the politicians are expected to govern *for* the citizens. The citizens would like to have more to say in the daily administration of the municipality, when what is on their minds are filling potholes, but the municipal administration can also free resources when the more basic or trivial administrative tasks are not a part of what is being talked about then what the municipality really want to talk about is future planning and municipal development. The citizens are able to be involved both indirectly by associations, schools, day-care and by being active in the services as co-production is meant for but they can also be actively participated in the governance and the visionary development of their municipality. However there still will remain a balance of having an administration and city council who works on the *for*, using the legitimacy and mandate for governing the citizens and then working *with* the citizens so that they can be involved in ways that make beneficial value and that makes the citizens feel they are being listened to.

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