

# Pilot

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## Is there a doctor in the room?

An analytical exploration of local planning  
in Denmark and a remedy for a healthy future

The built landscape and urban structures of Danish cities have gone through significant changes, however, it can be presumed that the democratic origin of local planning is challenged in its contemporary context. There is growing evidence that the local plan has a tendency of primarily focusing on legal and technical matters and too narrow detailing of urban environments. This inherits several planning issues. Firstly, the built environment is fluid and living, in that sense, we must work with locally-specific urban qualities as something, which is variable and transforming. Secondly, only planners and perceptive citizens can navigate and fully understand the local plan. Thirdly, planners tend to use *informal* and *creative* methods to communicate ideas and visions during the planning process, however, much of this material is excluded in the final local plan.

Against this situation, this master thesis sets out to experiment and challenge the local plan's current process and format to set a forward direction for future local planning. To do so, the project firstly frames an analytical exploration that maps the conflicts and controversies in present local planning, to later construct a research question and *diagnosis* that lead to two qualified *scenarios*. The two scenarios consist of potential solutions that aim to re-democratize today's local planning. Leading to the epistemology, that a re-democratization of local planning can fertilize 'urban quality' in the built environment.



Aarhus harbour front from the seaside

Before you start reading, there is some information, which is worth knowing; The yellow colour **highlights** precise points and conclusions to pay particular attention to in the text, where the red zigzag underline refers to words that are translated or described in the attached *bookmark*. The small, grey text to the left illustrates notes from the project process and ~~crossing-outs~~ mark the elements, which later have been elided. The yellow pages and grey posters indicate raw material from the working process. As a consistent theme for the project, there is a fluid line between *process* and *facts*, wherefore, all photos are taken by the authors with a single-use camera to document the development of the project.

We want this project to turn the heavy aspects of local planning into playful explorations. Therefore, we have mixed the reliable language of the medical industry with the creative vocabulary of urban design, which we believe, addresses a wider audience. This has given the project its own *wicked* identity.

What	<div>A time to be alive Faster, we need to slow down Fear no more: help is here! A pilot project to set the future direction for Danish local planning Grow Up Is there a doctor in the room? A future direction for Danish local planning Is there a doctor in the room? A two faced story on local planning Is there a doctor in the room? An analytical exploration of local planning in Denmark and a remedy for a healthy future Is there a doctor in the room? An analytical framework of the contemporary local planning system in Denmark and a prescription towadrs a healthy future Juggling Local Planning Radical City Planning The local plan is schizophrenic? The Wicked Local Plan and How It Should Be Time to make it right? To plan or not to plan? That is the question: What is the local plan of tomorrow? The local plan as a communicative tool</div>
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# Please, take a seat

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Train ride from Aarhus to Aalborg

Local planning includes close dialogue, communication and negotiation between planners, citizens, developers, organisations and politicians, to ensure roots in local communities and support of public and political interests – all to provide best circumstances for new urban development. Yet we have observed, that urban design is a neglected practice in local planning, which we find remarkable, as local planning concerns development of actual urban spaces. Our interest in local planning emanates from the workshop “The Digital Local Plan” held by the Danish Business Authority in June 2018 at Aalborg University. The workshop opened our perspective on urban design within the matter of legal local planning by focusing on subjects and concerns that currently are moving within the field. The most significant conflict mentioned at the workshop argues that contemporary local plans are not *intuitive* to the ‘common’ citizen, which in consequence induces that local plans are difficult to participate and interfere with during planning processes. This points to, that local planning is an issue of communication, which future digitalization systems also have to accommodate.

Building on the learnings from the workshop, we have during the past five months immersed ourselves in the potentials of future local planning. With specific attention to the complex processes regarding development in cities, we develop the concept ‘A’-scaled local plans, which aim the many interests, multiple steps of involvement, meetings and knowledge-sharing between both professional and local entrants. By ‘A’ we refer to the development of manifold urban and localized areas in Danish cities and extend the already existing term of ‘A-local plans’. We acknowledge, that we are not experts in local planning, wherefore, we turn our attention to selected specialists. To identify the underlying conflicts that influence current planning processes we collaborate with Roskilde Municipality, Kolding Municipality, Copenhagen Municipality and a range of individual experts. A significant part of the project is, in that manner, to search for problem areas in local planning and not to solve predefined problems. Our observations from *the field* indicate that planning processes are truly *fuzzy* and *wicked* as they are influenced by manifold subjective ‘energies’. Since the local plan was adopted in 1975 the complexity of policy-making in the built environment has increased. This entails that more regulations and requirements are implemented to the planning agenda, which leads to local plans which primarily tend to focus on detailed, technical and legal matters of urban development. This situation, inherent that most people find it difficult to understand the local plan, wherefore, we question if local planning actually neglects its democratic origin. Our analysis proves that

even planners seek away from ‘formal’ local plans towards more ‘informal’ methods of communicating in planning processes. Building on this situation, the project aims to diagnose actual conflicts and tensions within contemporary local planning. Through an experimental approach, we challenge the local plan’s current process and format. To do so, we investigate how the local plan can become an even more unifying and spatial communicative tool that can involve and address the many different actors who are in touch with the local planning process. With interest in quality in public urban spaces and in the built environment, we are concerned with the research question: **How can future local planning be re-democratized to become an engaging tool of communication and accommodate a changeable society?**

This master thesis is subdivided into two main phases. The first phase presents and analyses the theoretical frame and methodological overview that addresses the conflicts and controversies that exists across the fields of actors in local planning. As such, the first phase leads to the diagnosis of contemporary local planning which is mapped out in cooperation with the specialists. The second phase builds on the previous collected theoretical knowledge and sets out to remedy future local planning through two conceptual scenarios. The two scenarios are tested on a workshop held with the planning department of Kolding Municipality and discussed at a meeting with the Danish Business Authority in Copenhagen. Finally, the project develops into a concluding discussion, which compares and reviews the two scenarios and attempts to redefine a future direction for local planning in Denmark, opening up towards a forthcoming and Third Phase: Test. As an additional feature to the project, the Instagram profile @\_happyplan is concurrently used to assure coherence and consensus between the process and gained ‘results’. In that way, the purpose of Happy Plan is to create a *forum* for process development and a method to present it to the public.

This master thesis should be perceived as a pilot project and only a small contribution towards a more robust and long-termed local plan. Danish local planning as a practice and design method is something that should be challenged regularly to ensure that the system qualifies the urban complexity of present time and provide the best circumstances for future public spaces.

A special thanks to Ditte Bendix Lanng and Line Træholt Hvingel from Aalborg University for always thoughtful guidance and supervision, to Lene Lindberg Marcussen and Justyna Strzelecka Hansen and the rest of planning department of Kolding Municipality for constructive critique and feedback, to Copenhagen Municipality and Kristoffer Bækhoj Kejser, Magnus Haahr Nielsen, Søren Andersen from Roskilde Municipality for letting us discover and investigate the engine room of local planning, and finally to Bent Lindhardt Andersen, Christina Lohfert Rolandsen, Lilian Schmidt from the Danish Business Authority and Nikolaj Slot Simonsen from the department of the Ministry of Industry, Business and Financial Affairs for their much appreciated interest in this project.

We wish you happy reading – and feel free to colour!

Andrea, Anne Sofie and Emma

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I am driven by a desire to analyse, understand and explore the manifold juxtapositions in our cities. I want to shape urban landscapes and spaces that both take people and the longevity of our planet into consideration. For me, it is important to approach the urban field with a strategic focus and convey this matter into concrete design potentials. Often in doing so, I seek inspiration within the field of nature and the place-specific landscape and conceiving these into urban structures. I believe that rich collaborations push our thinking significantly. Hallelujah for knowledge-sharing!

My ambition is to create robust urbanism for present and future conditions. I am interested in the large urban context and overall strategic frameworks that determine the structures of everyday actions. Through urban design, I aim to find the underlying problems and potentials of spaces. In my opinion, urban design is a transdisciplinary and confluent field, which demands comprehensive methods to create coherence between the manifold variables of society.

My approach to urban design is mainly strategic and process-orientated. I am driven about making long-term development plans and solutions that can work in a changing future and society. I am convinced that cities call for being planned and developed with their users in mind - We must work towards a more collaborative approach to urban planning and design, as I believe that joined forces sparkes our ability to *imagine* and create new knowledge. No place is the same, and we must, therefore, cherish the place-specific potentials through *good* communication and storytelling.

As urban designers, we feel an obligation to fulfil the potentials of the urban environment, look toward new possibilities and challenge the agendas of modern society. We aim to stage future scenarios and focus on creating significance for the many. In that way, we are not controlled by commercial agendas or jaded by government policymaking, but fairly green and independent sprouts in the open, urban design field. The voices of our projects are playful and exploring, and we strive to communicate complex societal and urban problems through a simple language.

- |      |                                      |
|------|--------------------------------------|
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| 2018 | Internship at SLA architects         |
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- |      |                                      |
|------|--------------------------------------|
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# (Re-)democratizing local planning

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*Urban quality* in cities

*Communication* in local planning

*Process* in local planning

In the search to (re-)democratize local planning to become a more engaging tool of communication and accommodate a changeable society we strive to transmit selected theoretical knowledge from the urban design field to the practice of local planning. It is interesting to investigate the conceptualization of 'urban quality' in the public realm, as local plans are the fundamental instruments to determine architectural features and the phenomenological experience of an urban area. Additionally, we believe it is important to gain an understanding of which communicative methods that are applied in urban planning processes to secure urban quality in the public realm.

The conception of urban planning processes and urban quality in the public realm are approached through a wide range of theories and concepts by sociologists, architects and urban planners. Drawing from the specific knowledge of Moudon, Weiss, Rittel & Webber, Turnbull & Hoppe, Yaneva and Latour the first essay "A Wicked Frame" unfolds the underlying problems and fluid frictions that influence the planning process, opens up the debate of dilemmas which occur when working with fuzzy, wicked and inconstant parameters in local planning, and finally elaborates on the matter of obtaining 'urban quality' in cities. In Phase Two, the second essay "Controlled Freedom: Dualisms in local planning" develops into a reflective discussion and elaboration on the ethical questions of planning processes through the spectacles of Koolhaas, Solinis, Sorkin and van Toorn.

On the next page, the applied theoretical literature is highlighted and arranged alphabetically in relation to the buzzwords, which we have approached the project with.

Glossary

A  
A+ - the extensive and resourceful local planning process  
Adaptability  
Argumentation - lies the argumentation of decision making in the planning process?

B  
Bureaucracy  
Bottom-up processes

C  
City branding  
City quality  
Communication tools  
Conceptual approaches  
Contradictions in the planning process and the local plan  
Co-creation  
Copy-paste local plans - local plans are based on pre-written phrases  
Controversies in local planning  
Creativity

D  
Democratization agenda - is Danish local planning democratic?  
Design on the cities' terms  
Developing process  
Digitalisation - is the future of local planning digital?  
Disrupting local planning  
Diverse values in local planning

E  
Experimental design - the project has an experimental approach

F  
Factory of local plans - mass-producing local plans  
Fixed problems - are there things in the local plan we cannot change?  
Flexibility in local planning  
Future proofing of the public realm  
Freedom vs. control in local planning

G  
Gaardmand, A (2015) Dansk Byplanlægning 1938-1992

H  
Hierarchy in the planning system

I  
Informal plans - not legally binding plans used to control the process and ensure good communication  
Information overload - the local plan is heavy and complex  
International analysis  
Investigation - this project has an investigative approach

J

K  
Knowledge sharing  
Koolhaas, R (1995) The Generic City

L  
Laboratory - the local planning system has been investigated in a 'laboratory'  
Landscape of local plans -there exist various types of local plans  
Latour, B & Yaneva, A (2008) Give me a Gun and I will Make All Buildings Move: An ANT's View of Architecture  
Local authority plans  
Local process  
Local strategy

M  
Manifold experts  
Mapping  
Moudon, A.V. (1992) A Catholic Approach to Organizing What Urban Designers Should Know  
Multiverse - cities consist of many parameters

N  
The narrative of local planning - the lifetime and cycle of the local plan

O  
Ongoing 'rules' - the 'rules' of local planning is not fixed from the start

P  
Planning complexity  
Pragmatic determination - are informal plans pragmatic determinations to understand and control the planning process?  
Process urbanism  
Public participation

Q

R  
The right to our city?  
Rittel, W.J. & Webber, M.M (1973) Dilemmas in a General Theory of Planning

S  
Situational analysis  
Situational maps  
Solinis, G (2006) Utopia, the Origins and Invention of Western Urban Design  
Sorkin, M (2007) The End(S) of Urban Design  
Space-specific design  
Stabilisation factor in urban planning  
Synergy - is there a need for better synergy between the planning process and local planning?

T  
Time - does urban quality come over time?  
To plan or not to plan?  
Top-down processes  
Turnbull, N & Hoppe, R (2018) Problematizing 'wickedness': a critique of the wicked problems concept, from philosophy to practice

U  
Unauthorised planning  
Unstable parameters in the urban field  
Urban domain - local planning should be a part of the urban design domain and practice  
Urban language  
Urban tools  
Urban quality

V  
van Toorn, R (2004) No More Dreams?  
Vibrant future

W  
Weiss, K.L (2019) Kritisk By / Critical City  
Wicked problems  
Workshop - a way to gain new input and knowledge

X

Y  
Yaneva, A (2005) A Building is a Multiverse  
Yaneva, A & Heaphy, L (2012) Urban controversies and the making of the social

Z



Do you speak local planning?

# Phase

# One:

# Frame

Phase One frames the research and theoretical scope, which make the foundation for the overall analytical mindset of this project. With an investigative approach, Phase One sets out to examine the local plan as a democratic and communicative tool that *should* engage local and public interests through the planning process. Seeking to identify a common basis for the project, the opening essay "A Wicked Frame" provides a theoretical framework on how to accommodate the concepts of 'fuzzy' and 'wicked' parameters in local planning processes, opening up towards a debate on the matter of cultivating 'urban quality' in cities. Illustrated through case studies from Roskilde and Kolding, relevant interviews and mappings, Phase One ends with a summative text with a theoretical outline.

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# Essay One

## A Wicked Frame



The living urban landscape of Aarhus Ø

Our cities are built on controversies: energies and frictions that command rapid action, effectivity and progression. The visions of buildings and urban spaces are *fixed* and *anchored* to physical places, with the ambition to label projects 'finished' – as static objects, which you can wrap in paper and put a bow on. Seen from an urban design perspective we know, that buildings and cities are not static objects but moving and living projects, that ages over time, transform and are being modified in cooperation with its users and surrounding environment (Latour & Yaneva 2008). The built, urban landscapes are simply wicked, living and fuzzy. This we know, yet the built environment is due to settled and legal binding local plans that aim to picture urban quality and visioning through fixed agreements and stolid structures. Nevertheless, there arise conflicts between how planners and urban designers work with *imaginative* and *wicked* aspects in project development and finally attempt to stabilize it through heavy and legal binding local plans. In other words, we are facing a range of complex and important challenges, which call for new, future-facing tools, processes and methods. This short essay turns to the deeply wicked and conflicting demands in local planning and asks one of the most difficult questions of all: *What should these tools and processes do?*

- Towards urban quality  
There is a growing understanding, that environmental quality and improvement of everyday urban life are fundamental considerations when developing cities. Everyone has an idea of what a livable environment should be and look like, though the methods and roadmaps to reach successful urban spaces are quite difficult and bumpy. The essence of urban design is to create urban quality in the built environment, where *"urban designers are trained to imagine and execute schemes for the future"* (Moudon 1992). As such, this sounds fairly straightforward, however, the matter of 'urban quality' is not easy to put on a simple form. *The judgement of urban quality* is difficult to set as a formal decision to determine 'correctness' as the matter of 'quality' is a context-specific and subjective value, which is likely to differ according to the individual group or person's interests (Rittel & Webber 1973). Yet, we see tendencies in the reviewed literature, that urban quality is likely to be associated with conceptions like architectural aesthetics, livability, affordability, social and environmental sustainability and urban connectedness. In the book "Kritisk By / Critical City" (2019) the philosopher and architectural debater Kristoffer Lindhardt Weiss discusses the contemporary Danish welfare city together with a range of national speakers from the architectural field. They critically address urban thematics, such as; the city as a 'negotiation space', the conceptualization of 'livability' and 'the

right to space' attempting to rephrase the vocabulary when designing cities. In the essay "The 'Livable City' and Its Long Shadow" (2019) Tom Nielsen argues that there exists a populist trend of *branding* cities. To illustrate, conceptions as *sustainable*, *livable*, *democratic* and *green cities* are excessively being used to promote cities – something, which also can be an economically attractive goal for the city. The problems with these conceptions are that they are not defined specifically for the individual urban space but universals that are the same for all places. **What is interesting is that labelling cities with urban 'name tags' become a manner of applying and referring to 'urban quality' in the city context.** As such, it is observed, that contemporary cities desire relative quality phrases and labels. However, one might wonder, if urban quality in itself is something, which can be put on a specific form and actually be *labelled*. What if, urban quality is the *place specific* and is all characterized by *democracy*, something, which takes roots in the local environment and the voices of 'diversity' and, therefore, cannot be set to a definite 'tag'? It is stressed that the conceptions of 'tags' and 'labels' only works in combination within the specific context of urban space (Nielsen in Weiss 2019). The 'place focus' is linked to the cultural momentum of specific environments and emphasise distinctive urban 'characteristics', which can reassert the importance of local identity. Whether static or dynamic, interrelations, nodes and energies create the untamed sense of urban qualities (see also Albrechts 2004). The city is fluid and living, in that sense, we must work with its urban qualities as something, which is variable and transforming, hence the local plan must be stabilized to the place-specific context and fluid environment.

In the essay "A Catholic Approach to Organizing What Urban Designers Should Know" (1992) Anne Vernez Moudon sets an epistemology for the urban design field, as her framework illuminates the complex dimensions across the urban design spectrum and the necessity for interdisciplinary working methods and 'catholic' approaches. Hereof 'catholic' implies the comprehensive and holistic methods to what urban designers should know (Moudon 1992). Bold and pragmatic, Moudon argues what urban designers *should* know, emphasizing that there should be specific standards and foci for how urban designers should successfully perform and navigate in the 'unknown'.

As such, Moudon advances nine concentrations of inquiry, which stress the broad repertoire of references and normative knowledge, which urban designers need to concern *in the field*. The practice of urban design is a confluence of areas of expertise and Moudon's nine practices are examples of these. In the rational world, explicit standards and professional guidelines seem ideal and valuable, however, it is questionable to what extent the urban design field strives towards definitive conceptions and results. Additional urban theorists have stated, that the design of urban spaces cannot perceive as a normative fact and an exact knowledge as developing places is a living and fluid process. In the article "Dilemmas in a General Theory of Planning" (1973) Horst Rittel and Melvin M. Webber present the matter of 'wickedness' in the built environment. Where Moudon elaborates on specific practices of which urban designers should master to obtain urban quality and successful urban spaces, Rittel and Webber see the built environment as ever-changing parameters and inconstant frictions. This *wicked* concern is what leads this essay to the next step of conduct.

- Juggling wickedness  
The urban design field is interdisciplinary and unpredictable, wherefore it is questionable that one can put it on a simple form. Rittel and Webber argue, that the built landscape and its processes are never at rest and that *"planning problems are inherently wicked"* (Rittel & Webber 1973). They emphasise the problematic nature of societal problems and their solution, embedding that planning problems are wicked problems, meaning that there are no conventionalized criteria for 'a right solution'. *"Crucially, wicked problems were defined in opposition to what they were not: 'tame' or 'benign' problems, which are eminently solvable"* (Turnbull & Hoppe 2018). To the point, to find the wicked problem is thus the same as finding the very solution; this also means, that the problem cannot be defined until the solution have been discovered. Therefore, the very formulation of a wicked problem is the problem (Rittel & Webber 1973). As such, there are not true

or false answers for wicked planning problems, but the concern is to find alternative approaches for dealing with processes. However, this unclear perception of problems and spending time on finding them can seem exhausting and unnecessary to actors in the planning field, seeing that contemporary local planning is pressurised by progress, economy and time.

Further frustrations with the conceptualisation of 'wickedness' are proposed by Nick Turnbull and Robert Hoppe who criticize and problematize the 'wicked' theory of being *resistant to 'solutions'*. This claims, that the idea of wicked problems is too totalizing and promote an "*impossible idea of 'success'*" (Turnbull & Hoppe 2018). Meaning that the wicked problem idea unhelpfully resists analyses and progress, as it always comes back to the statement that wicked problems are not eminently solvable and *successfully* fixed. This boils down to, that Turnbull and Hoppe suggest a shift away from the wicked problem research agenda, and instead return to the established concepts of 'problem orientation', which strives for concepts of problems and solutions as the foundation for project development. By leaving behind the conceptual limitations of Rittel and Webber, new possibilities of working with planning processes from 'unstructured' to 'structured' arise. Whereas Rittel and Webber perceive planning processes without any stopping rule and as an ongoing process, Turnbull and Hoppe promote the need for practices that pragmatically deal with structuring the 'unstructured' with the aim of reaching productive agreements and *results*. What is also interesting is the area of tension which occur between the authors, which perhaps originate from their background of different professional competencies: Rittel and Webber are urban planners who seek for analytical systems that can approach many problems, whereas Turnbull and Hoppe come from a background of policy and social science; they are rational and pragmatic and perceive planning in the context of policy making and goal-finding, claiming that we need to move away from philosophical matters into terms of practice. In fact, if we turn to the legal local plan, it performs pragmatically and its nature is grounded to obtain absolute results. At this background, we see tendencies that the legal local plan juxtaposes its *iterative* and *problem-based* nature that is seemingly embedded in the planning process. Yet we argue that wicked problems are present dilemmas in planning processes and it is, therefore, crucial that these are treated and balanced in its final form. The great value of the local plan's pragmatic character lies in its focus on acting in the world and its ability to think through complex claims and problems. On the other hand, it cannot be ignored that planning processes cultivate exploration, experimentation, innovation and dialogical, plural and multivocal conversations, thus the attention to creative and challenging problems are crucial for the quality and development of urban spaces (Healey 2006). As such, the built environments and its processes are assemblies of manifoldness and beckon controversies and various values of interests. More to the point, one might say that planning processes narrate the reality, and it is the responsibility of the legal local plan to reflect and accommodate this – both the strengths, homogeneous and uniform consistent, but also the constraints, ambiguities and disagreements. In that sense, we cannot deny that planning processes are truly 'multiversal' and are policy landscapes of controversies and conflicts (see also Yaneva 2005). Acknowledging, that planning problems are *wicked* and everything in this world is fluid, unsettled and changeable; what, then, makes things happen? "*In the end, knowledge of urban design as practised and theorized, and knowledge of the city, as perceived, produced and lived in, must become intimately related*" (Moudon 1992). Building further on to the phrase of Moudon, we stress that it is possible to equate the *fuzzy* motifs and central themes of urban design with local planning. Local planning is never fully *closed* and at rest since there is a lifespan after the negotiated local plan. We cannot neglect that the world cultivates wicked problems, however, we need to learn how to *stabilize* and *juggle* these issues in reality, not per se as final results, but as structured energies that still enables future rotation and modification.

- Stabilizing the inconstant  
There is no such thing as isolated problems in planning processes. Conflicts and controversies are entangled and vibrant, as such, they are components



Graven / Aarhus


of inconsistent networks and structures (Yaneva & Heaphy 2012). As urban designers and planners, we need to understand urban planning in a nuanced matter, as the future is unpredictable and the environment is changeable. Based on the research and theories of object stabilization by Martijn Duineveld, Kristof Van Assche and Raoul Beunen, the final section of this short essay attempts to develop an understanding of how to balance and *stabilize* wicked parameters in local planning. Building on the knowledge of "nothing is necessarily fixed" (Law 2009) we are searching for methods that can lead to relative stabilization of problems (Duineveld et al. 2011). **However, we recognise, that in the rational world objects, conflicts and problems need to be fixed and anchored, to set formal agreements of policy and action.** Though objects are never entirely stable (Duineveld et al. 2011).

In the form of creative processes, planners and architects produce hundreds of drawings, models and sketches which become primal matters when developing urban environments, whereas creative tools and policy-making are methods to control and navigate through complex planning stigmas. Every time a new constraint or modification is to be taken into account – a zoning limit, a change in the financing scheme, a new concern of the client, a new brick fabric, or a citizen's demonstration – it is necessary to go back in the process and *capture* the constraint and make it consistent with all of the others (Latour & Yaneva 2008). However, this only leads to relative stabilisation as objects will reshuffle and re-bundle regularly during the life of an object (Duineveld et al. 2011). Duineveld, Van Assche and Beunen stress that through stabilisation techniques planners and architects can stabilize objects (or problems) in planning processes and even increase a level of *reversibility*. Turning to the Danish planning system the legal local plan is appointed as a final and pragmatic ending to a long planning process. In that sense, stabilization of objects in a planning process is an expression of a legal 'closure' which solely captures the present time of the urban environment. Crucially, the belief of 'one right solution', which one might argue that the legal local plan proposes, is, therefore, to be challenged. Gradual and stepwise stabilisation relates to the iterative and unique structure of planning processes and recognises the planning problems in the very environment. Acknowledging, that objects in planning processes are, in fact, unstable, it is still crucial to stabilize parameters to generate *action*.

Through this essay, we develop an understanding of the underlying problems and fluid frictions that influence planning processes. At first, we set to identify what the processes of local planning essentially should do. This leads to a theoretical exploration of urban design behaviour within local planning, a discussion on *wicked* problems and the matter of *stabilizing* parameters in planning processes. Through our work, we aim to contribute alternative processes and methods to local planning, where we believe, that urban development is not a standardised progression only moving forward with one goal, but a creative and iterative process that forms innovative and visionary urban spaces. To accommodate this, the future of local planning depends on stabilizing urban environments through comprehensive planning processes. More specifically, by way of conclusion, we propose the following five statements as summarizing the essence of our reflections:

- 1 The matter of 'urban quality' is likely to be associated with definitive and universal conceptions, however, it is stressed that urban quality depends on the locally-specific characteristics of a given place.
- 2 The practice of urban design is a confluence of areas of expertise, wherefore design of urban spaces cannot be perceived as a normative fact and exact knowledge.
- 3 We stress that the fundamental practice of urban design is equating with the motifs of local planning, as both practices deal with the structures, processes and conflicts in the built environments.
- 4 The built landscape and its processes are inherently *wicked* and therefore never at rest, this induces that planning processes are seemingly changeable and inconstant.
- 5 Though objects are never entirely stable, there is a societal quest and political demand for stabilizing planning processes. This should crucially be attained with a view to the context-specific character of individual urban space.



A photograph showing a dandelion plant with two bright yellow flowers growing from a crack in a grey concrete sidewalk. The plant has green, serrated leaves. To the left of the plant is a light-colored, textured wall. The sidewalk is made of large, dark grey rectangular stones. A small red and white object, possibly a piece of litter, is visible on the sidewalk near the plant. The overall scene is a close-up of the plant and its immediate surroundings.

Every time a new constraint or modification is to be taken into account – a zoning limit, a change in the financing scheme, a new concern of the client, a new brick fabric, or a citizen's demonstration – it is necessary to go back in the process and capture the constraint and make it consistent with all of the others.



# Procedure

Page 24

## Contact list

**Aalborg University**  
Daniel Galland  
Associate professor

Kristian Olesen  
Associate professor

**BOGL**  
Jens Linnet  
Landscape architect

**Copenhagen Municipality**  
Jakob Matzen  
Planner

Planner

**INSP**

**Kaospilot**

**Kolding Municipality**  
Kolding planning department

Justyna Strzelecka Hansen  
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Lars Uffe Hansen  
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Lene Lindberg Marcussen  
Planner

**MindLab**

**Roskilde Municipality**  
Kristoffer Birkebæk Kejser  
Project coordinator

Magnus Haahr Nielsen  
Planner

Søren Andersen  
Planner

**The Danish Business Authority**  
Bent Lindhart Andersen

Christina Lohfert Rolandsen

Lilian Schmidt

**The department of the Ministry of Industry,  
Business and Financial Affairs**  
Nikolaj Slot Simonsen

**Svendborg Architects**

The ethos of this very project is to be *investigative* and *curious*. Our collaborative techniques frame the backbone of our knowledge and research, as such, we strive to collaborate with people, experts and specialist that are *smarter* than us: people who can supplement our *knowledge bank* with technical and professional know-how and give us lucrative insight on local planning. We have conducted six in-depth interviews with planners, architects, team coordinators, ~~building construction managers~~ and other relevant stakeholders in planning processes. Crucially, we acknowledge that we are 'just' urban designers and not planners, who are experts of the legal and technical dimensions of local planning. We find learnings in *the real world*, and build our ideas on 'evidence' from reality. The core of the project is in that way in the habit of iterative questioning and exploring, testing answers and discoveries in relation to empirical evidence of one kind or another and in parallel refine and examine the collected knowledge. In itself, it is the practice of always questioning and testing that is the very essence of the methods in this project. In this section, we concentrate on the methodological approaches of the project and zoom in on the specific procedures and working methods, which are applied to illustrate the heterogeneous field of local planning.

- From pragmatic approaches to fuzzy relationships
- In the essay "Navigating in Heterogeneity: Architectural Thinking and Art-Based Research" (2011) Catharina Dyrssen stresses that the architectural and practice-based research landscapes have become increasingly multifold, heterogeneous and trans-disciplinary (Dyrssen 2011). She argues, that the changeable scene of architecture and design is difficult and *fuzzy* to navigate, however, through approaches of active construction, composition and communication of conceptualization we can systemize and stabilize research problems. The 'fuzzy' characters of these research questions embed problems that are impossible to define beforehand, as they enquire combinations of creativity and analytical strategies. Navigating in the 'unknown' is a part of the creative process, however, planners and designers seek new methods to *fix* problems. Turning theory into practice,

Page 25



Stabilizing research problems

this project aims to frame and map the dilemmas, schisms and problems that live in Danish local planning through a 'naive' and inexperienced mindset, to later construct a research question, which finally leads to qualified *scenarios* for future planning processes. As such, we are forced to reassess and rethink our beliefs and doubts in the flow of action when faced with practical demands that require us to act. Theory and practice are thus not separate spheres in this project but evolve together (Healey 2008). We see a tendency, that researchers tend to seek pragmatic approaches to systematise, construct and conceptualise complex situations. Followed by a habit of evading and avoiding representations of complexities and 'messiness' of actual situations and differences from the relevant field. Operating the practical field inherit unpredictable turns and disturbances. Where 'noise' is often being ignored and neglected, it is stated by the theorist Adele Clarke that differences and complications generate a more precise and holistic understanding in the research (Clarke, 2003, 556). The matter of unexpected turns and abruptions is key in this project, as it is the underlying dilemmas and problems that need to be found and elaborated to create an 'archive' of knowledge: "If knowledge is understood as a networking, continuous and collective field of action, it must be equally important to produce alternative perspectives, ideas, strategies and new questions, including the innovation of models and products, nor as final statements but as part of a shared action space extended over time" (Dyrssen 2011, 225). We cultivate alternative perspectives and dignify new possibilities of action, to qualify our prescriptions on how the local plan 'should be' is based on solid and valid foundations. Attempting to abandon totality and reality, we seek to incorporate *fuzzy logic* and *fuzzy relationships* as an acceptance of heterology of any research (de Certeau in Dyrssen 2011). Therefore, we need to be aware of how to cope with complexities without controlling them and find a fine balance for research and conducted empirical knowledge (Dyrssen 2011, 223). The diagram on the following page illustrates the methodological research framework of the project and how we step-by-step attempt to organize the 'unknown' into a system and practically navigate through fuzzy logic and fuzzy relationships.

**Step A** The Knowledge Bank presents the achievements of the collected knowledge as it contains the *professional* views on strengths and constraints in local planning from both local entrants and experts in the planning department. The conductance of empirical knowledge relies on mixed-methods of qualitative approaches such as face-to-face interviews, vox pop, case studies, analytical backtraces, site observations, phenomenological city walks and theoretical literature reviews. Apart from collecting and structuring empirical knowledge, the Knowledge Bank is created to set a direction for where and how to enter the field of local planning. The list on page 24 illustrates the contributors of the Knowledge Bank who have participated to build up a language of local planning.

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A Knowledge Bank

The research framework allows the project to have an iterative approach and accepting new knowledge as the project develops in relation to the previous and the following steps.

Phase One: Frame

**Step B** The second step focuses on tracing the individual set of values of the various actors involved in local planning processes. We are convinced, that everyone can be an interest or valuable actor as long as it makes a difference in the experience of the built environment. As such, there are no such things as isolated actors, as we believe, that all actors are relevant components of networks. Tracing the values of interests and drawing diagrams of relations, we interact with a more heterogeneous assembly of interest mappings (Yaneva & Heaphy 2012).

Page 86

B Values of interest

**Step C** 'Mapping controversies' is the first step towards a formal structuring of the content of the Knowledge Bank. In "Situational Analysis: Grounded Theory Mapping After the Postmodern Turn" (2003) Adele Clarke addresses the importance of mapping controversies and being true to the versatile circumstances of the research problem through *situational maps*. She claims, that the situational map is not intended as a final analytic product but a step towards integrating the empirical knowledge into focused research (Clarke 2003). By asking ourselves questions as; *Who and what are the situation? Who and what matters in this situation? What elements 'make a difference' in the situation?* we encapsulate the variety of ongoing controversy (Clarke 2003). When opening the debate up for more informed inspections and questioning we have the ability to lead to efficient and substantiate decision-making (Yaneva & Heaphy 2012).

Page 88

C Mapping controversies

**Step D** The fourth step of conduct sets out to diagnose the current state of local planning and problematize the research question for further research. In that way, we conclude on the previous analytical mappings and theoretical work and write a prescription towards further examination. Diagnosing the local plan also assemble a *theoretical frame of understanding* which outlines the 'field of tension' that local planning operates within, based on the previously described 'controversies' in local planning. The theoretical frame becomes in this regard a design guideline in order to accommodate the existing conflicts through the Second Phase: Scenarios.

Page 90

D Diagnosis  
Field of tensions

**Step E** By contextualizing and concretising our empirical knowledge to re-democratize local planning, we propose new strategic alternatives. The scenarios introduce two directions for future local planning with each of their foci. In this step, we brainstorm and develop on our analytical and theoretical framework and introduce our professional urban design 'treatment'.

Page 106

E Scenario 1: Plan A-Z  
Scenario 2: Plan Hack

**Step F** The two scenarios are performing as *examination designs*, which are open for restructuring and remodelling as they are discussed at a workshop with ten planners from Kolding Municipality and later at a meeting with the Danish Business Authority. Through a debating, reflecting and open-minded working process, we present the two scenarios and their characteristics to the specialists.

Page 110

F Debating scenarios

**Step G** The final step concludes on the project in a debating and reflecting forum and presents a conceptual epistemology for future local planning. As such, it is a methodological structure and pilot framework for further research and processing. In that way, the concluding discussion opens up to a future Third Phase: Test

Page 134

G Concluding discussion

Phase Two: Scenarios

Phase Three: Test

Instagram

@\_happyplan

Workshops

Den digitale lokalplan

Stop snyd med lokalplanen

Case studies

Koldinghave Kolding

Kildegården Roskilde

Contacts

Roskilde Municipality

BOGL

Kolding Municipality

Copenhagen Municipality

Aalborg University

The Danish Business Authority

Theory

Stabilization

Wickedness

Urban quality

Controversies

Utopia

Knowledge Bank

Phases

Supervision

Important dates

Weeks

Months and years

# Journal

The Journal illustrates the comprehensive schedule of the project and how the Knowledge Bank develops into two scenarios concurrently with the evolvement of Phase One and Two – always with ascending communication to the cloud: Instagram.

Interviews

Backtrace

Upload to Instagram

Line Træholt Hvingel

Ditte Bendix Lanng

AAU, The Danish Buisness Authority,  
13 June 2018

Dome of Visios, Aarhus, 9 September 2018

Vox Pop at Kildegården & local entrants

Magnus H. Nielsen

Kristoffer B. Kejser & Søren Andersen

Jens Linnet

Lene L. Marcussen & Justyna S. Hansen

Planner from Copenhagen Municipality

Kristian Olesen

Debating scenarios w.  
Bent L. Andersen, Christina L. Rolandsen  
Lilian Schmidt & Nikolaj S. Simonsen

Backtrace of process

Backtrace of process

Phone interveiw: Kristoffer B. Kejser

Phone interview: Lars Uffe Hansen

Debating scenarios w. the planning  
department of  
Kolding Municipality

Scenario 1

Scenario 2

Phase One

Phase Two

Phase Three

LTH and DBL

LTH and DBL

LTH

DBL

LTH

LTH and DBL

LTH

LTH

DBL

Semester introduction

Revised proposal & program

Pin Up 1

Pin Up 2

Exam 19 June 2019  
Deadline

05

06

07

08

09

10

11

12

13

14

15

16

17

18

19

20

21

2018

Feb. 19

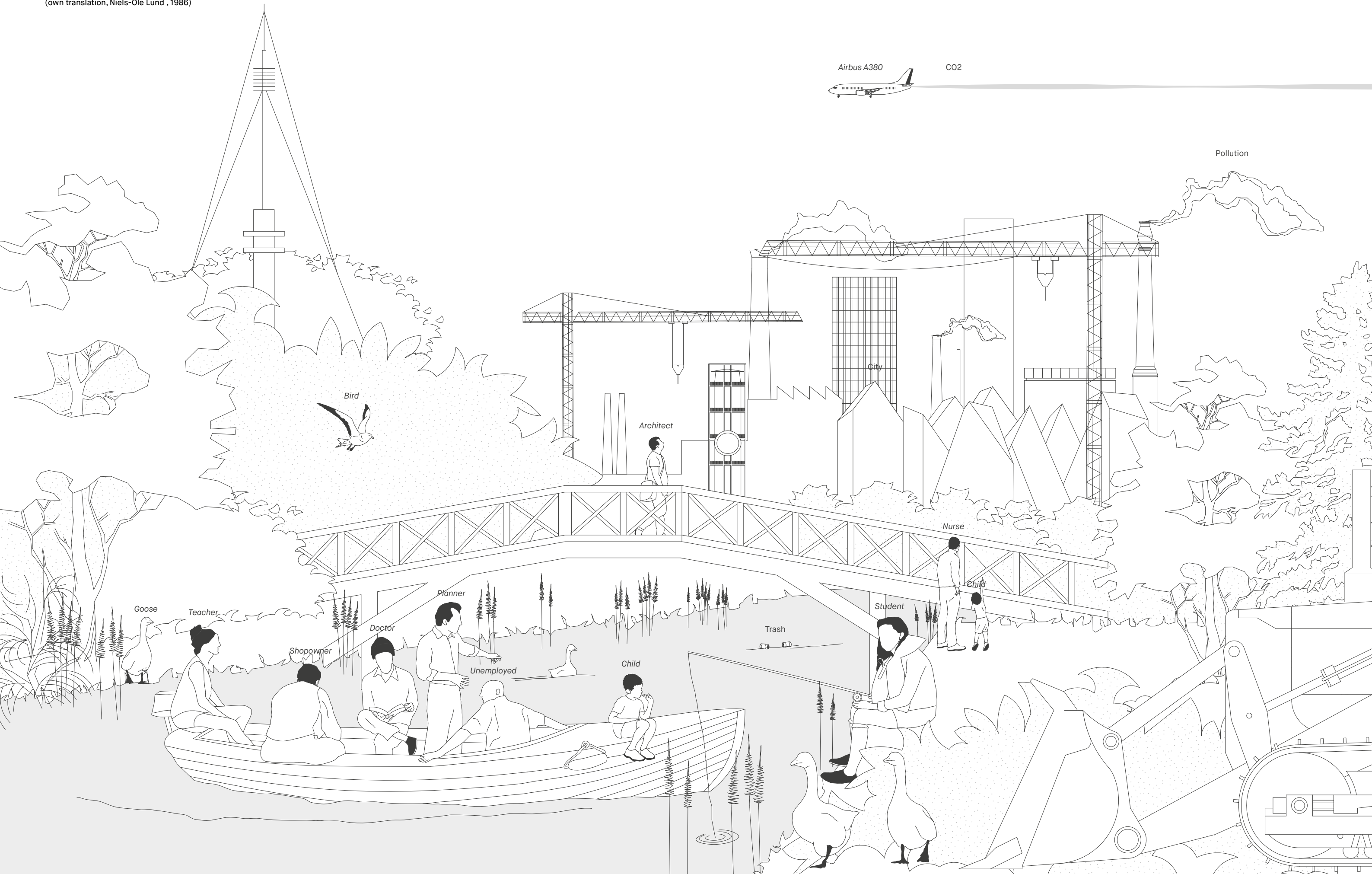
Mar. 19

Apr. 19

May 19

Surrounded by idyll, the Danish local planner rows around with his people, unaware of the big problems.

(own translation, Niels-Ole Lund , 1986)









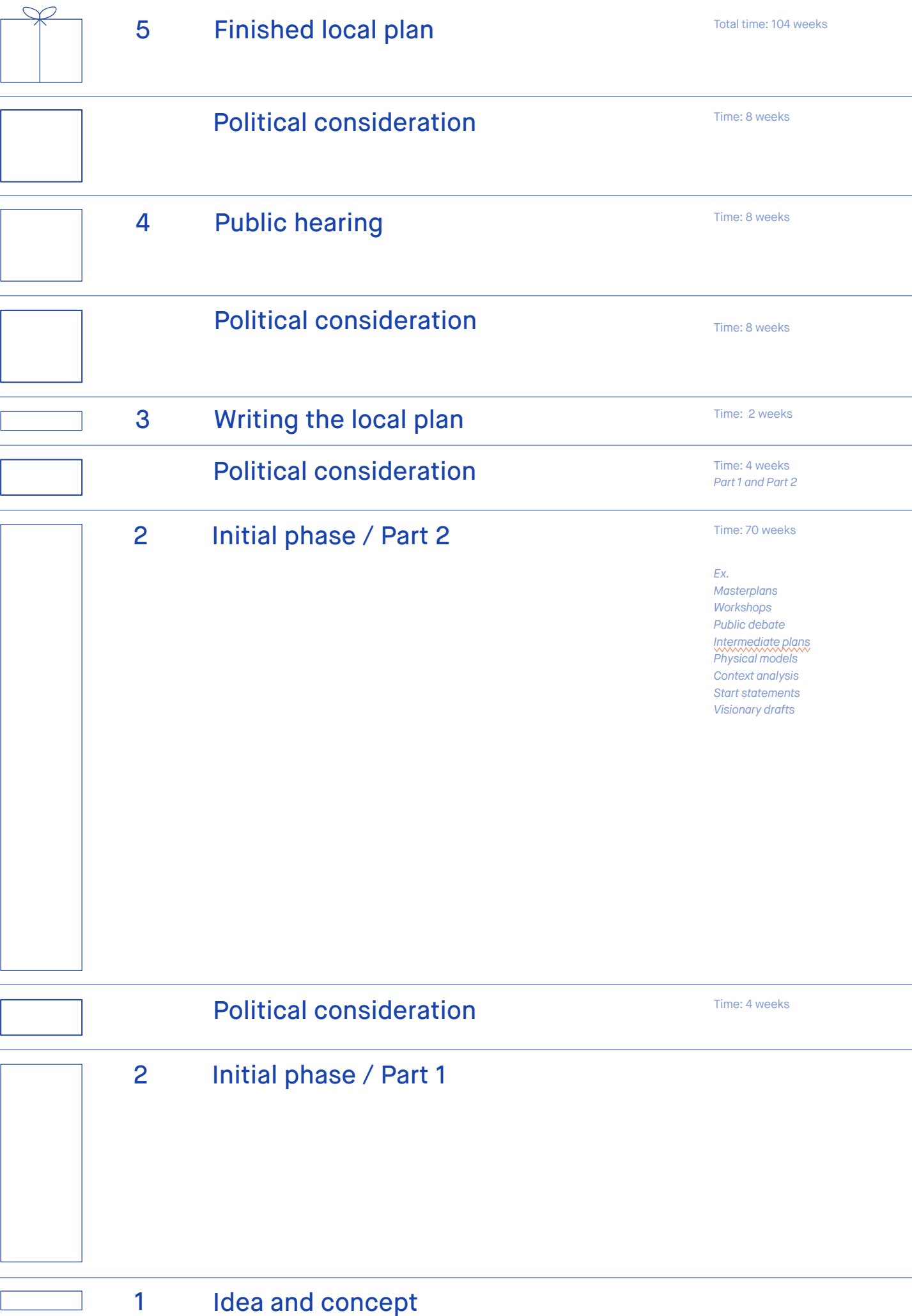
# The narrative

# X-ray of local planning

The city is full of contradictions and is a laboratory for modern life. The city stage both vibrant cultural events and frames activities of everyday life. But why are cities so different and unique, and what determines how cities emerge? Part of the answer lies with the city's many actors, who determine the development of the city. In Denmark, the state and the municipality are two of the largest actors when it comes to spatial planning, but also stakeholders and citizens take part in the discussion of future of cities (Systime A/S 2019). The legal local plan is a physical planning document used as an important instrument for decision-making and regulating the development of a given area. In the following text, we take an 'x-ray' of local planning to illuminate the narrative of the local plan as an instrument for controlling the built environment to frame and cover the main aspects that have affected local planning over the past decades.

- The 'Local Law' today  
The strength of the local plan is that it through a democratic process determines how a local area can be used and developed. Additionally, it states where property owners and others are permitted to act in a given area and neighbours know what to expect (Miljøministeriet & Naturstyrelsen 2012). However, local plans are passive planning instruments, because they solely regulate future conditions and not require property owners to act (Galland 2012). The diagram to the right 'the Process Tower', illustrates the many different *planning blocks* which determine a local planning process from start to completion. The first block is *built* from the very moment a developer wishes for an idea to be realized. At this stage, local plans are only mandatory "[...] if substantial changes are proposed in an actual environment" (Miljøministeriet 2012:24). The second block indicates the 'initial phase', which frames the first agreements towards a new build environment. As the diagram of the Process Tower illustrates, there is a broad use of internal communication forms in order to reach an agreement and match expectations between planners and politicians. These forms and methods of communication that are applied will be elaborated later. The third block is the period of writings. At this point, planning agreements are anchored into the formal document: the local plan proposal. In order for a local plan to be adopted, a proposal has to be in public hearing for at least 2-8 weeks. This leads to the fourth block: The period of a public hearing. This period is given for the public to submit their objections, comments or proposals for the local plan proposal (Miljøministeriet & Naturstyrelsen 2012). The fifth and last block is the final local plan. Today, local plans are manifested digitally as they are published at *Plandata.dk*. The digital system contains all the authority plans produced in accordance with the Planning Act, where both citizens and local authorities can access the plans. Most

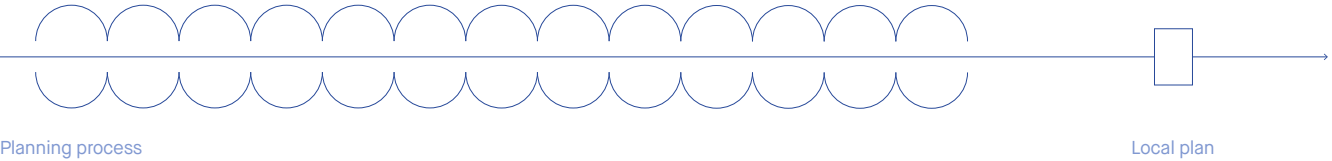
The Process Tower to the right illustrates a simplified and general take on the complexity of local planning processes.



local plans have up to four political considerations, where each takes typically 4-8 weeks (KL, 2017). Therefore, to ease the planning process and make it more efficient, some local authorities, such as Kolding and Copenhagen, work with particular categorisations of local plans: A-, B- and C local plans. The three types of local plans differentiate in the degree of political involvement, structure and planning procedure. In other words, A-local plans concerns extensive civic involvement and political awareness, which has to be enacted by the city council during the planning process. It seems present, that various local authorities and citizens several times have expressed namely the importance of representing a given area through modern technology, as for example 3D-modelling (COWI 2017). Presently, 3D-models are primarily used for graphical visualizations and renderings in the architectural field, but across nationalities, more authorities are starting to use 3D-models for cases regarding property management and local planning (COWI 2017). As such, there is a tendency, that local planning strives towards more modernized and technical methods of communicating volumetric and spatial urban developments. But before considering the future format of the local plan, the following section will investigate the development and history of the past fifty years in local planning.

○ A retrospect

In Denmark, the birth of local planning can be traced back to the 1970s, where the primary task was to regulate the physical growth in Denmark (Realdania 2004a). During the 1990s, Danish spatial planning was reframed into a single Planning Act (Galland 2012). *The Planning Act made a crucial shift in the structure of Danish planning by framing a clear spatial planning system with a strong decentralized division of responsibility alongside with reinforcing public participation in the planning process (Miljøministeriet & Naturstyrelsen 2012).* Herewith local plans are the foundation of the physical and built environment of the Danish planning system, as it is through the local plans that the strategies and politics of the local authorities are being discussed, concretized, given form, developed and finally accomplished ((Miljøministeriet & Naturstyrelsen 2012)). By analysing specific examples of local plans from the book “Local Planning Guide” (Lokalplanvejledning) by Planstyrelsen (1989), it can be stressed that local plans were originally used actively throughout the process as a communicative instrument between the municipality, citizens, business community, and various decision-makers. *“The main purpose of the dialogue was both to create a broad understanding of the content of the local plan and to ensure that the current planning needs were taken into account as far as possible in the planning process”* (own trans, Planstyrelsen 1989 pp.18). In paragraph §1 in the Planning Act, it is stated that spatial planning *“[...] must ensure the involvement of the public in the planning process as much as possible”* (Planning Act 2018). However, recent publications show, that the local plan and its current form generally lack comprehensive, explicit and understandable communication methods, both during public hearings and in its final format. As such, the format of the contemporary local plan is being criticized for being too detailed, technical and complex, leading to that only professional planners and perceptive citizens can navigate and fully understand the document (Realdania 2004b; Valstad 2017). One might wonder; *How is it that the local plan, which emerges from a democratic ideology and is born to conduct dialogue, becomes a legally binding document that most people cannot navigate and understand?* Since the implementation of the local authority reform in 2007, the Planning Act has, in terms of planning practice, delegated most of the spatial planning tasks and responsibilities to the 98 municipalities, meaning a higher degree of planning control of urban and rural areas (Galland 2012). Today, the Planning Act sets a wide agenda for concrete planning related to size use and specific locations of buildings, paths, colours and architectural aesthetics that the municipality must follow, rather than solely focusing on formalities (Lund 2016). Therefore, local plans tend to contain a high amount of legal paragraphs and regulations to ensure that it is not against any requirements of the law (Lund 2016). It is worth mentioning, that some municipalities, respectively Odense Municipality, has worked with a new unauthorized/informal planning level that lies in between the local municipal level and local plan, called *intermediate plans*



The diagram above conceptually shows the division between the comprehensive planning process and final local plan.

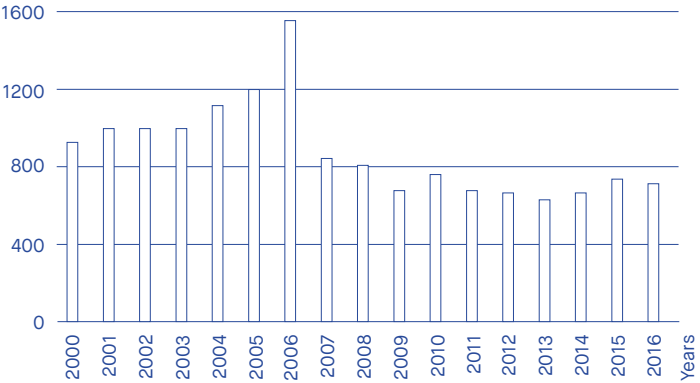
(trans. 'mellemløbsplaner'). Even though the intermediate plan level corresponds to a small neighbourhood or a port district that is larger than the area in the local plan it illustrates that Odense Municipality and other municipalities tend to search away from legal writing modes. In this case, at the Local Authority level, by supplemented the legal framework with qualitative statements about typologies, scale descriptions and landscape character to create a broader urban architectural understanding (see also 'Plan09, Odense Kommune', Lund 2009). What seems present, is that local authorities and planners seek other informal methods of communicating in the planning process, instead of using the 'formal' local plan as the communicative tool as it originally set to (Lund 2016). Looking at local planning at its current process the use of informal plans, such as master plans, start statements, 11-dot programs, physical models, visionary drafts, sketches and public debates, have emerged in the initial phase in response to the high demands of regulations in the law. Hence the noted informal plans in the diagram of the Process Tower. In fact, all these communicative informal tools have become increasingly important in order to create a broader understanding and dialogue of projects between citizens and local authorities, as well as in the exchange between local authorities and developers. However, the intermediate result and values of the process are not regularly reflected and integrated into the legal binding local plan. This raises an array of concerns. The first concern is that the local plan might represent a different description and picture of the project than was previously described and negotiated in the planning process. Secondly, citizens do not recognize the material in the local plan because of its heavy form and technical focus. With this in mind, there is emerging contrasting interests and conflicts between the planning process and the legal local plan. The local plan is an important instrument for controlling the Danish built environment as the process of local planning involves important public hearings and political dialogues. However, patterns show, that the legal local plan lacks communicative skills to the civic – this argues, *that the local plan is, in fact, not as democratic as it originally was intended to be.*



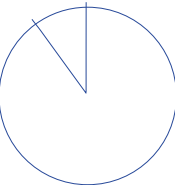
The selection of facts illustrates the number of local plans that are written annually, different local plan types and the content of the current local plan. The timeline maps significant years where changes in the planning system were adopted.

What	A local plan is a detailed plan with binding provisions for a particular area in the municipality.
Why	A local plan states to property owners where it is permitted to built and so neighbours know what to expect.
When	"[...] if substantial changes are proposed in an actual environment".
How	Contact the local authority.

What / Why / When / How



Number of local plans i Denmark from 2000-2016



90% of all local plans are project local plans

The Danish population lives in:

- 87% Urban areas
- 13% At the countryside and in small villages

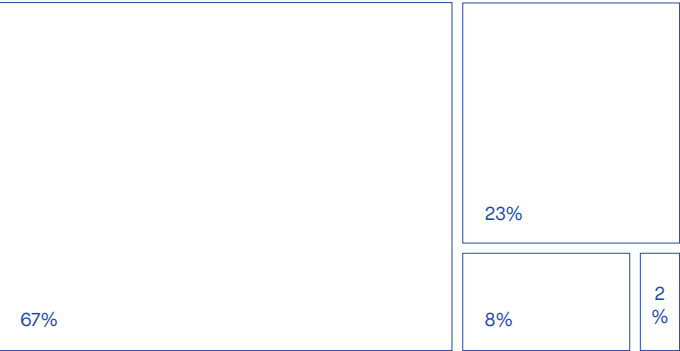


A local plan consist of:

A Report / Provisions / Maps

Estimated time for each phase in local planning:

- 67% Initial phase
- 23% Political hearing
- 8% Public hearing
- 2% Writing period



Number of local plans in Denmark in 2017

37,000

(KL 2017, Miljøministeriet & Naturstyrelsen 2012)

1970

1992

2007

2017


The Legislation Reform

The Planning Act

Local Authority Reform

Amendment of the public hearing period from minimum 8 weeks to 2-4 weeks



An aerial photograph of a harbor filled with numerous sailboats. In the foreground, modern multi-story buildings with glass-enclosed rooftop terraces are visible. The harbor is surrounded by a mix of residential and commercial buildings, with a dense forested area in the background. The sky is overcast.

When a local plan proposal is adopted, certain interests are enhanced and others are overridden. Values are chosen on behalf of the citizens, and most of the time planning is a matter of economics and politics. Planning is politics. It is predominantly local political decisions which draw the map of Denmark.

(own translation, Lund 2016)



Aalborg

Knowledge Bank

Step A

Aarhus

The following step sets to outline and identify present strengths and constraints, which lives within the frames of Danish local planning. The analytical approach is focused on a wide scaled collection of empirical data with the intention to obtain a realistic view to existing potentials and challenges in local planning. In order to do that, we are in close dialogue with both professional and local interest in the wide sphere of local planning. Discoveries and explorations from 'the field' leads to the Knowledge Bank, which contains thoughts and values of planners from Kolding Municipality, Roskilde Municipality, Copenhagen Municipality, citizens of Roskilde, Jens Linnet from BOGL, and Kristian Olesen from Aalborg University.

The first part of the chapter concerns an analytical backtrace of two cases; respectively of Kildegården in Roskilde and Koldinghave in Kolding. The backtrace analysis is conducted in order to understand the process, which leads to a legal local plan. As such, communicative fragments and elements from the two planning processes are gradually mapped out to understand the usage of *informal plans* as elements of conceptualisation, negotiation, design, dialogue and public involvement. Additionally, the backtrace is combined with relevant interviews with experts and locals, vox pops and site observations with the aim of achieving a wider perspective on the individual case study. The informal plans, which are used in the two processes, are deeply investigated to understand the area of tension between the planning process and legal local plan.

After the backtraces come further perspectives on local planning today based on a range of interviews, followed by an exposition of the values of interests and afterwards a map of controversies, which leads to a final *diagnosis* of contemporary local planning. In other words, the analytical approach is an attempt to examine the health and wellbeing of Danish local planning and determine its current 'temperature'.

Destinations

- Aalborg
- Aarhus
- Copenhagen
- Hjørring
- Kolding
- Roskilde
- Silkeborg
- Skanderborg
- Viborg

Kolding

Roskilde

Copenhagen





Let's talk about Kildegården

Roskilde



# Kildegården

Name

Lokalplan 631  
Kildegården

Where

Roskilde Municipality

When

October 2016

Area

38,835 sqm

Number of pages

56

Planner

Søren Andersen

Project manager

Kristoffer Birkebæk Kejser

Architecture offices

Svendborg Architects  
BOGL  
Regnstuen (engineering company)

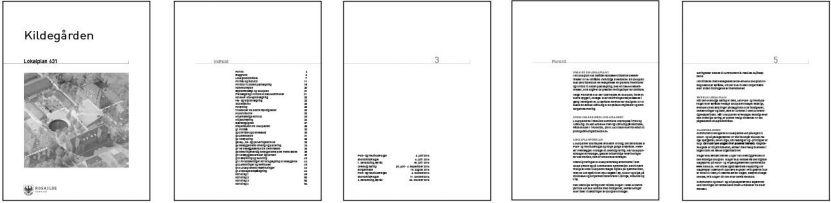
Status

Finished

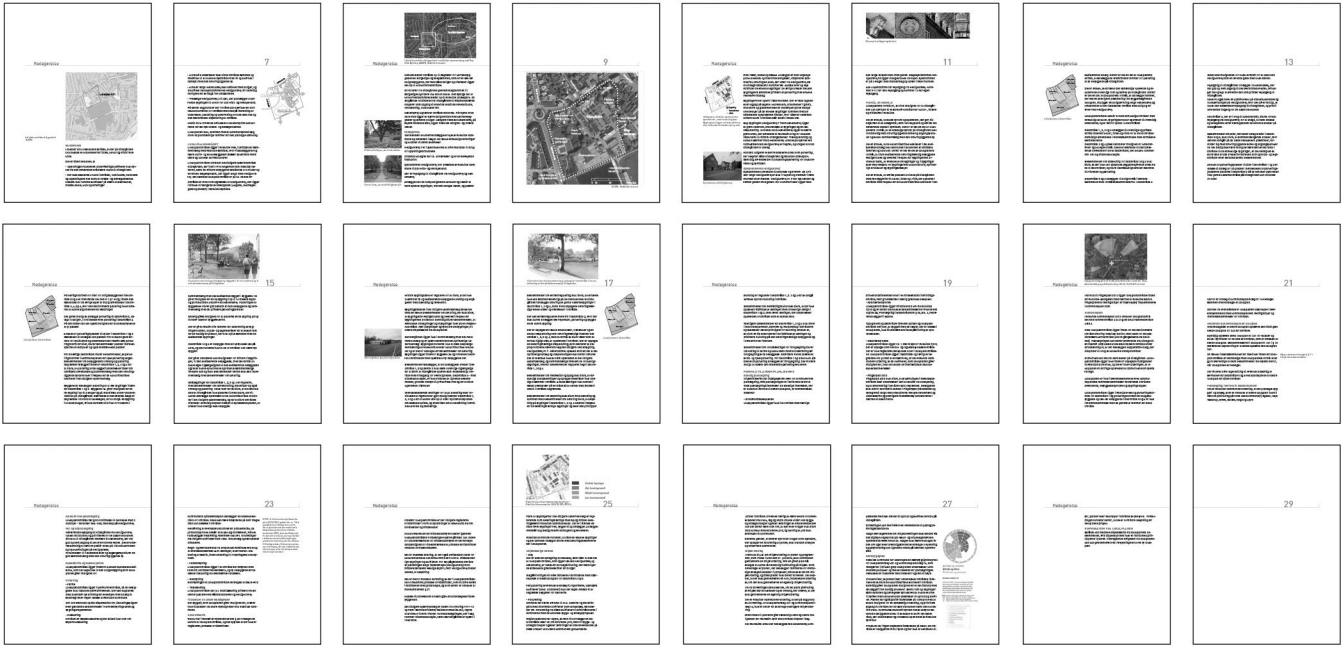
Surrounded by the old military barracks in Roskilde one will find the newly established culture area 'Kildegården'. With an establishment of two new buildings and a renovation of two already existing buildings, Kildegården has become a new central destination in Roskilde, which unites both culture, leisure, sports and student residences.

The local plan of Kildegården is based on an architectural competition from May 2016, where the winning team of the architectural competition consist of Svendborg Arkitekter, BOGL and Regnstuen. Examining the final local plan of Kildegården, which is illustrated to the right, it consists of various good elements. However, the structure of the local plan makes it difficult to navigate and understand especially as a 'common' citizen and 'non-professional'. To exemplify this; the written provisions in the local plan ("Lokalplan 631 – Kildegården" pp. 36-47) repeatedly refers to maps that are attached 20 pages further down in the local plan. Additionally, is the report in the local plan highly detailed and regularly lacks supportive images. To give an example; the written purpose of the project extends over nine pages with only six images, hereof two visualisations, one reference image and three identical maps. As a recipient, it becomes a struggle to create an overview of the overall vision and an effort to interlink this with the actual regulations and provisions in the local plan. The six images are symbolic attempts to illustrate the vision of the area, however, it is only a small representation of the narrative which has led to the vision.

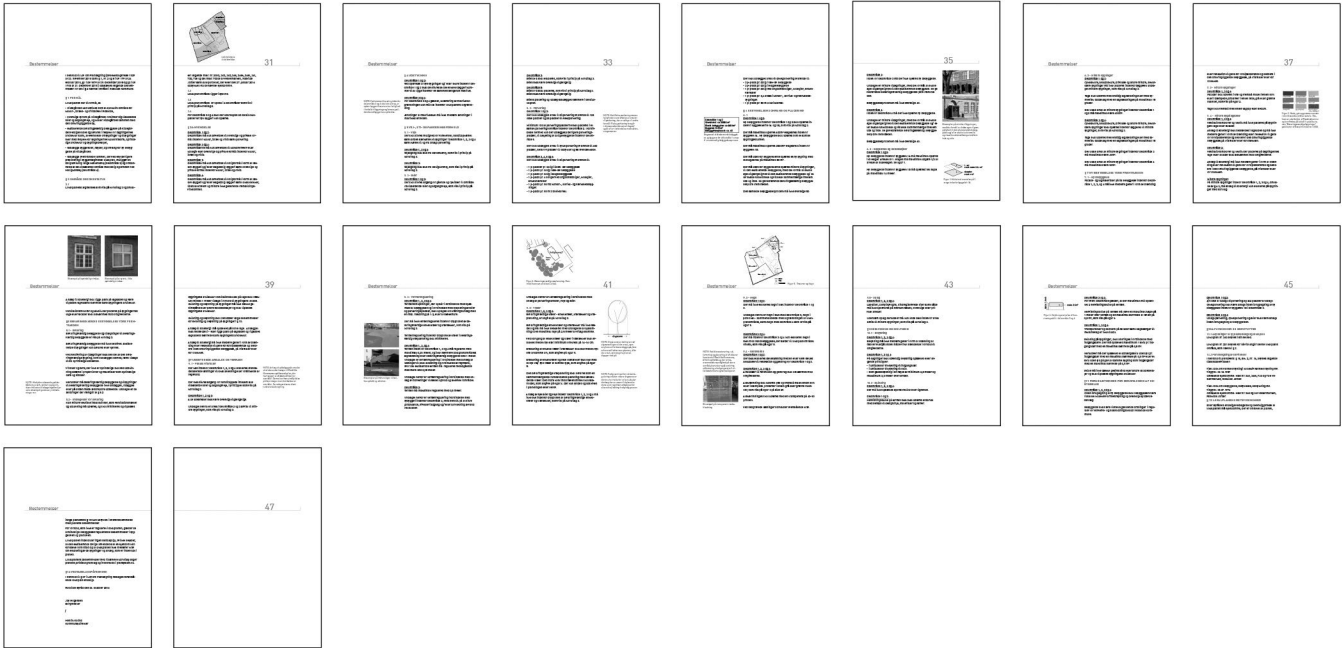
In the following backtrace analysis, we break down the planning process into individual steps as an attempt to elaborate on the narrative of how planners, architects, politicians, interest organizations and locals arrive at the agreement of Kildegården. Moreover, we zoom in on the informal and communicative tools, which are applied to communicate ideas and visions between the different actors. The planning process of Kildegården is an entangled network of various interests. Therefore, we entered an open dialogue with planners from Roskilde Municipality, who was in charge of the project development, to help us capture the essence of process material. Additionally, we gained information about the process by talking with the landscape architect, Jens Linnet from BOGL, local citizens and interest organisations. The backtrace analysis on the following page is structured into four thematics (*Strategic plan and masterplan*, *Architectural competition*, *The local plan*, and *Public involvement*), which are further divided into three process steps; 1. Analysis, 2. Idea and concept generation, and 3. Design development.



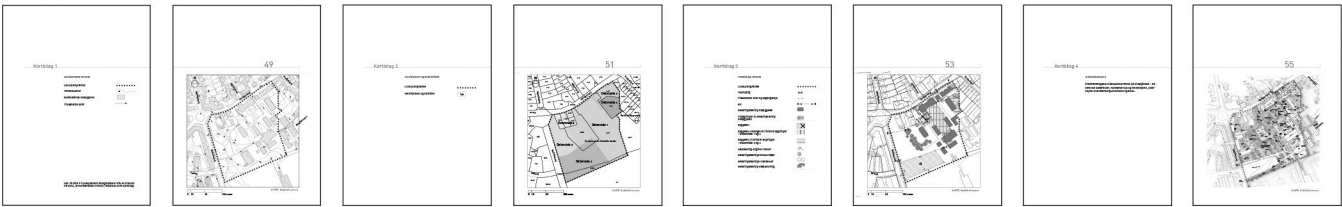
Introduction page 1-5



Report page 6-35



Provisions page 36-47

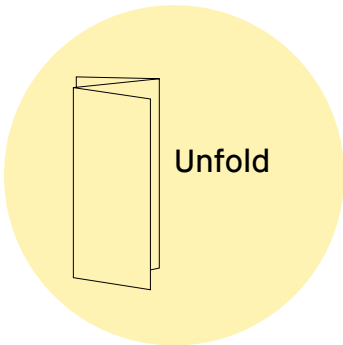


Maps page 48-55



Kildegården / Roskilde

- 1 Analysis  
The first material of the planning process consists of strategic maps, post-it notes from the public workshop and various in-depth analyses of the area, such as studies of urban history, environment-behaviour, typologies and mobility. These materials encourage a strong relational geographical imagination of the site and help citizens and decision-makers to reach agreements – or compromises (see also Healey 2004).
- 2 Idea and concept generation  
The next step of the planning process regards the idea and concept development of Kildegården. At this stage, the process material mainly consists of plans, diagrams, masterplans, sketches, visualisations and 3D-models made by the three different architectural teams which attended the competition. The visual material encompasses a powerful relational and spatial vocabulary that stimulates the haptic imagination and provides a strong image of the building-to-come (see also Latour & Yaneva 2012). Part of this phase also involves a public presentation and open debate of the winning proposal. Furthermore, the planners of Roskilde Municipality formulate a first draft of the local plan's content into a formal text-program ('11-dot program', Illustration 12a), which establishes a match of expectations between planners and politicians. At this background, it is notable, that the first draft of the local plan only consists of text and no images or illustrations.
- 3 Design development  
The third and last step in the planning process concerns the development of the legal local plan. At this point, it is seemingly paradoxical that the *volumetric* material of the vision and design phase is turned into legally binding and 'flat' declarations, where the provisions do not extend beyond the descriptive facts of *height*, *floors* and *building percentages*.
- Conclusion  
In conclusion, the backtrace analysis shows that planners and architects tend to use informal and creative methods to communicate ideas and visions during the planning process, however, much of the visionary and imaginative material is neglected in the final local plan and kept within the municipality. As such, the local plan tends to omit the work of artistry and 'urban character' that speak to the cognitive sense, as well as the polemics that occur among actors; city councils, architects, developers, interest organisations, community and citizens. **The local plan only provides an anesthetized version of an inherently visual process** (see also Yaneva 2005). This argues that the local planning process of Kildegaard generally seems democratic, due to its many levels of communicative involvement and methodological magnitude, compared to the descriptive and complicated outcome of the final local plan.  
When we started to make the backtrace analysis, we experienced that it was difficult to track and trace the process material. While searching for the material, we have come to notice that some of the rough and unfinished sketches and drawings no longer exist. We believe that there relies important substance, credibility and argumentation on the planning process, wherefore it is questionable why this material is not integrated into the final local plan.



KRISTOFFER BIRKEBÆK KEJSER, PROJEKTLEDER  
Hvem SØREN ANDERSEN, PLANLÆGGER  
Hvor KILDEGÅRDEN, ROSKILDE  
Hvornår 28.02.2019

Fil-navn KILDEGÅRDEN8.MP3  
Tid 01.06.34

Hvad er baggrunden for Kildegårdens udvikling?

KILDEGÅRDEN ER EN DEL AF ET STRATEGISK UDVIKLINGS-  
PROGRAM, 'DEN DYNAMISKE BYMIDTE' ⇒ 'KRAFTCENTER'  
FOR KULTUR OG IDRÆT. KILDEGÅRDEN ER ET 'PRESTIGE PROJEKT'  
HVOR MANGE AKTØRER HAR VÆRET INVOLVERET. LOKALPLANEN  
ER SKREVET PÅ BAGGRUND AF EN ARKITEKTKONKURRENCE  
HELHEDSPLANEN HAR FASTLAGT NOGLE RAMMER FOR  
OMRÅDETS UDVIKLING, SOM EN FÆLLES REFERENCE-RAMME

Hvad har lokalplanens rolle været i udviklingen af Kildegården?

LOKALPLANEN SÆTTER NOGLE RAMMER FOR HVAD DER  
FYSISKE KAN LADE SIG GØRE. ⇒ DEN VISIONÆRE PULS KAN  
IKKE FORANKRES I EN LOKALPLAN.  
DER LIGGER ET STORT ARBEJDE HOS PROJEKTLEDERNE/  
PLANLÆGGERNE AT 'KLÆDE' FORSKELLIGE AKTØRER PÅ -  
DE SKAL HAVE ET LIGEUGT VIDENSGRUNDLAG UNDER  
PROCESSEN.



Unfold



Hvordan har den indragende proces fungeret?

DET HAR VÆRET EN OMFATTENDE PROCES, MED MANGE  
FORSKELLIGE INTERESSER. INDDRAGELSEN LIGGER I  
VISIONSPROCESSEN OG ARKITEKTKONKURRENCEN, NÅR VI  
NÆRMER OS LOKALPLANEN ER DER IKKE PLADS TIL DE STØRE  
ÆNDRINGER. KILDEGÅRDENS VISION BYGGER PÅ EN WORKSHOP  
SOM HAR FUNGERET SOM RETTESNOR.  
ALLE KAN KOMME TIL ORDE I HØRINGSPROCESSEN...

Hvilke kommunikationsformer er blevet brugt i udviklingsprocessen?

TIL BORGERE OG ANDRE INTERESSER ER ET MÅNEDLIG  
NYHEDSBREV SENDT UD IFT. UDVIKLINGEN. ET POLITISK  
PERSPEKTIV: DE 'HOPPER' NED I PROCESSEN EN GANG IMELLEML  
DE SKAL TAGES STILLING TIL MANGE PROJEKTER AD GANGEN,  
DER ER IKKE MANGE REDSKABER TIL AT INFORMERE  
TIL POLITIKKERNE. EN UDVIKLINGSKOORDINATOR ER EN  
VIGTIG SPILLER I OVERDRAGELSESFASEN (SIKRE VISIONER)

Hvem JENS LINNET, LANDSKABSARKITEKT  
Hvor BOGL / KØBENHAVN  
Hvornår 25.03.2019

Fil-navn JENS.MP3  
Tid 00.47.36

Hvordan har processen omkring Kildegården været?

BOGL HAR INDDRAGET BØRGERNE I DERES UDVIKLINGS-  
PROCES. DER ER SKET STORE ENDRINGER FRA DEN  
GAMLE LOKALPLAN. ROSKILDE KOMMUNE HAR SKREVET  
ET PROGRAM DER TAGER UDGANGSPUNKT I DEN  
GAMLE LOKALPLAN - HVIS DER HAVDE LIGGET EN  
MEGET STRAM LOKALPLAN FORINDE, VILLE NOGLE  
MULIGHEDER VÆRET GÅET TABT...

Hvordan fungerer lokalplanen som et kommunikativt arbejdsredskab?

DET OPLEVES ABEREDE AT LOKALPLANEN ER ET  
DIALOGVÆRKTØJ - DOG KAN VI UNDGÅ 'DUMSTÆDIGE'  
REGLER I LOKALPLANEN, HVIS DEN VAR MERE  
DIALOGPRÆGET. MANGLENDE SAMKØBENDE PROCEJ:  
ARKITEKTERNE OPLEVER AT AGERE 'MELEMMAND'  
LOKALPLANEN ER OFTE UD FRA EN GENEREL BETRAGTNIN  
- DET KAN IKKE ANDET END AT BLIVE FIKKANTET →  
PÅ DEN MADE KAN DET SPÆNDE BEN FOR DET GODE BYRUM



Hvilke værktøjer og elementer er egnet til kommunikation?

MODELLER ER ET GODT VÆRKTØJ TIL AT KOMMUNIKERE MED BØRGERE - HVIS DEN SKAL BRUGES I LOKALPLANEN SKAL DEN OMSÆTTES TIL EN PLAN. DER GÅR MED GARANTI EN MASSE TABT I OVERGANGEN FRA PROCES TIL LOKALPLAN (DET ER SVÆRT AT OMSÆTTE PROCESSEN TIL ET 'SORT/HVIDT' JURIDISK SPROG).

Er der udfordringer i at gøre lokalplanen fleksibel?

DER ER EN FARE VED AT GØRE LOKALPLANEN FOR DIALOG ORIENTERET. → KOMMUNERNES VÆRKTØJ TIL AT FASTHOLDE EN VISION/KVALITET (Sikkerhedsnet). GRUNDEN TIL AT VI LÅVER ET STYRINGSPEDSKAB, ER AT VI IKKE SKAL VÆRE 'SMAGSDOMMERE'! DET ER FARLIGT HVIS DET HELE BLIVER TIL FORTOLKNING DEMOKRATISK FORANKRING ER HOVEDFORMÅLET - DET ER OKAY AT DET TAGER TID!

Hvordan arbejder lokalplanen strategisk?

DER GÅR EN MASSE TABT I NIVEAUET FRA EN HELHEDSPÅN OG NED TIL DE ENKELTE LOKALPLANER. I DEN BEDSTE VERDEN BØR POLITIKKERNE SE LÆNGERE FREM EN DE 4 ÅR MAN SIDDER PÅ MAGTEN...

A 'Vox Pop' is an informal format of an interview, where a series of randomly selected people are asked to give their opinion on a subject. On March 28th we visited Kildegården, where we asked pass-bys what they think of the urban space and their impression of the planning process. The purpose of the vox pop was, in that way, to listen to the voices of the city and the users of Kildegården.

Local citizen	"We cannot take part in everything which happens in our city, it takes a lot of time and resources to be engaged. Therefore, we chose to engage in things that have a specific influence on us and will have a real impact on our daily life."
Local interest	"We need to be informed better throughout the process, and we need to know when we need to take an active part in the planning process as citizens, especially when planning aspects relate directly to us."
Local citizen	"The local plan is not for girls."
Local citizen	"It is nice to be challenged by the professionals, such as planners and architects."
Local citizen	"I come to Kildegården every day and it is really beautiful, but unfortunately, I cannot see the good intentions in the area. Why is the surface of the playground made of a hard grit? And there is a lot of physical edges which make unhandy mobility."
Local citizen	"I prefer to be a part of the planning process at the end of the development and comment on more specific detailing."
Local interest	"I didn't read the local plan. But I wish I had so I could have protested against the red, hard grit surface on the playground."



Three boys



Hans Ole  
Birthe



Pernille  
Lilly  
Ole



Kristoffer  
Søren  
Andrea



Olav



Olivia





Let's talk about Koldinghave

Kolding



# Koldinghave

**Name**  
Lokalplan 0021-15  
Bypark Øst - Et boligområde

**Where**  
Kolding Municipality

**When**  
December 2018

**Area**  
5,000 sqm

**Number of pages**  
32

**Planner**  
Lars Uffe Hansen

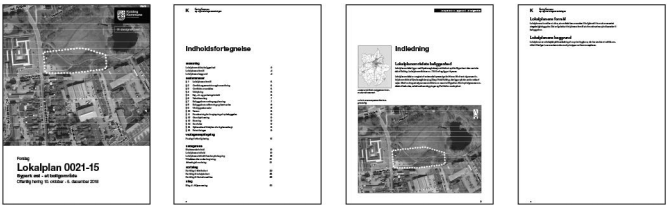
**Architecture office**  
CEBRA  
Raundahl & Moesby (developer)

**Status**  
Under construction

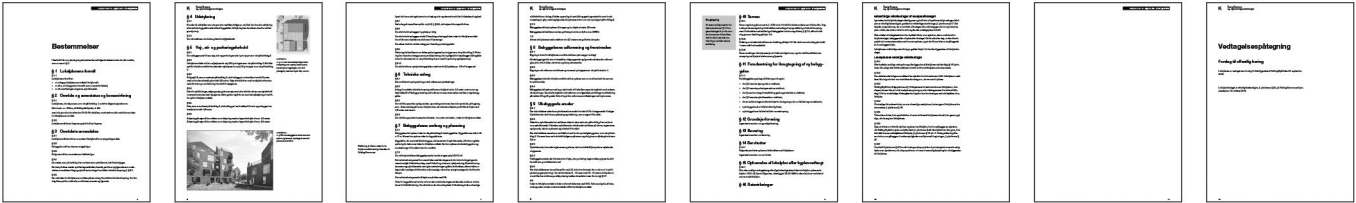
Based on the backtrace analysis of Kildegården, we identify that the local planning process contains various *good* communication forms, which stand in sharp contrast to the descriptive and narrow detailed character of the local plan. To verify this contrasting picture, we conduct a similar backtrace analysis of the local plan 'Koldinghave'. Koldinghave originates from an architecture competition established by Kolding Municipality in 2017, where CEBRA and Raundahl & Moesby was announced as the winning team three months later. The overall vision of Koldinghave is to provide the city of Kolding with six new residential houses that focus on the integration of the surrounding nature. The local plan of Koldinghave, which is illustrated to the right, is seemingly different from the local plan of Kildegården; the local plan of Koldinghave is short, manageable, less complex, and contains various illustrations that support the text.

In the following analysis, we divide the planning process into three steps and trace the materials that are used between actors to communicate plan-making, formal decision-making and implementation of Koldinghave.

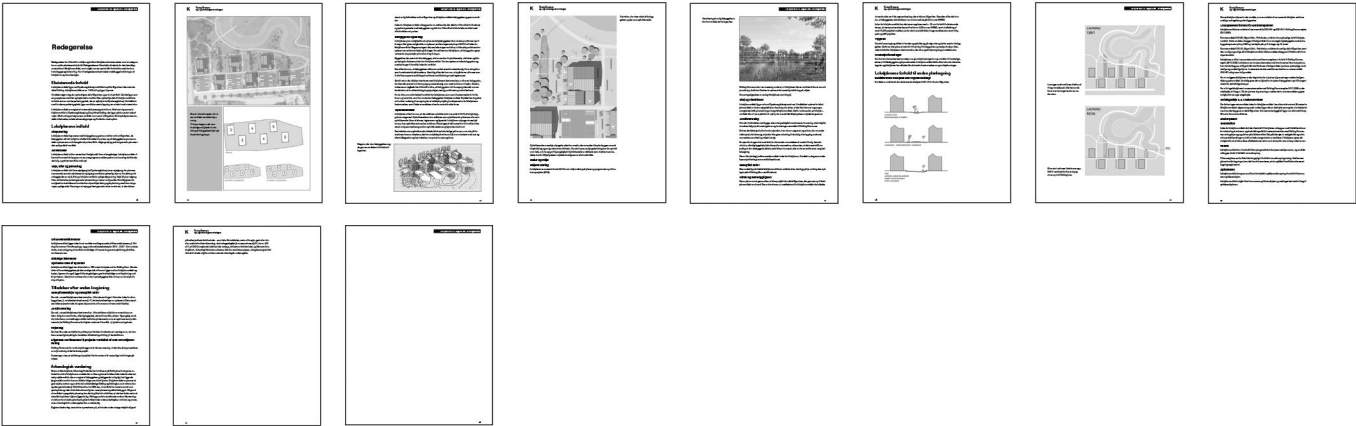
- 1 Analysis  
The first process material of Koldinghave contains various analyses in diverse scales, for instance, studies of mobility, climate adaptation, history and photo catering of the context area. Planners from Kolding Municipality use the analyses as important tools to understand the character of the specific area and to develop strategic proposals for further development as the material captures the specific strengths and constraints of the urban space (see illustration 1b-3b). Yet, most of the analyses are not accessible to the public as it is kept within the municipality. It can be argued, that there rests important knowledge and justification for sufficient decision-making in the analyse material, wherefore it is questionable why this information is not accessible to everyone.
- 2 Idea and concept generation  
The next step of the planning process regards 'idea and concept development' of Koldinghave. At this point, the process mainly exists of a masterplan, various visualisations, sun analyses, diagrams, plans, isometrics drawings and section cuts mostly made by CEBRA and Raundahl & Moesby (see illustration 6b-8b). The manifold materials and analyses are examples of how multiversal a planning process can be, for that reason, it cannot be ignored that every piece of material is valuable as it identifies the comprehensive structure and complexity of the project. As such, the material also supports decision-makers to obtain a greater understanding of the building-to-come.



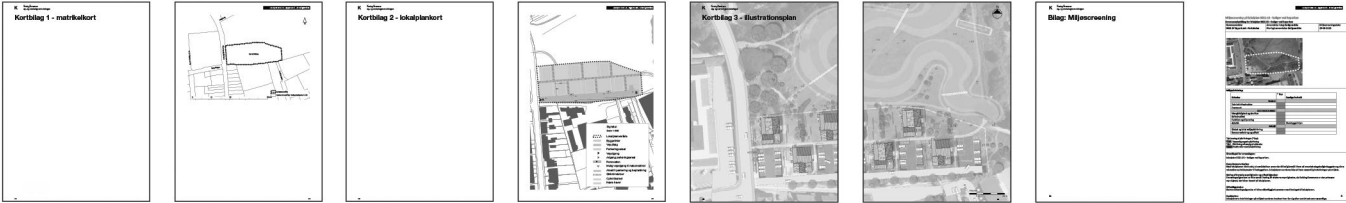
Introduction page 1-4



Provisions page 5-12



Report page 13-23



Maps page 24-31

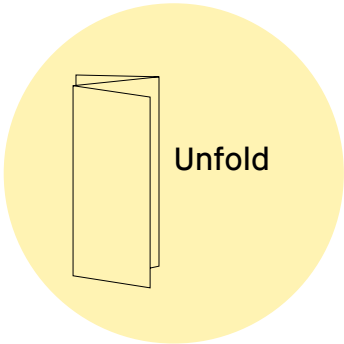




Construction site

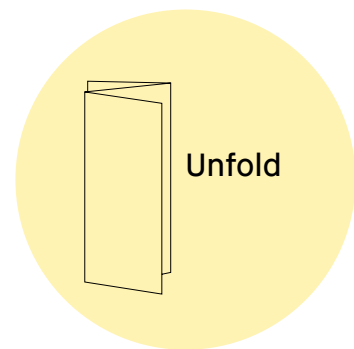
- 3 Design development  
The third and last step of the planning process concerns the development and final negotiation of the legal local plan. The visual material, which is applied in the local plan, is the same visualisations and diagrams as was used in the planning process. This creates coherence between the planning process and the local plan, however, the 'raw' analysis material and the narrative of 'how did we get here' is not fully reflected.
- Comparing Kildegården and Koldinghave  
The planning process and local plan of Kildegården and Koldinghave are fairly different from each other. Kildegården is characterized as a *prestige* project, which encompasses a large site area, buildings worthy of preservation, great public and political attention in the planning process, and various involved actors and interests. What is significant is, that prior the local plan of Kildegården prevails a democratic, comprehensive and complex planning process, yet the local plan is in itself *complex*; the local plan is overly regulated and 'wear both belt and braces', conceivably for the reason that there is a lot at stake at Kildegården and therefore it is 'better to be on the safe side' to make sure that everything progresses as planned. Whereas the municipality is the developer of Kildegården, Koldinghave is devised by the request of a private developer. The local plan of Koldinghave is communicative and clear in its vision, yet it still excludes a heavy 'proof' of the planning process. This induces that the local plan of Koldinghave appears solely as an instrument for realisation and not as an ongoing project tool. From the backtrace analyses, it is framed that developing local plans is diverse and every planning process is unique

We argue, that contemporary local plans increasingly become professional *monologues* instead of democratic and engaging processes for dialogical, plural and multivocal conversations. The analyses of the planning processes of Kildegården and Koldinghave have origin in fundamental *concentrations* of place-specific explorations (see also Moudon 1992), yet the local plan is definitively only a political document to legally approve realisation of developments. Informal plans and other analysing methods indicate practical and valid *tools* to stabilize a planning process coherently with it progresses, however, the local plan is presently only stabilized and regulated in one final step. Nonetheless, we must acknowledge that the great value of the local plan's pragmatic character lies in its focus physical implementation in the built environment and to operate many actor and controversies. Yet what is interesting is, that architects, planners and urban designers seek to creative, visual and volumetric communicative methods in planning processes.



# Perspectives on local planning today

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Kolding

Copenhagen

Roskilde

Aalborg

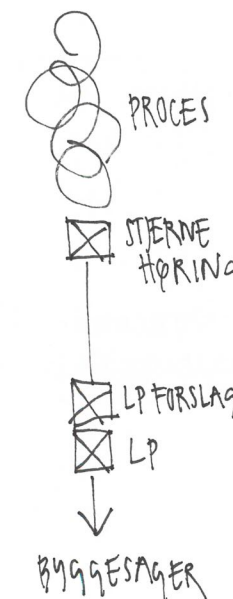


JUSTYNA STRZELECKA HANSEN, BYPLANLÆGGER  
 Hvem LENE LINDBERG MARCUSSEN, BYPLANLÆGGER  
 Hvor KOLDING KOMMUNE  
 Hvornår 22.02.2019

Fil-navn NYTORVISB.MP3  
 Tid 01.15.45

Er der en forskel mellem lokalplanlægning og lokalplanen?

DER ER FORSKEL PÅ LOKALPLANEN (FÆRDIGT DOKUMENT MED REGLER) OG LOKALPLANLÆGNING (PROCESPERSPEKTIV) LOKALPLANEN ER IKKE PROCESSEN, MEN ISTEDET MÅLET FOR DEN PROCES DER LIGGER FORINDEN...



STEMME OVERENS MED  
 ↑ LOVGIVNING

Hvad er hierarkiet i en lokalplan?

FORMELT SET ER BESTEMMELSERNE DET VIGTIGESTE REDEGØRELSEN ER MERE 'OVERFLØDIG' (SKAL VÆRE DER) DEN HAR DOG ET GODT INDHOLD HVIS DEN BRUGES KORREKT REDEGØRELSEN OG BESTEMMELSERNE SKAL STEMME OVERENS. REDEGØRELSEN ARGUMENTERER FOR BESTEMMELSERNE.

Hvordan bruges lokalplanen som procesværktøj?

LOKALPLANEN SKAL FORBLIVE ET DEMOKRATISK VÆRKTØJ! NÅR LOKALPLANEN ER SKREVET ER DET ET VÆRKTØJ BYGGE-SAGSBEHANDLERE BRUGER. DER KAN OPSTÅ BEKYMNINGER IFT. OMFANGET AF LOKALPLANEN HVIS PROCESSEN OGSÅ SKAL VISES. LOKALPLANEN KAN LIDE UNDER TIDSPRES IFT. POLITISKE HØRINGER

Hvilke inddragelsesmetoder bruges i lokalplanlægningen?

EN 'SYNOPSIS' BRUGES TIDLIGT IFT. FORVENTNINGSÆFTEMNING  
'STJERNEHØRINGER' ER ET INTERNT VÆRKTØJ IFT. FORVENT-  
NINGÆFTEMNING. NIVEAUET AF INDDRAGELSE VARIERER  
FRA PROJEKT TIL PROJEKT, MAN SKAL INDDRAGES DER HVOR  
~~MAN~~ MAN HAR EN REEL INDFLYDELSE. IKKE ALLE ØNSKER  
KAN IMØDEKOMMES...

Hvordan er overdragelsen fra planlægningsprocessen til lokalplan?

DER GÅR IKKE MATERIALE/INFO TABT MELLEM  
PLANLÆGNINGSPROCESSEN OG LOKALPLANEN, ISTEDET  
KAN DET GÅ TABT MELLEM LOKALPLAN OG BYGGESAG.

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Hvordan overdrages viden i planlægningsprocessen?

OVERDRAGELSE AF VIDEN I PROCESSEN ER PLANLÆGGERENS  
ROLLE 'BLÆKSPRUTTER' → INDSAMLER VIDEN. DER SKAL  
VÆRE ET GODT SAMARBEJDE OVER FLERE NIVEAUER.  
(DER KAN VÆRE UDSKIFTNINGER I LØBET AF PROCESSER)  
OPRETHOLD ENGAGEMENT HOS DE INVOLVEREDE, Gennem  
LØBENDE FORMIDLING.



Hvem Byplanarkitekt (35 års erfaring)  
Hvor Københavns Kommune  
Hvornår 25.02.2017

Fil-navn Nyoptagelse4.mp3  
Tid 00.57.24

Hvad er styrken ved lokalplanlægning?

At se projekter komme til live  
At være med til at sætte rammen for et  
nyt byområde

Hvordan er lokalplanlægningen bygget op i Københavns Kommune?

En lokalplan indgår 4 faser i København.  
Indledende fase har fokus på kommuneplanrammerne  
(bevaringsværdige bygninger, sigtelinjer m.m.)  
Intern hørst hørning inden opstart (startredegørelse)  
Udarbejder lokalplanforslaget (detaljeret plan)  
Lokalplanforslaget bliver offentliggjort på  
kommunens digitale platform 'bliv hørt'.

Hvad er udfordringer i lokalplanens format?

DET KREATIVE SKER I PROCESSEN FØR OG I UDARBEJDELSEN AF LOKALPLANEN. LOKALPLANEN ER ET OMFATTENDE OG KOMPLICERET DOKUMENT. (INDEHOLDER MANGE 'FLUFFY' BESTEMMELSER) I GAMLE DAGE SKROTFEDE MAN REDEGØRELSEN (LOKALPLANEN VAR KORTFATTET) FOLK FORSTÅR IKKE LOKALPLANEN, DEN ER PÆDAGOGISK. LOKALPLANEN ER MEGET BUNDET AF PLANLOVEN BØRGER SOM ER BERØRTE DELTAGER I DEBATTEN...

Hvordan ser lokalplanen ud i fremtiden?

LOKALPLANEN BLIVER DIGITAL. JO TIDLIGERE MAN KAN INDDRAGE FOLK JO BETERE. IFT. KOMMUNEPLANEN ER DET VIGTIGT AT FÅ FOLK TIL INDDRAGET IFT. BYDELE OG KVATERE.

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Hvem MAGNUS HAAHR NIELSEN, ARKITEKT  
 Hvor ROSKILDE KOMMUNE BYPLANLÆGGER  
 Hvornår 28.02.2019  
 Fil-navn GORMSVEJ.MP3  
 Tid 00.59.19

Hvordan fungerer lokalplanen som et kommunikativt arbejdsredskab på tværs af aktører under udviklingsprocessen?

PROCES  
 VS.  
 LOKALPLAN

DEN OPTIMALE PROCES: DER ER NOGET SOM HEDDER FORHANDLINGSPROCESSER OG SÅ ER DER NOGET DER HEDDER JURA. HVIS MAN SKRIVER LOKAL PLANEN FOR TIDLIGT, SÅ GIVER MAN BYGHERREN FORVENTNINGER OM AT HAN KAN FÅ ALT DET HAN DRØMMER OM...  
 REDSKABER I PROCESSEN: NABOVANDRING OG BORGERMØDER  
 INDBLIK I PROJEKTET OG DENS TANKER

Hvad er udfordringer i lokalplanens format?

HVIS LOKAL PLANEN ER FOR 'ÅBEN' KAN BYGHERRE UDNYTTE DET TIL SIN FØRDEL → LOKALPLANEN BLIVER DERFOR OFTE 'STRAM'. PROBLEM: LOKALPLANEN ER BLEVET EN UDVIDET BYGGESAGSBEHANDLING.  
 DET REDEGØRENDE STOF OG MILJØ SCREENING ER MEGET RESSOURCEKRÆVENDE. DER ER INGEN DER SYNES LOKALPLANEN ER SPÆNDENDE... KOMPLEKS PROJEKT = KOMPLEKS LOKALPLAN!

Hvor er der potentialer i lokalplanen?

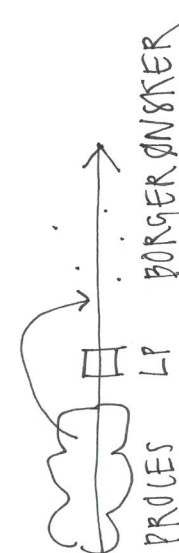
POSITIVE FORANDRINGER I BYEN = FORSIKRE STRATEGISKE  
PERSPEKTIVER, MAN 'LUKKER' IKKE BARE SIN MATRIKEL  
MEN FORHOLDER SIG TIL KONTEKSTEN. FORDEL I TIDLIG  
BØRGERINDDRAGELSE. LOKALPLANEN ER ET JURIDISK-  
FAGLIGT DOKUMENT - DET GIVER IKKE MENING AT HAVE  
INDDRAGELSE OMKRING LOKALPLANEN SOM DOKUMENT.  
NOTE: HA' EN GRUNDFORSTÅELSE AF AT TING ER FØRSKELLIGE



LEKTOR VED AALBORG UNIVERSITET

Hvem KRISTIAN OLESEN, CIVILINGENIØR FRA BY,  
Hvor AALBORG UNIVERSITET PLAN OG MILJØ  
Hvornår 04.03.2019

Fil-navn NYOPTAGELSEKRISTIAN.MP3  
Tid 01.07.10



Hvordan opleves lokalplanen som et robust og kommunikativt arbejdsredskab?

DER EKISTERER 2 PARALLELFØRØB: 1: VISIONÆRE OG  
ÅBNE DEL 2: DEN FORMELLE OG LEGITIME DEL. ER DET  
UHENSMESSIGT AT TRO, AT TO FRAGMENTERET SPØR  
KAN LEDE OP TIL EN SAMLET LOKALPLAN? BORGERINDDRAGELSE:  
BORGERNES INTERESSER ER 'FREMTID' OG STIKKER LANGT  
UDENFOR LOKALPLANENS RÆKKEVIDDE. - KAN VI GØRE  
PLADS TIL BORGERNES INDVIRKNINGER PÅ EN MERE  
RESPEKTUOS MÅDE, HVOR MAN VIRKELIG HØRER HVAD  
DE LOKALE Siger?

Hvad er lokalplanens styrke?

RETEN TIL AT BYGGE/BYGGERET (IKKE EN PLUGT)  
RETSIKKERHEDEN I LOKALPLANEN - DU VED HVAD  
HAR AT FORHOLDE DIG TIL.  
INVESTERINGSIKKERHED FOR DEVELOPERE, BYG-  
HERRE OG BORGERE - MAN VED HVAD MAN KAN  
FORVENTE AF DET BYGGEDE MILJØ I FREMTIDEN OG  
HVAD DER SKAL SKE I ET OMRÅDE.

Hvad er lokalplanens udfordringer?

LOKALPLANEN KAN VIRKE SOM 'EN KLODS OM BÆNET'  
SOM BLOT SKAL OVERSTÅES OG BLIVE SKREVET TIL EN  
BESTEMT SITUATION/PROJEKT/OVERGANG → MANGE  
'PROJEKTLOKALPLANNER' ER IKKE LIGE SÅ 'BREDE'  
OG RUMLIGE SOM TIDLIGERE. NÅR MAN VIL LAVE  
ENDRINGER SKRIVES EN NY LOKALPLAN (TUNGT OG  
RIGIDT SYSTEM) → HAR LOKALPLANEN MISTET SIN  
TILLID, HVIS MAN BLOT KAN LAVE EN NY SOM DET  
PASER?

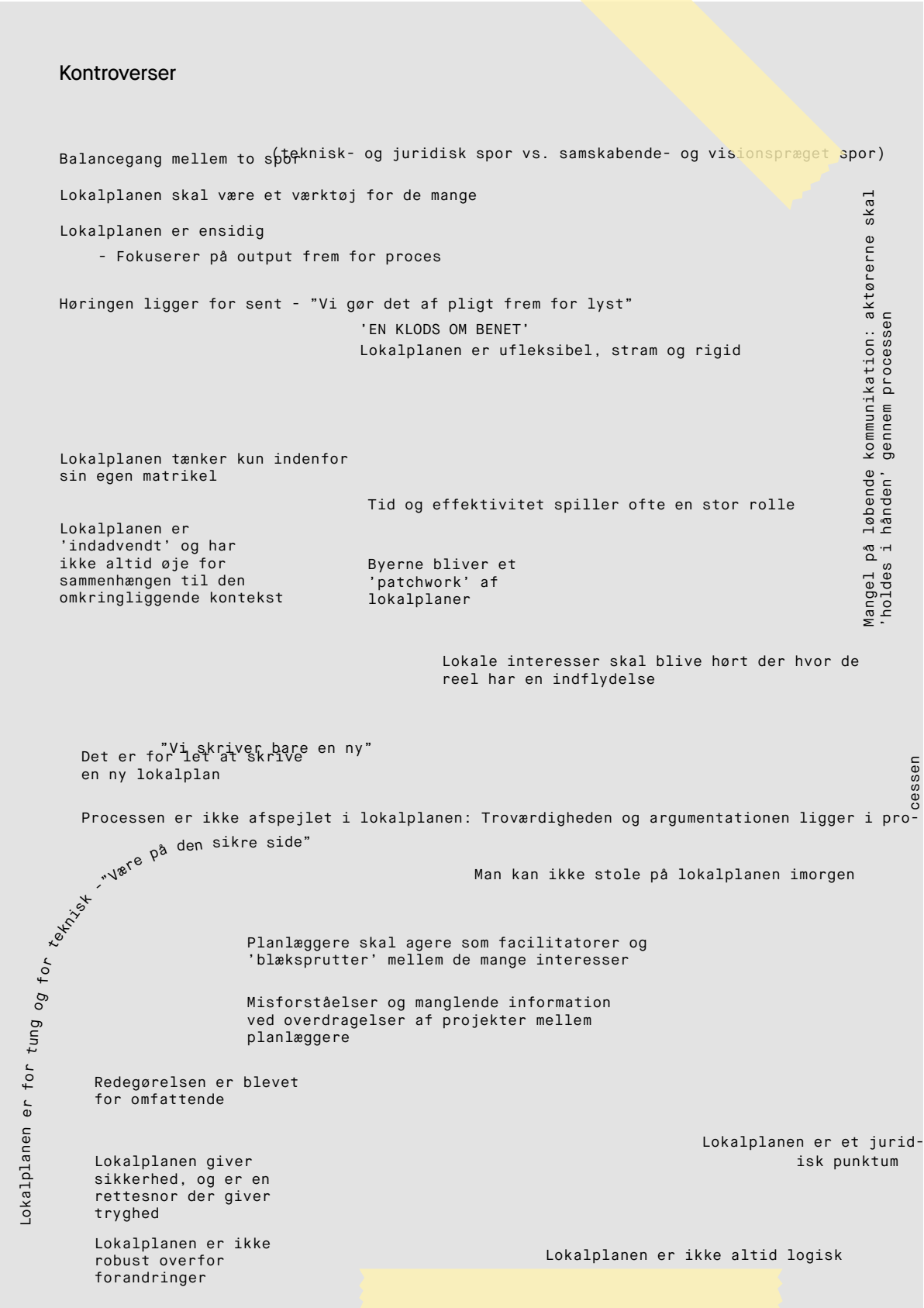
Hvordan ser lokalplanen ud i fremtiden?

PROJEKTORIENTEREDE LOKALPLANNER ENDER OFTE SOM  
FRAGMENTEREDE PROJEKTER → TÆNK STRATEGISKE  
SAMMENHÆNGE PÅ TATVÆRS AF PLANER. KAN VI  
GENERALISERE DETTE OMRÅDE, ALT ER FORSKELLIGT?  
HVORFOR HELE TIDEN LAVE OM? SIKRE KVALITET I FØRSTE  
OMGANG (TING TAGER TID...). STIL IKKE FOR STORE  
SPØRGSMÅL TIL LOKALPLANEN, EN BLØD/FLEKSIBEL LOKAL-  
PLAN KAN FALDE TIL SINDE...





On the basis of the conducted interviews, we organize the thematics and conflicts into categorisations. The poster illustrates the first draft of structuring the raw material and a step towards defining the controversies within local planning.



Raw material from internal workshop

# Values of interests

Step B

Page 86

Values, needs and wishes in the planning process operate various requirements, which differentiate on behalf of the individual interest. However, it is stressed, that there is no such thing as an isolated interest. Interest will always be entangled in a bigger network and the values will, therefore, have a tendency to be conflicting on many levels (Yaneva & Heaply 2012). Based on the interviews from the Knowledge Bank, the following matrix maps the statements and values of selected interests and traces the comprehensive *mesh* of relations in local planning. The matrix maps out a general perspective of conflicting opinions.

Moreover, we introduce the terms of 'hard' and 'soft' professionals. We believe, that everyone is a *professional* in a given area (see also Essay Two: "Controlled Freedom: Dualism in local planning", pp. 98), however, planners, developers and architects function as 'hard' professionals as they have crucial knowledge of the legal and technical aspects of planning processes, whereas politicians, citizens and interest organisations are 'soft' professionals as they do not hold the technical competencies of local planning. On the following pages, this analysis is further applied to map the existing controversies, which we have observed in the municipalities.

'Hard' professionals

- Very interested
- Interested

'Soft' professionals

- Very interested
- Interested

**Ongoing information**  
Clear and consitens information throughout the planning process

**Dialogue**  
Face-to-face dialogue between the involved interests

**'Soft' language**  
Local planning should have a 'soft' language

**'Hard' language**  
Local planning should have a 'hard' language

**Efficiency**  
Local planning should not be a long process

Planners

Planners often act as main authors and facilitators of local plans as they possess the overall overview of planning processes. For this purpose, planners must attain coherence in the respective planning process while juggling the co-creational and diverse facets of various interests. It is, therefore, necessary that planners understand the asymmetry of communicative behaviour and can, therefore, change roles depending on the given interest. Furthermore, planners also need to be adaptable in the planning process in case of unexpected changes.

Developers

A developer often serves as a launch pad in the planning process because of the wish to build in an urban area. As a consequence, developers are generally driven by fast results, efficiency and progress in local planning as financial aspects are usually at stake. Hence, early matching of expectations between the developer and municipality is essential in terms of investment security and the character of the urban space. Therefore, focused communication from planners is acquired to determine the framework of the local plan.

Architects

Architects are professionally related to the planning process and often use local plans as steering tools in the design phase. For architects, it is necessary to understand how flexible a local plan is and what is already legally bound and determined. Architects require coherent communication from the municipality and relation to citizens and other interests, which also are involved in the planning process.

Politicians

Politicians are 'broadly interested' in their cities and navigate across diverse political, economic, cultural and societal aspects. A planning process can, therefore, be seen as a single element in a bigger strategic picture. Politicians must, in fact, be able to jump in an out of various political processes while being acquainted with the individual planning framework. As such, politicians are not necessarily 'professionals' in the planning field, yet they need to be equipped for well-argued decision-making. This requires targeted communication and information from the planners in a 'non-professional language' and with a partially technical level.

Citizens

Citizens often tend to engage in local planning when it has subjective consequences for the environment they are related to. Furthermore, citizens usually demand clear and consistent information in the planning process and require to be informed when they can have influence. Additionally, the communication and information from planners to citizens must be in a 'non-professional' language.

Interest organisations

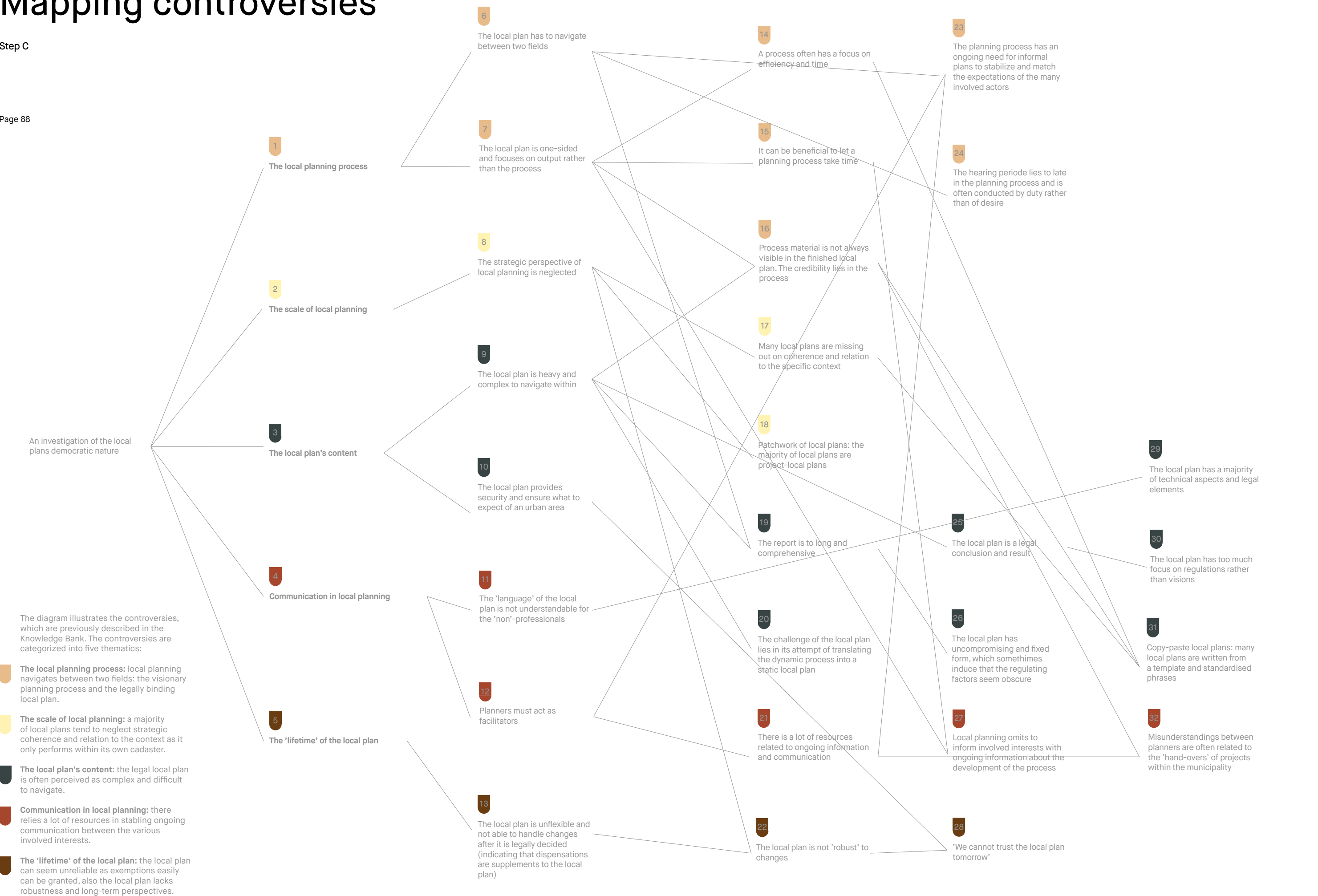
Interest organisation can both be 'professionally' and personally related to the local plan. In general, interest organisations often have the same values and needs as a citizen, however, interests are often more concerned with the impact the local plan will have on their business, institution or organisation. Opposite citizens, interest organisations usually have greater opportunity to actually influence the planning process as they obtain financial, political and strategic advantages. Furthermore, interest organisations generally expect trustworthy and ongoing information in a 'non-professional language', however, this depends on the individual interest.



# Mapping controversies

Step C

Page 88



# Diagnosis

Step D

In the first phase, we have identified three important matters regarding contemporary local planning in Denmark. Firstly, the built environment is fluid and living, in that sense, we must work with urban qualities as something, which is variable and transforming, hence the local plan must be stabilized to the place-specific context and the environment. Secondly, the system of local planning has become immune to changes in society and not been able to keep up with its time, this has inherited that the local plan has become heavily and technically loaded. Thirdly, we have observed and experienced a dualism in Danish local planning. As planning processes are *open*, *public* and *creative*, the legal local plan paradoxically excludes the communicative and visionary habits of the planning process for the benefit of *complicated* and *technically* bounded descriptions. This means, that most people find it difficult to understand and navigate the local plan as a legal document. What is interesting is that the contemporary local plan simply lacks anchorage to the planning process and juxtaposes its iterative and democratic nature. This induces a *mismatch* between the democratic requirements and the local plan as a final product, which crucially excludes the 'soft' actors to understand and interact with the local plan. It is, therefore, time to ask; *Is there a doctor in the room?* From an urban design perspective, we believe, that it is crucial to put form and volume into local planning as it stimulates the haptic imagination of urban spaces and communicates the importance of process material. This analytical knowledge leads us to the following diagnosis: *Local planning is fragmented and there exist a strong tension and incongruity between the planning process and the final local plan.* The diagram to the right illustrates the *field of tension* that local planning operates within. This theoretical framework helps us to understand the conflicting structures in local planning and with these aspects in mind, we approach the second phase with the aim to re-democratize local planning. Leading to the research question:

How can future local planning be re-democratized to become an engaging tool of communication and accommodate a changeable society?

Field of tensions

Process

Local plan

Process / Fluid

Result / Solid

Dynamic

Static

Investigative

Legal

Takes time

Effective

Unique

Copy-paste

All-sided

For professionals

Iterative

Controlling

Local planning

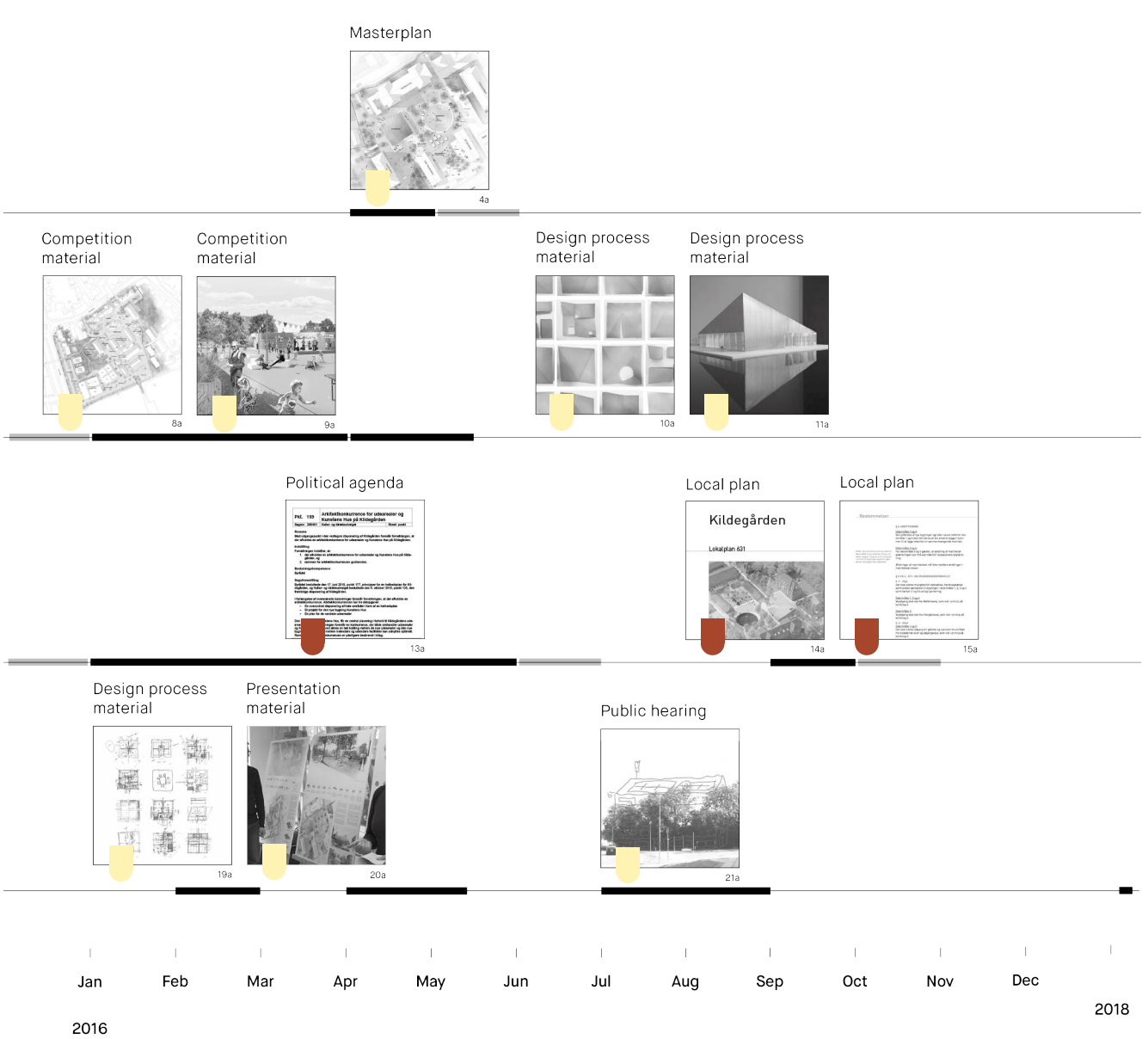
Diagnosis

Local planning is autistic  
Local planning is depressed  
Local planning has reached menopause  
Local planning is skitzofrenie  
Local planning is suffering from overweight  
Local planning suffers from a personality disorder



# Field of tensions: Kildegården

The diagram illustrates the backtrace of Kildegården 'tagged' with the theoretical framework of 'Field of tensions' (pp. 91). The majority of the pictures are tagged with the yellow colour, which indicates elements that relate to the 'process orientated' side of the planning process. The red tags, on the other hand, characterise the elements, which are connected to the 'final' local plan. This unbalanced distribution of yellow and red tags emphasise the fragmentation in contemporary local planning.



Process

Process / Fluid / Dynamic / Investigative / Takes time / Unique / All-sided / Iterative

Local plan

Result / Solid / Static / Legal / Effective / Copy-paste / For professionals / Controlling





... Is there a doctor in the room?



# Phase

# Two:

# Scenarios

Phase Two opens up with the second and final essay "Controlled Freedom: Dualism in local planning" where we check the *reflexes* and elaborate on ethical questions in local planning. Building on the previous collected theoretical and empirical knowledge, the next step of this project sets out to outline two conceptual scenarios and puts form and volume to the local plan and its process. The two scenarios are further discussed and examined on a workshop held with the planning department of Kolding Municipality and later in cooperation with the Danish Business Authority. Finally, the project develops into a concluding discussion, which compares, debates and reviews the two scenarios and attempts to redefine a future direction for local planning in Denmark, opening up towards a forthcoming and Third Phase: Test.

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Scenario 1: Plan A-Z	116
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# Controlled Freedom: Dualisms in local planning

The nature of contemporary Danish local planning is paradoxical. There is an increasing demand for heavy, technical and legal descriptions, and these tend to work against creative and visionary aspects, which are present in the planning process. The quest for 'urban character' is substituted with 'flat' declarations and statements that exclude the learnings of the planning processes. As it is, the local plan breaks with its solid democratic origin and instead turns to complex 'pseudo'-planning processes that lack communication to the public.

We believe, that we need to reflect on the contemporary planning paradigm and its approaches to redefine what kind of urban spaces we want in our cities. Therefore, we now take a critical turn and reflect on the ethical questions of local planning to set a forward direction for the future. Building on the knowledge of existing controversies and tensions in the planning field, this final essay brings the conflicts to a head and through the spectacles of Sorkin, Koolhaas, van Toorn and Solinís we attempt to elaborate on the questions: *How much should we design? When are we designing for? and Who should have voice and impact?*

sets a mediocre level of what urban spaces should be. The lack of urban visioning and utopian dreams in local planning has made us wonder if local planning actually is a risk of *adequacy* or *imagination*? As designers, we have a responsibility to create healthy, sustainable and livable spaces for the future, however, to make this happen, we must acknowledge that planning processes are dominated by economy, time and policies. Hereof, the ultimate paradox is, that planning processes are controlled by the projective practices of capitalism and limited by bureaucracy. However, only a few people have so far been prepared to rethink the structures of local planning in interaction with the concept of democracy (van Toorn 2004).

Clash of conflicts are everyday ventures in planning processes, yet we know, that oftentimes conflicts will be stabilized during time and agreements or compromises between actors and interests will be reached. Local planning processes depend on legal demands and policy action, however, one might wonder, if planning processes rely too heavily upon individual policy decision-makers. What if relationships between policy and planning were always fluid and flexible, and built environments were seemingly generic and open towards civic opportunities and urban diversity? This critical thinking is what is being unfolded in "The Generic City" (1995) where Rem Koolhaas theorizes the quality of *uncontrollable spaces* as he perceives the city as a living cell, which scales, systemizes and forms and that planning, therefore, becomes redundant. At first, Koolhaas declares 'urban identity' dead, as he states "*Identity is like a mousetrap in which more and more mice have to share the original bait, [...] The stronger identity, the more it imprisons, the more it resists expansion, interpretation, renewal, contradiction.*" (Koolhaas 1995). He argues, that the consistent search for 'urban identity' actually chokes the life out of the cities. Furthermore, Koolhaas highlights the paradoxical quality in the generic and unpredictable, wherefore cities should lose the excessive search and overstimulation of character and urban quality and instead form spaces that cast off the inhibitions. From another point of view, Roemer van Toorn argues that "*Dreaming about utopias has lost its appeal*" (van Toorn 2004). By this means that the everyday narrative of cities have become so rich on fantasies that dreaming of a different world outside the existing becomes unnecessary. In consequence, we have forgotten about *utopia* and instead buried us in the rational world of the 'pragmatic' as we unrestrained have let cities expand. Van Toorn stresses, that utopian dreams are necessary in order to develop urban spaces that reach *beyond* the status quo. Instead of growing cities of differences, we should vivify a paradigm of *sameness* and

Status quo: the *mediocre* level of contemporary urban spaces.

Planners, architects and politicians strive for *adequate* city spaces, which induce rapid and random urban developments. It is, therefore, time to make normative efforts when developing urban spaces. We must return to the importance of citizenship, democracy and urbanity as important agendas in local planning and in the purpose of obtaining urban quality in the public realm.

- Juxtapositions in the public realm
- In the previously presented theoretical framework 'Field of tensions' (pp. 91), we propose two conflicting natures of local planning, indicating that Danish local planning simply pulls in opposite directions. Additionally, we have observed, that the outgoing communication to the public inherited in the planning process is often neglected in its final form. This dilemma has made us question, what is left when communication and creativity are stripped and neglected? To the extent that creativity and visioning are derived from co-creational processes of democratic negotiation, we find it significant that this manifold knowledge is also bounded and reflected in the output of the local plan. Nonetheless, this calls for new approaches to how we work with local planning and strategies across disciplines and interests.
- Time after time we see urban spaces that act contrary to the expectations and simply deliver below the quest of urban character. In the article "The End(s) of Urban Design" Michael Sorkin even announces the death of urban design as a discipline. He stresses, that urban design has reached a dead end as a result of the disjunction between its theoretical basis and its practice. "*Urban design is an increasingly rigid, restrictive, and boring set of orthodoxies*" (Sorkin 2007) as contemporary urban design leaves no room for the unpredictable, though it struggles between the manifestation of reality and mediocre visions. We stress, that current local planning only

*supra-individual responsibility*. Seen from the perspective of van Toorn, the contemporary cities are infected by the parasitic of iconography and speedy city development, and perhaps the philosophy of the Generic City is what, in fact, cultivates this. Whereas Koolhaas recognizes the value of untamed and 'out of control' cities, van Toorn calls for less flexibility and diversity in the processes of developing cities. Van Toorn stresses that it is essential to pay attention to the collective interests of socio-cultures, instead of cultivating the current '*blind pursuit of the market*' (van Toorn 2004).

The current problems of fragmentation in local planning induce urban spaces that neglect the place-specific context. Like a replicating virus, this has serious consequences for the progression of places over time and our experience of these spaces. When we are designing urban environments we are designing for both *humans* and the *future*. It is, therefore, extremely important that citizens feel ownership of the environment so they can adopt the responsibility and ownership as the planning process progresses. At the very bottom, what is important is, that local planning depends on democratic values of structured involvement and equal rights to form the city we live in. Hereof the question of *how much* planners and architects should actually design raises an array of ethical dilemmas. If we place our full trust in the professional competencies of planners and designers do we then risk neglecting the voices of the 'common good'?





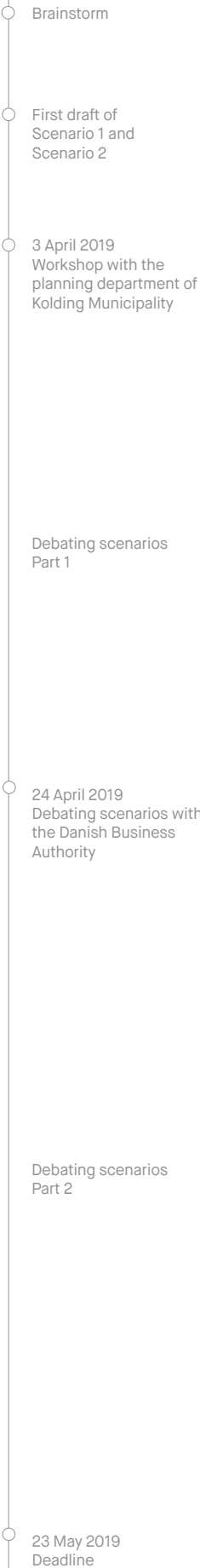
Local uniqueness  
Graven / Aarhus

Page 101

- Who knows best?  
A central discussion to the debate of who gets to shape the future of our cities is the paternalistic attitude of 'we know best' professionalism, which hinders these years in the critical frames of architecture and design. Sorkin expounds the critical isolation of its 'narrowness' and even 'dictatorship' function of the urban design frameworks (Sorkin 2007). He believes, that designers need to grow *beyond* the fixation of 'quality' and instead focus on enhancing equity and diversity in the built environments. This speaks for a pathway for the discipline and an attitude that is more democratic and takes up ethical and political questions of local planning. The practice of *dreaming* of 'utopia' and imagining other ways to live is rare in the current urban culture (Solinís 2006). Where "*The principle of hope that gives life to utopia, the dream of a different future, is a necessity for social change that we should recapture, especially in the field of urban design.*" (Solinís 2006). Research, observations, and practice show us, that controversies in the planning field cannot be resolved simply by recklessly *playing* with urban spaces – planners, architects and policy-makers must think outside the planning framework: **we need to return to the importance of communicative processes, democracy and urbanity as fundamental components of planning and the design of urban spaces (see also Solinís 2006).** Yet, the delegation of power from planners to citizens propagates a number of issues. A world with the full freedom of citizens and individual latitude to form urban spaces sound fascinating and intriguing, however, the matter of the completely 'free human being' and total 'power' of citizens is maybe really the pipe dream. At this background, the matter of 'power' is not just for the expression of the individual, material interest and personal battles, but relates to that individuals become integrated and valuable influences in planning processes (see also Albrechts 2004).

For decades urban designers, architects and theorists have searched for the recipe to 'urban quality'. However, what we believe that these projective practices do not sufficiently acknowledge is, that 'urban quality' and 'urban identity' is not per se something which urban designers, planners and architects can obtain autonomously. As individual human beings, we are *professionals* of our everyday life and owners of crucial knowledge, therefore, the development of urban spaces should happen through democratized co-creational planning processes. This indicates, that 'urban quality' is not an independent parameter, but something, which *should* be found through stabilized, transdisciplinary and collaborative planning processes. As such, we are suggesting to re-democratize local planning, and in that manner re-new a conceptualisation of 'urban quality' with a more social perspective. Crucially, local planning should be centred on the elaboration of mutually beneficial communication and dialogue between top-down *structural developments* and bottom-up *local uniqueness* and *character* (see also Albrechts 2004). There is no single universally definitions for 'urban quality', yet our research indicates, that through planning processes which for instance work with 'soft' and 'hard' *professionals, strategic perspectives, locally-specific characteristics* and *historical studies*, we can obtain dimensions of locally-bound and place-specific identity, which in the long term can cultivate the sense of *urban quality*. The quality of locally-specific places lies, therefore, in exposed and communicative planning processes. At the core of this issue, relies upon an overall requirement of raising the level of *imaginability* in contemporary urban spaces to move beyond the status quo towards higher urban quality. Utopian dreams and the aim of 'a better future' are fundamental obligations to set a higher level for the built environments. This fact places an important responsibility in local planning to *jump* the contemporary level of *adequate* urbanism and set a more democratic, local, social and diverse direction for the future built environments.

We therefore argue, that it is time to colour outside the lines and challenge the mediocre approaches of developing cities.



# Brainstorm

The final step of the project leads to two conceptual and experimental scenarios to remedy the contemporary system of local planning. We acknowledge, that local planning is a wide-ranged and comprehensive field, therefore, we cannot develop one singular solution to be implemented from one day to another. For that reason, the two scenarios are performing as *prototypes*, which are open for restructuring and remodelling. The development of the scenarios takes a starting point in the brainstorm, which is illustrated on the following pages.



Glossary

A	Local strategy
A+ - the extensive and resourceful local planning process	M
Adaptability	Manifold experts
Actor-network theory	Mapping
Argumentation - lies the argumentation of decision making in the planning process?	Medicore - 'adequate' urban spaces is the current status quo
B	Moudon, A.V. (1992) A Catholic Approach to Organizing What Urban Designers Should Know
Backtrace - analysis to understand the process from idea to final local plan	Multiverse - cities consist of many parameters
Bureaucracy	N
Bottom-up processes	The narrative of local planning - the lifetime and cycle of the local plan
C	O
City branding	Ongoing 'rules' - the 'rules' of local planning is not fixed from the start
City quality	P
Communication tools	Planning complexity
Conceptual approaches	Pragmatic determination - are informal plans pragmatic determinations to understand and control the planning process?
Contradictions in the planning process and the local plan	Process urbanism
Co-creation	Progress and drive in the planning process
Copy-paste local plans - local plans are based on pre-written phrases	Prototypes - conceptual models for future local planning
Controversies in local planning	Public participation
Creativity	Q
Critics - who should design our future cities?	R
D	Representative organ - the people who make decisions on behalf of the many
Democratization agenda - is Danish local planning democratic?	The right to our city?
Design on the cities' terms	Rittel, W.J. & Webber, M.M (1973) Dilemmas in a General Theory of Planning
Developing process	Roots in the community
Diagnosis - a 'diagnosis' of the contemporary local planning system	S
Digitalisation - is the future of local planning digital?	Scenarios - conceptual models for future local planning
Dispute between the planning process and local plan	Situational analysis
Disrupting local planning	Situational maps
Diverse values in local planning	Solinis, G (2006) Utopia, the Origins and Invention of Western Urban Design
Dualism in local planning	Sorkin, M (2007) The End(S) of Urban Design
E	Space-specific design
Epistemology	Stabilisation factor in urban planning
Experimental design - the project has an experimental approach	Step-by-step local planning
F	Synergy - is there a need for better synergy between the planning process and local planning?
Factory of local plans - mass-producing local plans	T
Fixed problems - are there things in the local plan we cannot change?	Time - does urban quality come over time?
Flexibility in local planning	To plan or not to plan?
Future proofing of the public realm	Top-down processes
Freedom vs. control in local planning	Turnbull, N & Hoppe, R (2018) Problematising 'wickedness': a critique of the wicked problems concept, from philosophy to practice
G	U
Gaardmand, A (2015) Dansk Byplanlægning 1938-1992	Unauthorised planning
H	Unstable parameters in the urban field
Hierarchy in the planning system	Urban domain - local planning should be a part of the urban design domain and practice
I	Urban language
Informal plans - not legally binding plans used to control the process and ensure good communication	Urban tools
Information overload - the local plan is heavy and complex	Urban quality
International analysis	V
Investigation - this project has an investigative approach	van Toorn, R (2004) No More Dreams?
J	Vibrant future
Juggle the parameters of local planning	W
K	Weiss, K.L (2019) Kritisk By / Critical City
Knowledge sharing	Wicked problems
Koolhaas, R (1995) The Generic City	Workshop - a way to gain new input and knowledge
L	X
Laboratory - the local planning system has been investigated in a 'laboratory'	Y
Landscape of local plans - there exist various types of local plans	Yaneva, A (2005) A Building is a Multiverse
Latour, B & Yaneva, A (2008) Give me a Gun and I will Make All Buildings Move: An ANT's View of Architecture	Yaneva, A & Heaphy, L (2012) Urban controversies and the making of the social
Local authority plans	Z
Local plan as a tool for communication	Zoning - should we start planning within zones?
Local process	

Idea generation



Scenarios

**Plan A-Z**  
Read more on page 116

**Plan Hack**  
Read more on page 122

The brainstorm expands the buzzwords, which we entered the project with (pp. 14) and illustrates the development of manifold scenarios. The keywords, which we have collected during the project development are highlighted and supplements the glossary from the start of the project. As such, the brainstorm unfolds the coherence between our first and newly gained perspectives and illustrates the idea generation which leads to the two scenarios 'Plan A-Z' and 'Plan Hack' that performs as alternative suggestions of how to approach local planning in the future.

# Scenario 1

## Plan A-Z

The first scenario, *Plan A-Z*, aims to rethink the process of local planning and pursues to develop the place-specific potentials of urban neighbourhoods. As such, Plan A-Z sustains the current format of the legal local plan and accepts its final and legally binding terms. Focusing on the advantages of actor involvement, physical planning, co-creation and placemaking, Plan A-Z performs as an open source developing-lab, which *rolls out* in the project area and deals with the complexity of urban conflicts through hands-on approaches. The ethos of this scenario is to develop social anchoring through healthy and creative surroundings that can encourage citizenship and democratic planning processes. Convinced that all interests are professionals and experts in their own city, Plan A-Z becomes a holistic forum to discuss A'-local planning across entrants and planners.

# Scenario 2

## Plan Hack

The second scenario, *Plan Hack*, revokes and innovates the legal framework of local planning and disassembles its current structure. Radically, Plan Hack challenges the current format of the legal local plan by organising it into smaller stabilising and legal 'hacks', which, for example, can determine the strategic framework, usage, technical aspects and aesthetic values of the individual urban space. These regulating *hacks* are adopted stepwise on the public digital database, *Planskyen.dk*, as the project progresses. Additionally, is the process material, which underlies the individual hack manifested on the same digital platform. The mission of Plan Hack is to regulate the local plan continuously as the process develops and to make the planning process public.

- Scenarios
- Elastic Plan

Hotline

Local planning festival

Modular system

New guidelines for local planning anno 2019

Panel debate

Pixi Plan

Planskyen.dk

Plan A-Z

Plan Hack

Pop-Up Plan

Smart Plan

Team 'Local Plan'

The Digital Local Plan

The game of local planning

The local plan as a competition

The long-termed planning process

The Rolling Local Plan

Titles / Scenario 1

- A+
- Local Process
- Meet the Plan
- Physical Plan
- Plan Together
- Plan A-Z
- Pop-Up Plan
- Tænketanken

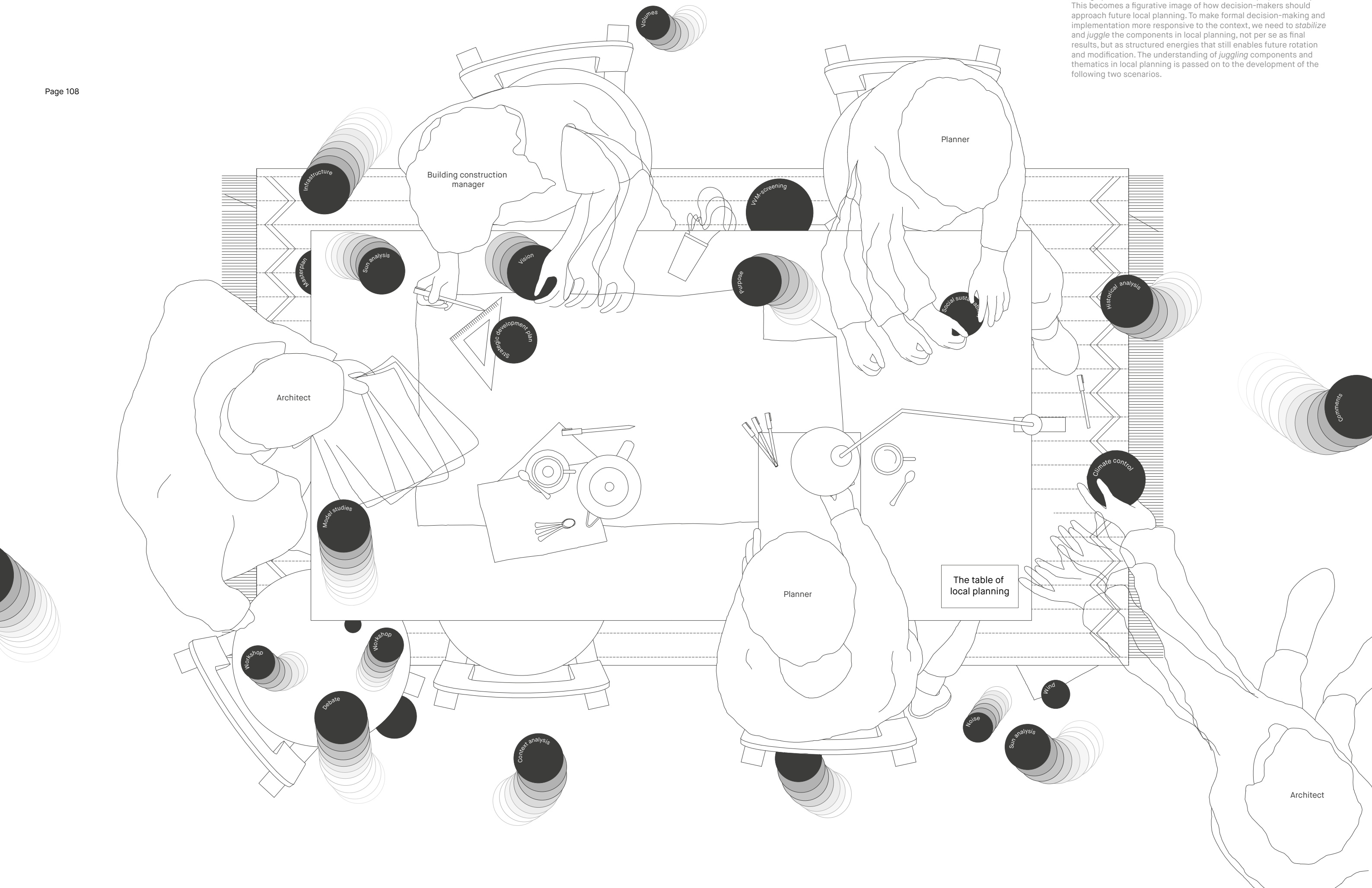
Titles / Scenario 2

- Ad hoc planning
- Plan Hack
- Plan Hop



# Juggling local planning

The conceptual drawing illustrates the complexity and various components which local planning processes consists of. Pictured as moving 'balls' the elements in a local plan can rearrange and change position and relation to each other as the project develops. This becomes a figurative image of how decision-makers should approach future local planning. To make formal decision-making and implementation more responsive to the context, we need to *stabilize* and *juggle* the components in local planning, not per se as final results, but as structured energies that still enables future rotation and modification. The understanding of *juggling* components and thematics in local planning is passed on to the development of the following two scenarios.



# Debating scenarios

Step F

Page 110



Workshop at Kolding Municipality

Together with ten planners and building construction managers from Kolding Municipality we on April 3<sup>rd</sup> conducted the workshop 'Fremtidens Lokalplan' at Nytorv 11 in Kolding. At the workshop, we presented the rough drafts of Plan A-Z and Plan Hack and afterwards carried through a general discussion with the participants. On the posters on the following pages, you can explore the remarks from the joint debate.

Invitation  
til workshop

Morgendagens  
lokalplanlægning?

3 April 2019 / 13.00 – 14.30  
Kolding Kommune / Nytorv 11

Aalborg Universitet

Hvordan ser lokalplanens fremtid ud? Og hvilke elementer og visioner skal den formes af, for at sikre kvalitet i det byggede miljø? Disse spørgsmål stiller vi, tre kandidatstuderende fra Urban Design på Aalborg Universitet, – og vi har brug for Kolding Kommunes hjælp til at kvalificere og udfordre vores bud. Derfor inviterer vi til en spændende workshop, hvor vi i fællesskab skal diskutere fremtidsscenarier for lokalplanlægningen.

Program

13.00

Velkommen v. Andrea, Anne Sofie og Emma

13.20

Præsentation af Scenarie 1 + fælles diskussion

13.45

Præsentation af Scenarie 2 + fælles diskussion

14.10

Afsluttende diskussion

14.30

Tak for idag

Vi glæder os til en spændende dialog.

Andrea Falk Pedersen, Anne Sofie Elgaard Sørensen og Emma Lockwood

Tilmelding til workshoppen bedes sendes til nedstående mail senest d. 27. marts. Hvis du har nogle yderligere spørgsmål, skal du også være velkommen til at kontakte os.

T: 2570 8062

M: annesofie.elgaard@hotmail.com

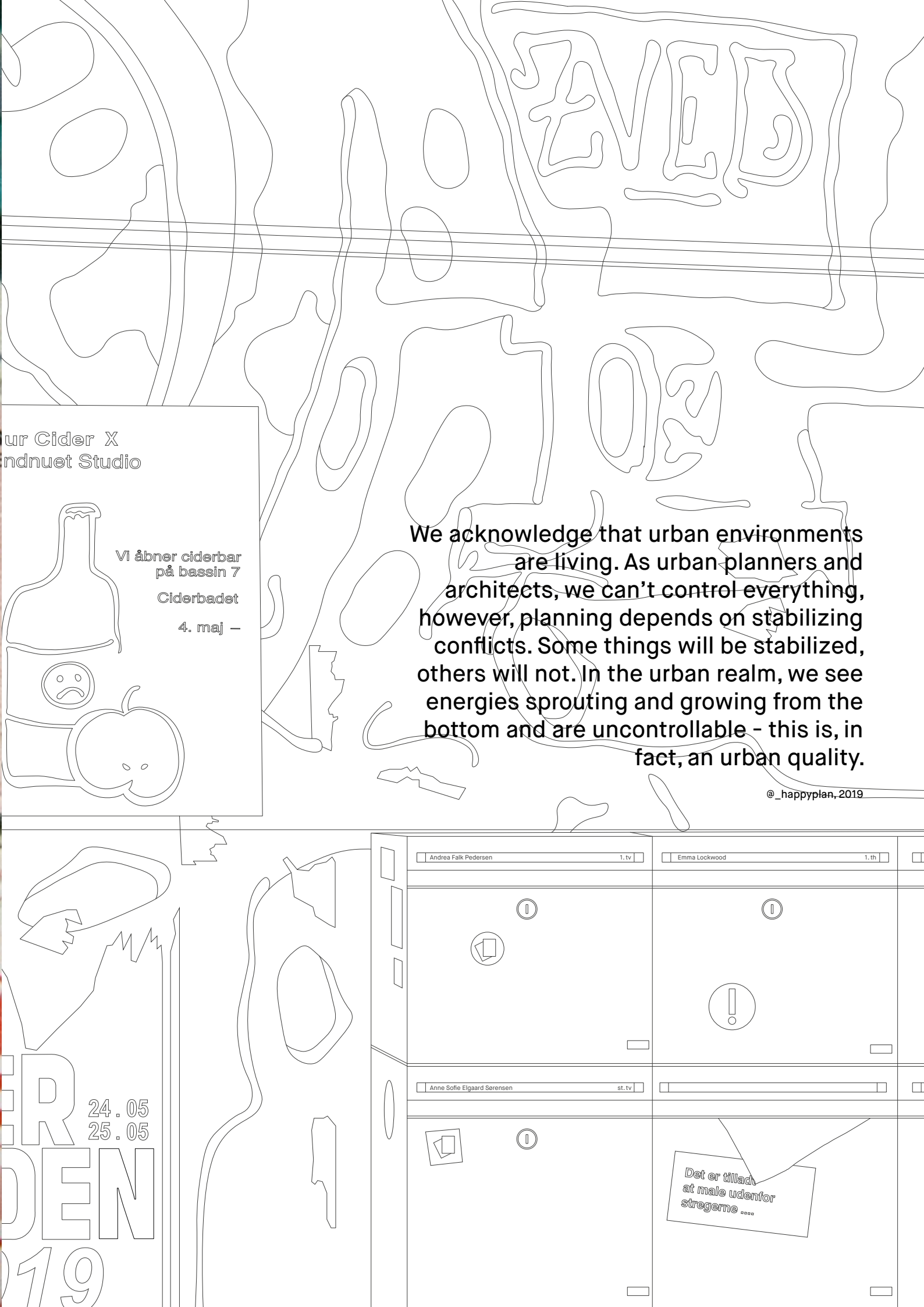
The workshop invitation to Kolding Municipality



Opmærksomhedspunkter	Plan A-Z
Hvornår skal planudviklingen ske?	Det personlige møde er vigtig! - Skab et rum til dette
'Sjov' vs. lokalplanens funktion ift. projektudvikling	- Bedre forståelse
Plan A-z er ikke et fremtidsscenarie: kommuner gør det allerede i forskellige grader	- Fraselager: kan lokalplanens indhold derigennem blive mere forståeligt?
- "Vi har før brugt et tomt butikslokale"	
- "Folk skal jo også gide at komme"	
Høringer: Hvor meget har man fået tilbage fra tidligere høringer?	FAKTA! KONSENSUS!
- Det skal være tydeligt, hvad man som borger har indflydelse på	
Borgerpaneler: "Er et resultat af et øjebliksbillede"	
Hvis lokalplanen er tilgængelig undervejs	
- Der er nødvendigvis ikke et reelt behov for, at skulle fylde på redegørelsen	"Folk kommer ikke længere end til side 2"
- Det bliver for omstændigt at ligge hele processen til offentlige skue	
- Proces er ikke nødvendig: men hvordan er vi nået fra A-Z?	
Skal lokalplanen kunne rumme vildskudene?	
- Lokalplanen som 'redskab' til at afveje en lang række hensyn/forretninger	
"Vi skal formindske lokalplanen	SA KORT SOM MULIG
- Ind til benet/koges ind	
- Formidling er vigtigt/ikke lange redegørelser ...	
- Ingen unødvendig regulering!	
- Omfanget af lovkrav og indholds krav er eksploderet	Hvordan blev lokalplanen til? Hvilken historik ligger forinden?
Deltagere	- Alternativer: - Film (retrospektiv) - Manifest - Logbog - Testamente
Andrea Falk Pedersen Anne Sofie Elgaard Sørensen Emma Lockwood	
Claus H Jensen Frank Skytte Helena Kjær Justyna Strzelecka Hansen Lene Lindberg Marcussen Lene Ohlmann Mira Johanne Woo Rikke Marie Schumann Signe Bech Stephen V. Jensen	Proces som forarbejdning til 'lov'(lokalplanen) - Kan redegørelsen beskrive det som lokalplanen ikke m-uliggør? = opsummering af vildskudene  Der er ikke noget der forhindrer baggrundsmateriale/procesmateriale i redegørelsen, kun tid ...

Opmærksomhedspunkter	Plan Hack
Scenarie 2 har sammenhæng til rammelokalplaner og kommuneplaner	
- Kan man nøjes med kommuneplanen?	
- Drop lokalplan, hvis man i stedet laver rammeplaner og miljøplaner?	Lokalplanen som realiseringsværktøj - smid den ud bagefter ...
'Mellemlagsplaner'	
- En overordnet plan til dialog	
- Forslag og input til lokalplanen	
'Overinddragelse'	
- "For mange niveauer får folk til at stå af"	
- Uformelle inddragelser i starten, frem for én 'stor' høring	
- Lokale kan tage stilling til det de kan se og forholde sig til	
Lokale input	
- Hvad kan borgere have en reel indflydelse på? (forventningsafstemning)	
- 'Lavpraktiske input': "Hvor skal lygtepælen stå?"	
Foranderlighed	
- Forhold ændre sig over tid = nye situationer	
- 'Prøvebygninger': overfør erfaringer til næste byggeri	
"Plan - byg - plan - byg ..."	
Deltagere	For mange 'hak' kan skabe for mange forstyrrelser
Andrea Falk Pedersen Anne Sofie Elgaard Sørensen Emma Lockwood	- Hvis det alligevel kun er på debatniveau
Claus H Jensen Frank Skytte Helena Kjær Justyna Strzelecka Hansen Lene Lindberg Marcussen Lene Ohlmann Mira Johanne Woo Rikke Marie Schumann Signe Bech Stephen V. Jensen	Den 'hurtige' lokalplan er mest fleksibel Mens den 'langsomme' og omstændige proces er god i øjebliksbilledet





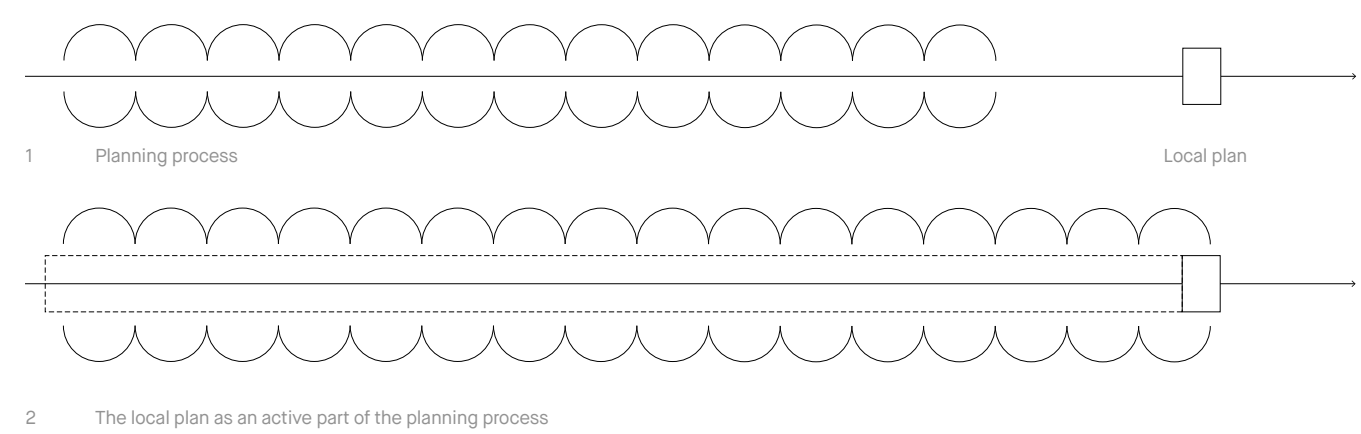
We acknowledge that urban environments are living. As urban planners and architects, we can't control everything, however, planning depends on stabilizing conflicts. Some things will be stabilized, others will not. In the urban realm, we see energies sprouting and growing from the bottom and are uncontrollable - this is, in fact, an urban quality.

@\_happyplan, 2019



# Scenario 1

# Plan A-Z



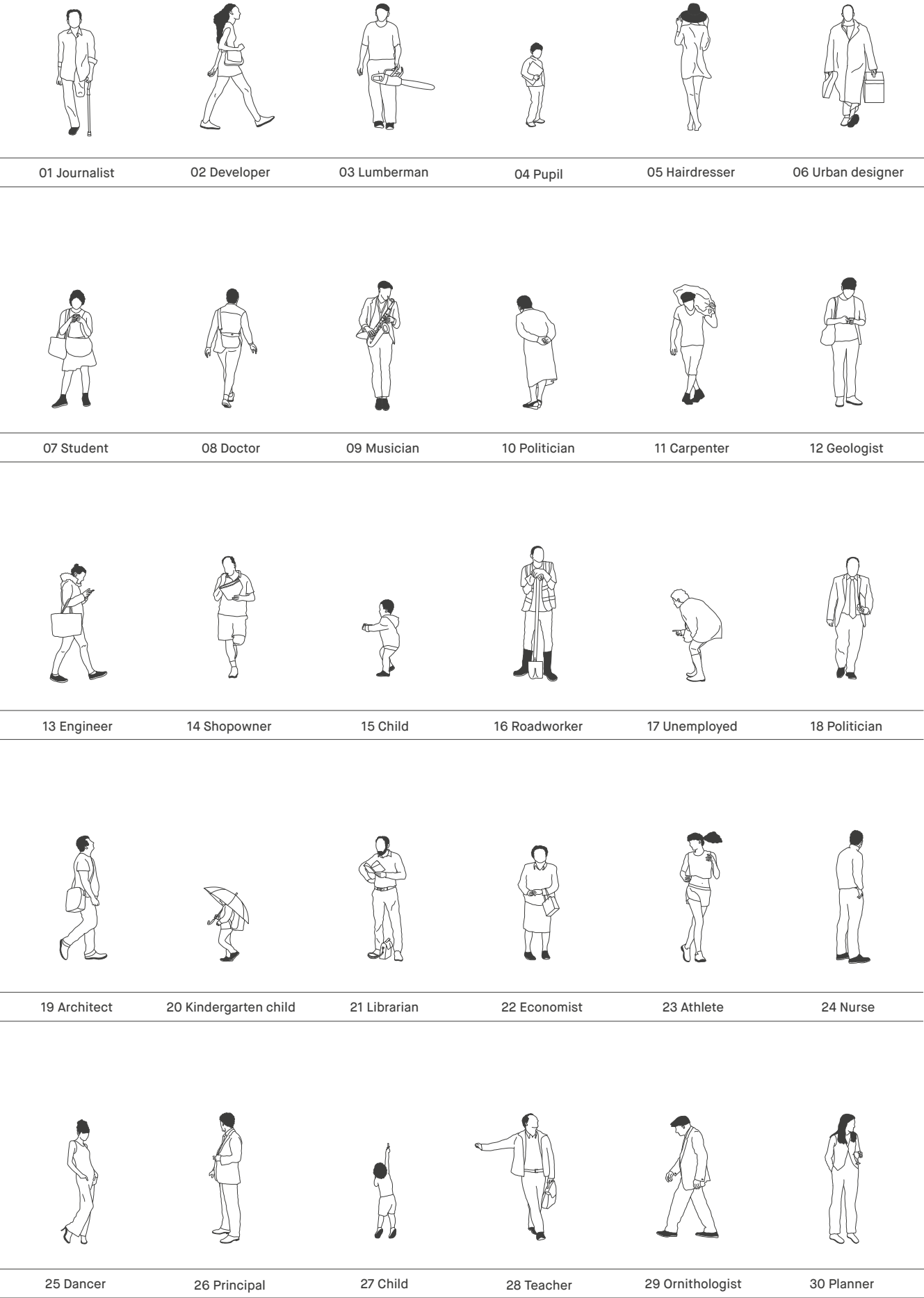
Crucially, local planning should be a stage for open dialogue and negotiation. The first scenario, Plan A-Z, focuses on the development of a local plan from A to Z and conceptually extends the experience of the planning process. Taking roots in the local environment, Plan A-Z builds on the conviction that local planning should be an involving and integrated process that *rolls out* to where the actual conflicts are happening, rather than in the vacuum or isolation of the surrounding context (Alexander et al. 1977). As such, Plan A-Z cultivates the place-based values of local planning and refers to both the social nature and physical unique qualities of urban spaces (Agger & Andersen 2018). This scenario accepts the terms of the local plan as being a fixed and legally binding agreement, though it remodels the process of current local planning. The mission of Plan A-Z is, in that way, to make an open and physical negotiation room where local planning 'speaks for itself' and is accessible to a wide segment of the population regardless of interests' background and professional competencies. As such, local planning is ought to be a democratic forum where *anything is possible* (Weiss 2019).

- Various professionals  
Committed to focus on communication to the public and to engage the creative latitude across diverse entrants, the development-lab of Plan A-Z performs as a local research laboratory to support the subjective right to access in local planning. The theorist Christopher W. Alexander states that urban spaces should be perceived and invented through bottom-up processes, where "*People should design for themselves, their own houses, streets and communities. This idea [...] comes simply from the observation that most of the wonderful places of the world were not made by architects but by the people*" (Alexander & Ishikawa 1977). Alexander claims, that the path to successful urban planning is through community-centred processes, which is also complemented by the earlier theories of Lefebvre (1996) who refers to the 'right to the city' and the freedom to shape urban spaces as individuals. Plan A-Z unfolds the physical surroundings to open the debate of the *right to the city* and creates a common place to cultivate the qualities of citizenship and social anchoring – preventing that the development of urban spaces become alienated to its users (Lefebvre 1996, in Mitchell 2003). As such, we see that spatial qualities and the *volume* of urban cohesiveness are accommodated through the energy of an engaged society. Incentives to form urban spaces are, in this regard, afforded through

- The two diagrams show the difference between the current and alternative, future approach of local planning.
- 1 Illustrates how local planning is approached today, with a clear division between the comprehensive planning process and final local plan.
  - 2 Illustrates the alternative and future approach to local planning, where Plan A-Z cultivates a *transparent* take on local planning and the planning process merge together with the final local plan.
- bottom-up structures that invite people to take action for their own city. Furthermore, it is stressed that 'common' citizens can constitute as important counter-powers to short-term investor interests in local planning and in that way strengthen the acknowledgement of long-term 'solutions'. The power of citizens and 'non-specialist' must be accepted as equally important knowledge and at the same level as 'experienced' decision-makers (Elling 2016). **Regardless of people's background or occupation one always have the opportunity to become a professional in a giving area. Since all people are owners of crucial knowledge, everyone can become an 'expert' on a given subject.** Plan A-Z sets the various *professionals* into action and juggles the involvement of entrants, both the architect, planner, politician, local citizen and interest organisation. The role and level as an expert or recipient can and must in that sense change character and switch between people as the planning process develops (Arnstein 1969). In its very own nature, Plan A-Z becomes a physical practice of *surrounding involvement* (trans. 'omverdensinddragelse') where local planning through interdisciplinary co-creation can cross-pollinate and complement new inspiration and knowledge sharing, which seemingly would not be possible to obtain through single-perspective processes (Agger & Andersen 2018, Agger et al. 2018). Ergo, citizens should not be perceived only as complementary knowledge and enforced democratic justice in planning processes, but as crucial creators of urban spaces.

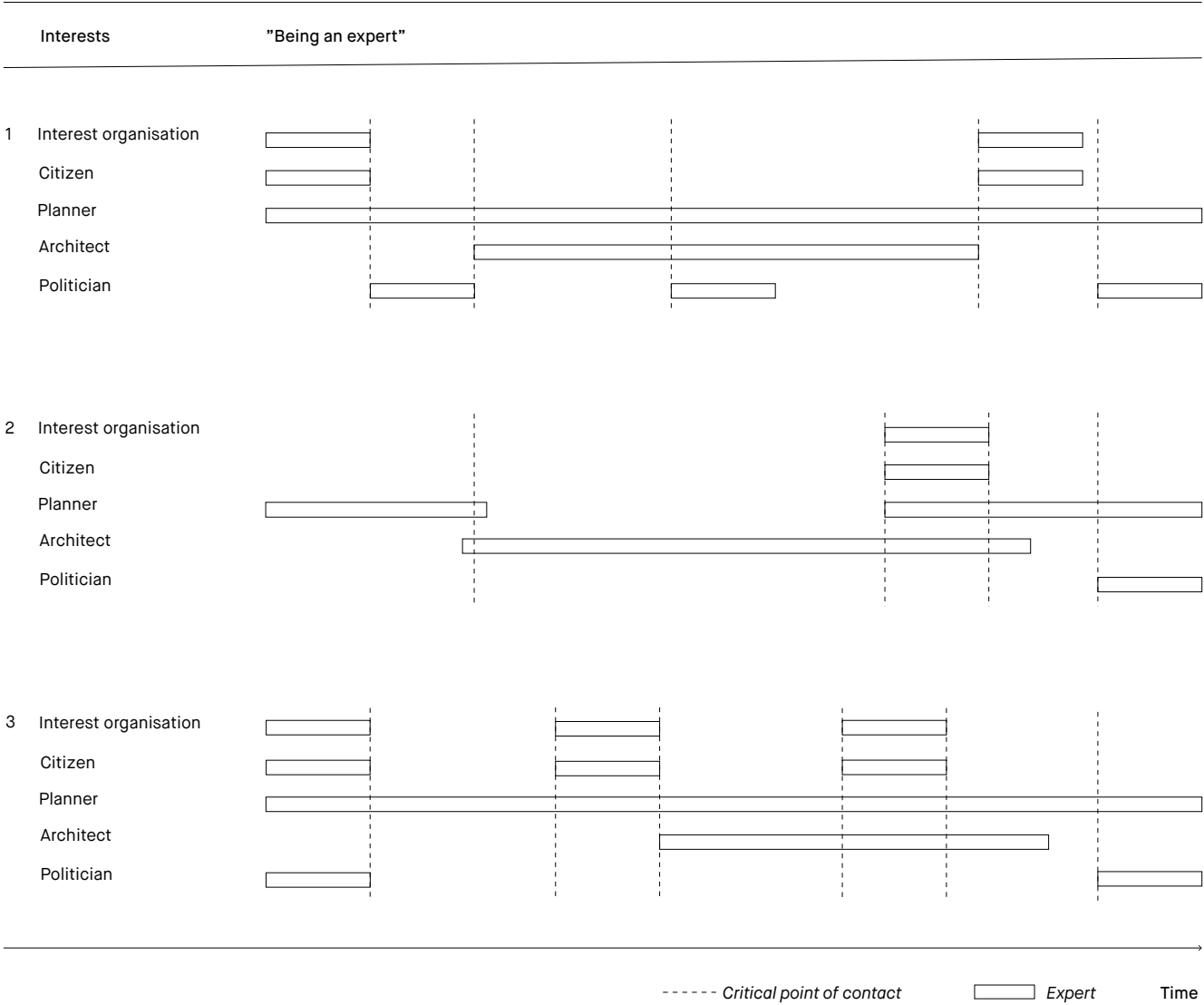
Plan A-Z pursues to involve interests in local planning through shared workspaces, such as an open library, virtual reality, playful research, workshops and panel debates. In that sense, it pursues to encourage participation in urban development and local planning as a platform for outgoing urban communication. Additionally, explicit communication can accommodate a better translation and matching of expectations through the planning process.

Interests



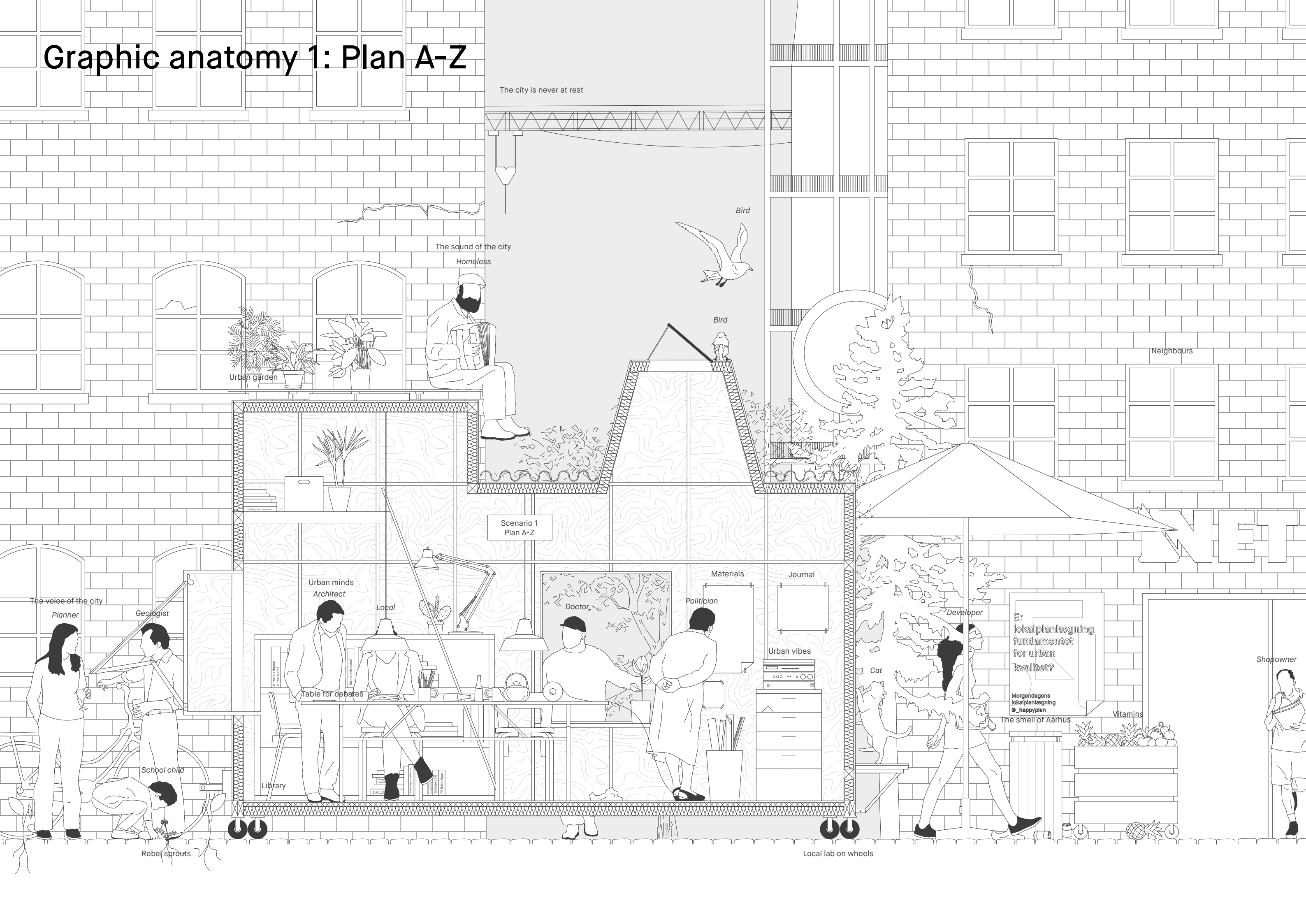
The diagram below illustrates how the 'expert role' can change and shift from interest to interest throughout the planning process. The diagram presents three examples of the allocation of experts.

- 1 The planner acts as facilitator during the entire planning process and coordinates the involvement of citizens and interest organisations. Politicians 'jump' in and out throughout the process and participate in selected areas.
- 2 The architectural competition; the architects perform as 'main experts' with 'expert inputs' from interests organisations and citizens at the end of the process.
- 3 The interest organisations and citizens are ongoing experts in the planning process, whereas the politicians take an active part in the beginning and at the end.





# Graphic anatomy 1: Plan A-Z

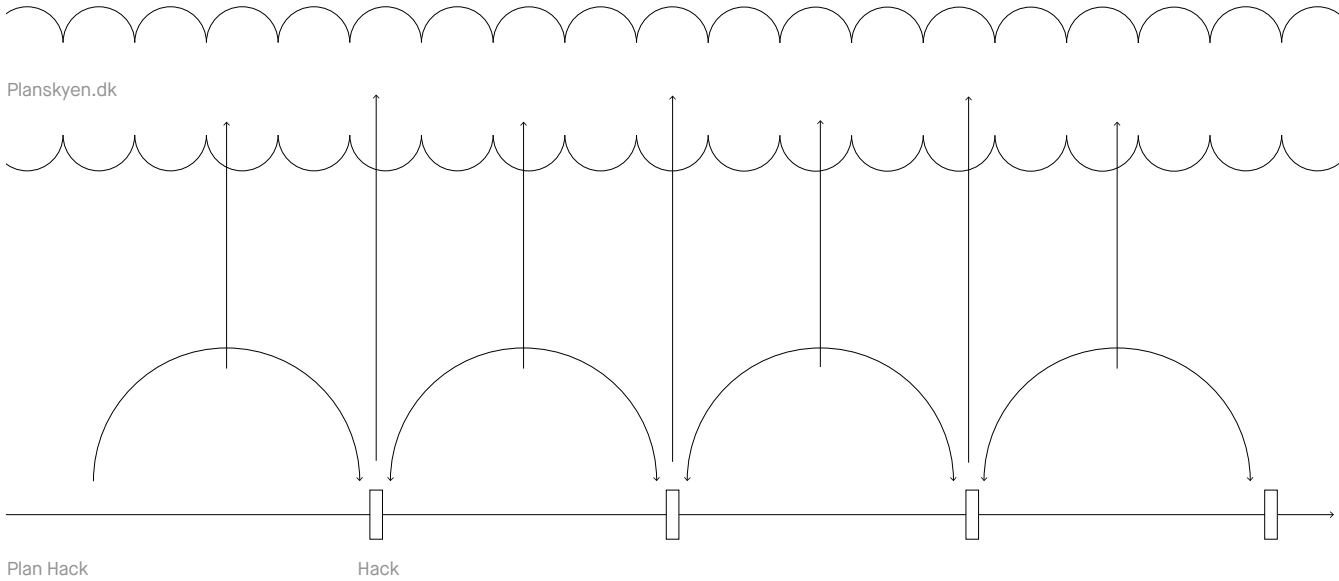


# Scenario 2

# Plan Hack

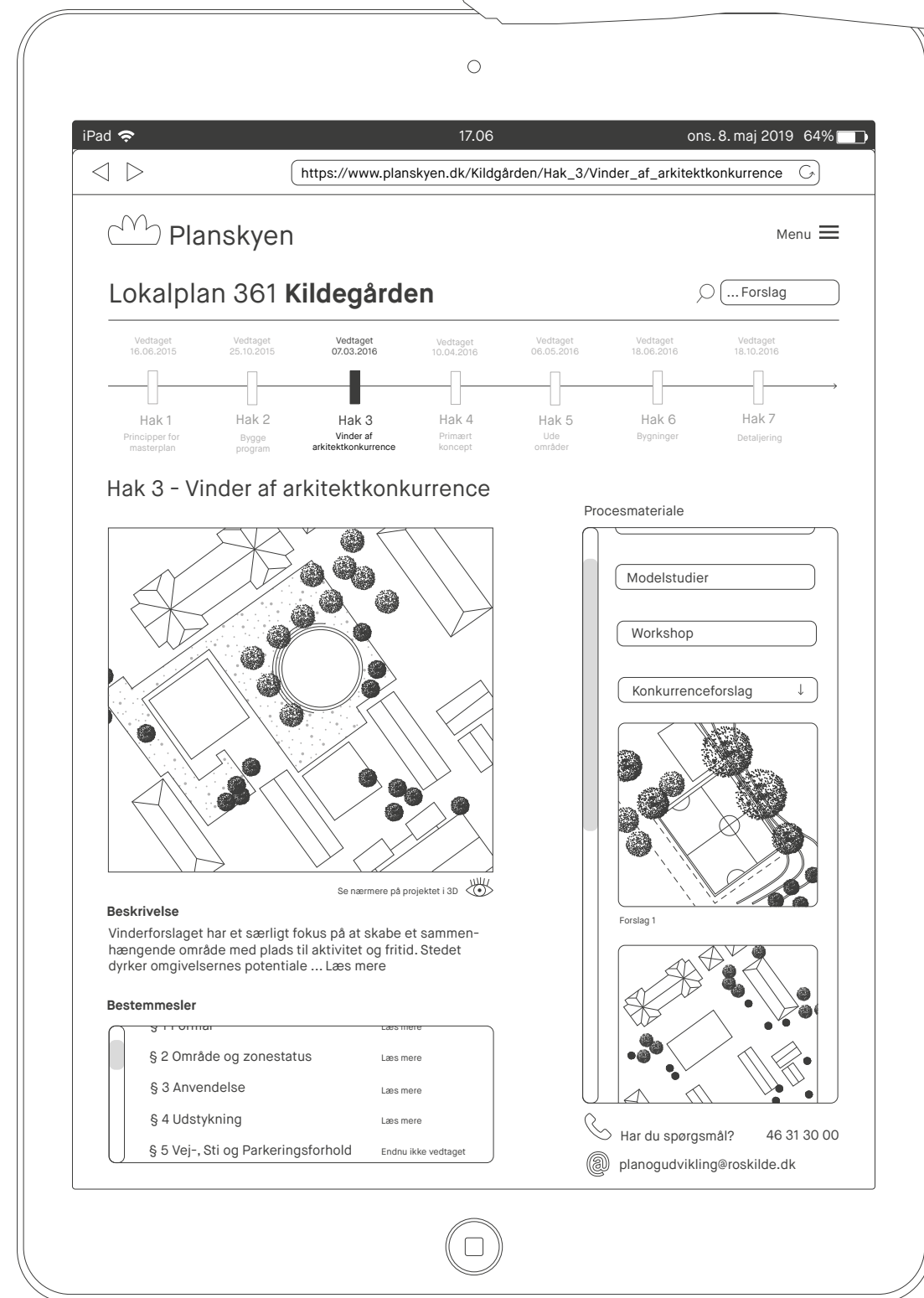
The vision of Plan Hack is that local planning is adopted at an ongoing basis. Instead of publishing the legal local plan in one final and regulating 'step', the Plan Hack-model divides the legal local plan into several stabilising *hacks*. These *hacks* are regulated, published and manifested on the newly established digital platform, *Planskyen.dk*, concurrently with the project progresses. Depending on the degree of changes, which are proposed in the actual environment, the level of democratic procedures in the individual plan hack can vary. The more substantial urban change, the more democratical procedure. The pursuit of regulating continuously and in small 'chunks' raise an array of advantages;

- Firstly, Plan Hack creates balance and synergy between the planning process and the built output. **Not only are the technical aspects of the planning process stabilized and published but also the narrative of 'how did we get here' is documented and presented to the public.** The previous backtrace analysis (pp. 44-66) stresses that the planning process contains significant knowledge of the project. Therefore, the process material, which underlies a determined hack such as analytical framework, debates, sketches, alternatives, values and wishes are also uploaded and published to *Planskyen.dk*. This gives the public the possibility of insight and access to a project from the very first vision to the final construction of the urban development. Moreover, the security of the visible framework and highly imageability of the planning process make it easier for planners and administrative actors to hand over a given project.
- Secondly, Plan Hack creates security of investment early in the planning process, by having the legal binding parameters incorporated from the very beginning of the urban development. It gives investors greater security when decision-makers come to an agreement of a hack, which for example could be to "*determine an area with a residential purpose*". Furthermore, it seems present that decision-makers frequently struggle to reach an accord on how to develop an area, therefore, Plan Hack provides a certain impetus in the planning process as it reaches agreements on specifically selected planning aspects.
- Third and last, the overall structure of Plan Hack builds on the qualities that follow an iterative process. With the stepwise stabilisation structure, it becomes smoother to *jump* back and forth 'hacks', navigate in the planning process and gradually return to a hack. **This makes the model sufficiently flexible**



**and geared toward unexpected changes.** For instance, social sustainability is not highly presence in planning today, yet in people's consciousness. Plan Hack makes it possible to introduce new themes during the planning process. A hack thereby has the ability to adapt and *juggle* new thematic and cope with societal and political demands. However, in the rational world, objects, conflicts and problems *need* to be fixed and anchored to set formal agreements of policy and action (Essay One: A Wicked Frame). One might argue, that this possibility of sudden changes and *jumps* can weaken the investment security, wherefore, when remodelling a hack it has to go through a public hearing. Every planning process is unique, therefore the first hack and the number of hacks that follow depend on the projects size, use of land, location, the appearance of the building and which order decision-makers reach an agreement. To specify this, the first hack of agreement could, for example, consist of a project's overall vision, such as; "*The vision is to establish a coherent green zone, so the experience of living near a green nature area with recreational qualities is enhanced*". The second hack could concern the project land use: "*The park area must be edged in the form of a new, distinctive and modern buildings*". The third hack could matter the project's purpose "*The purpose of the local hack is to ensure that the area can be used for residential purposes with multi-storey housing and ensure recreational open spaces*". The aforementioned example of hacks responds to the development of a project; from a strategic level to a more specific level. However, the level of detailing and the order of hack differ from project to project. On the next page, a conceptual illustration of one example of Plan Hack is shown. It is crucial to emphasize, that Plan Hack is not a standardised and straightforward template or formula, but a conceptual prototype that explores future local planning. As such, Plan Hack (re-)connects the local plan to its process so that the hacks are (re-)used actively throughout the process as communicative instruments between the municipality, citizens, business community, and various decision-makers. **The main purpose of supporting the stabilizing hack with scale descriptions, visionary drafts, sketches and public debates is, in that way, to create a broad understanding of the content of hacks and (re-)conduct a democratic dialogue.**

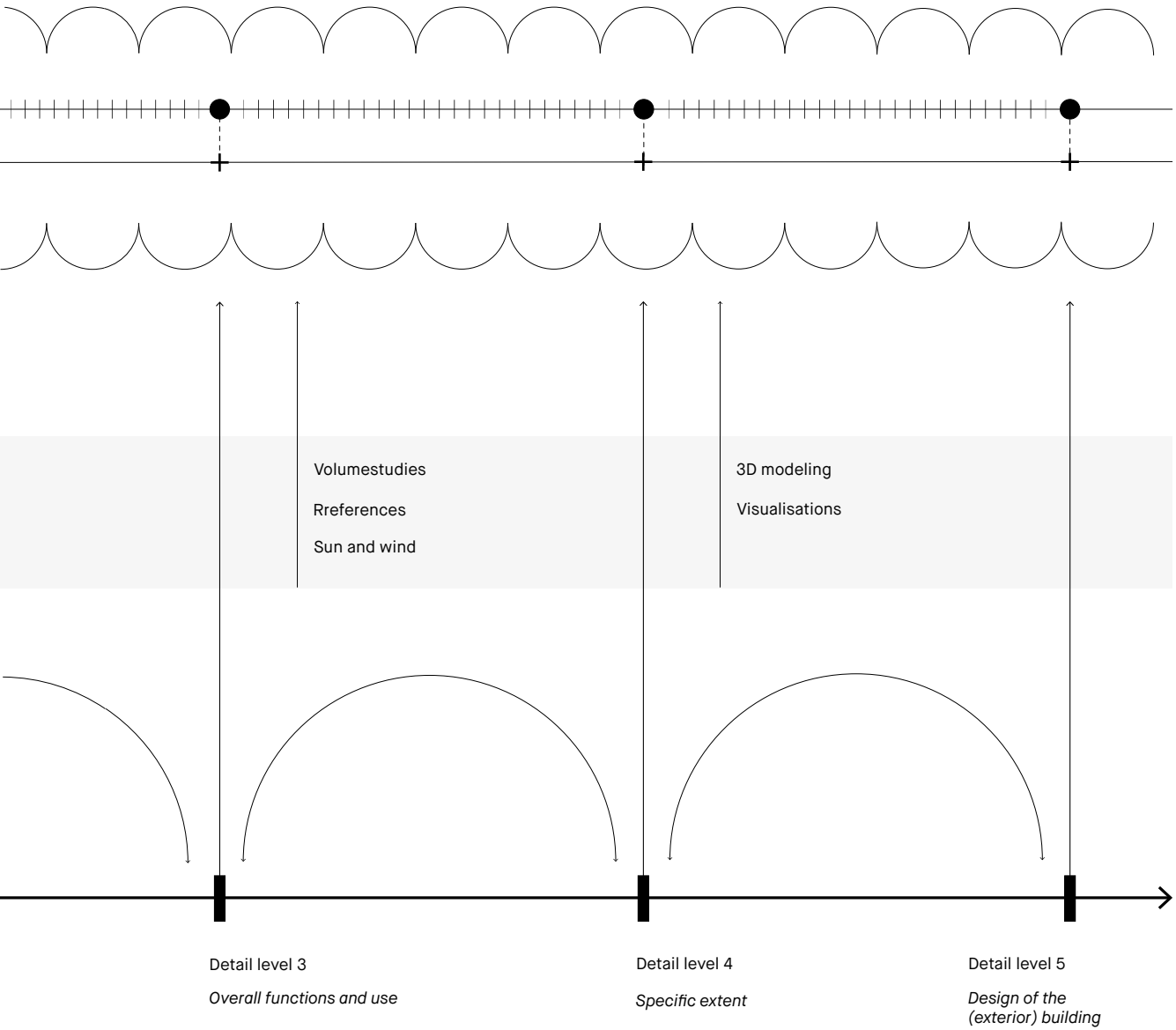
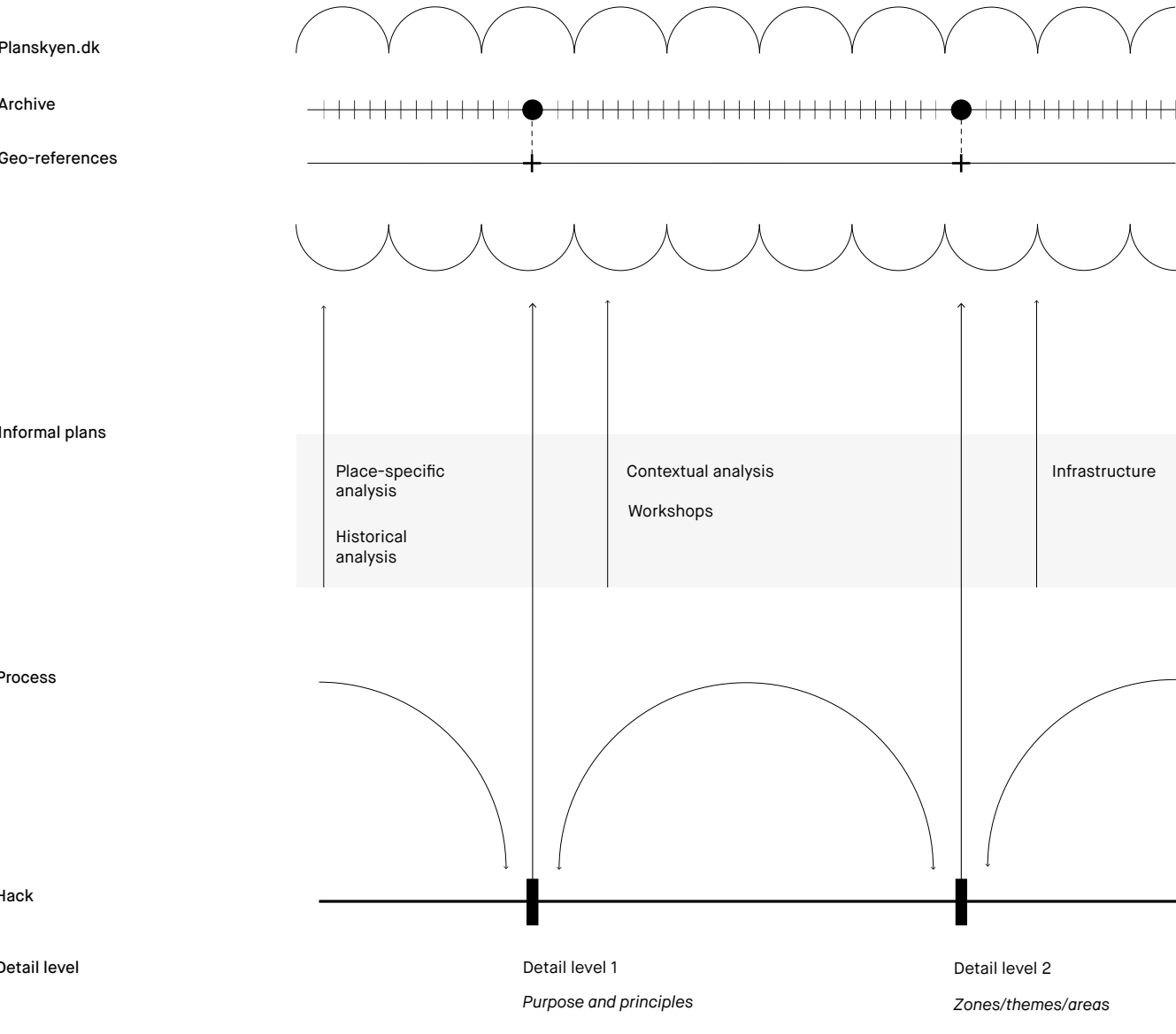




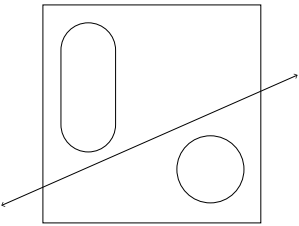
The future interface of Planskyen.dk, where users can explore and interact with ongoing and completed local plans. Planskyen.dk is an easily manageable system, which has a hierarchical structure that differentiates between hacks and underlying process material of a given local plan.

# Graphic anatomy 2: Plan Hack

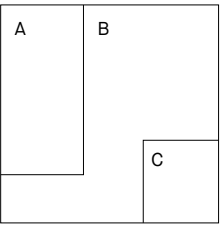
Plan Hack aims to combine the conflicting values of *fuzzy* planning processes and the *fixed* legal local plan by *stabilizing* the planning process concurrently with it progresses. As such, Plan Hack adapts the technological requirements of the present time by rethinking the digitalised framework of local planning and essentially makes planning processes accessible to everyone. The diagram below illustrates how the different elements of Plan Hack are interlinked and affecting each other.



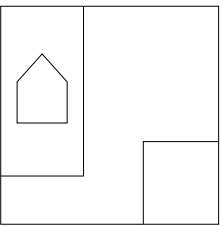
Example



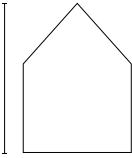
Vision



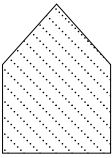
A. Built-up area



A. Residential use



A. Max five floors



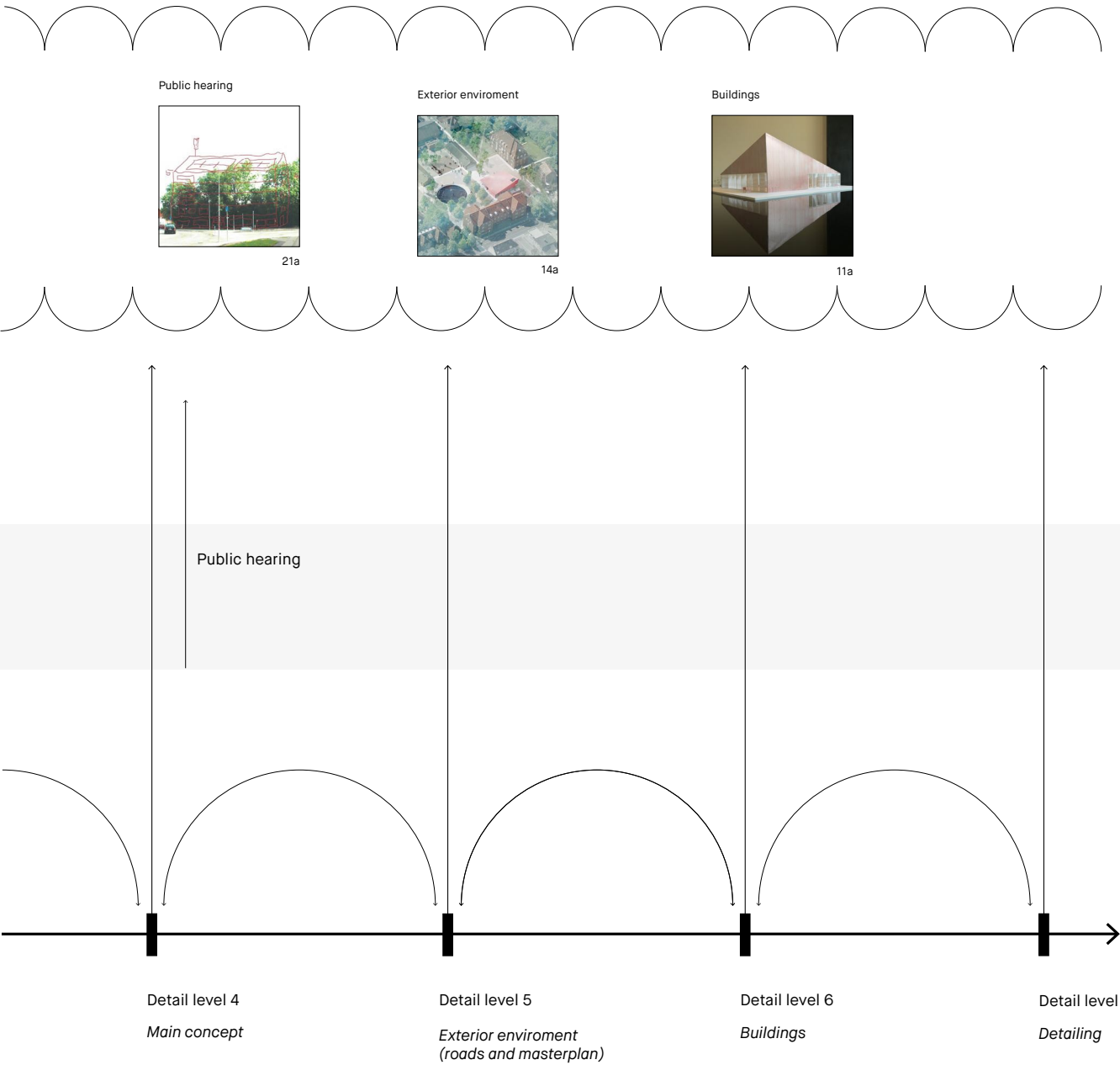
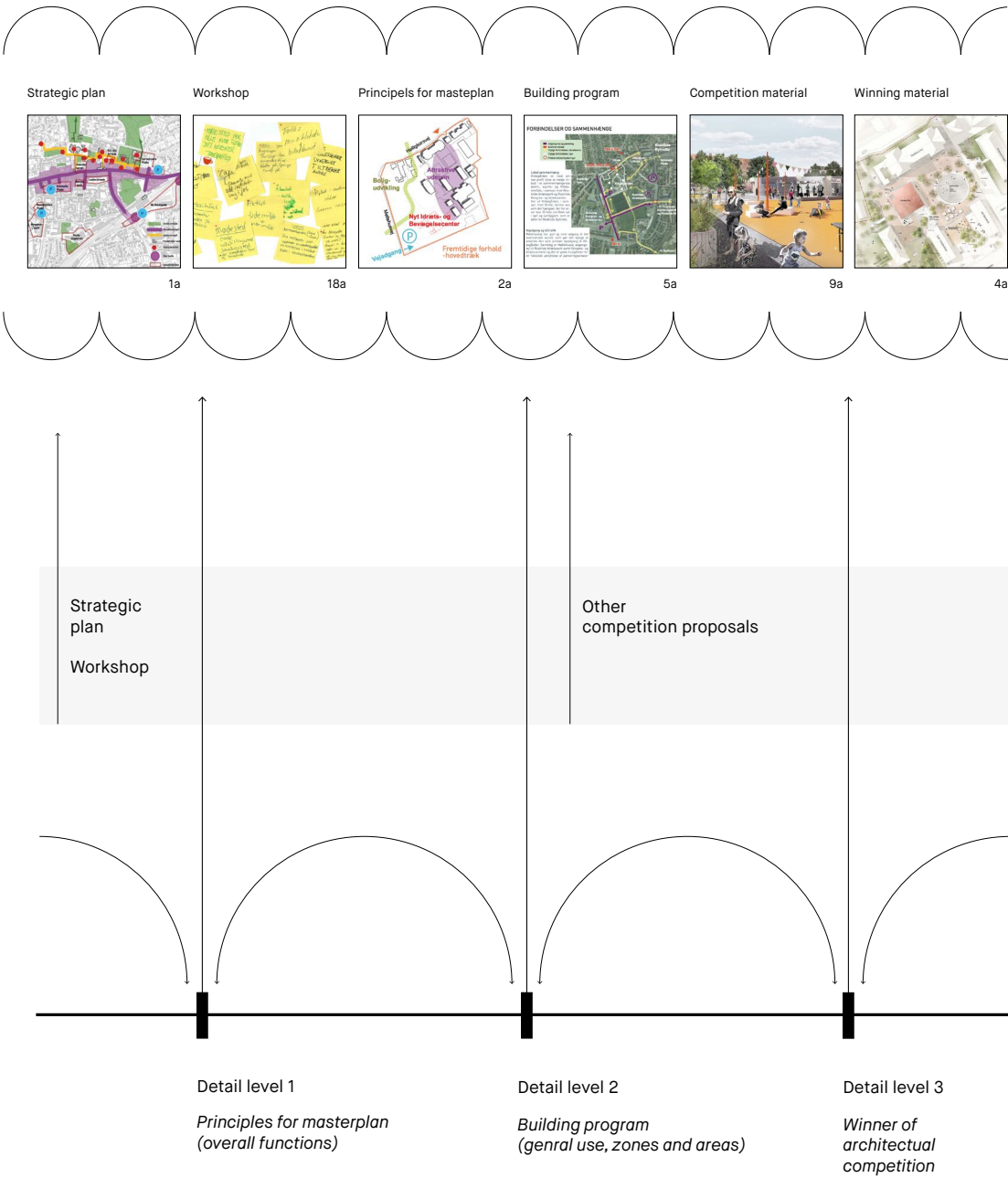
A. Red bricks



# Plan Hack: Kildegården

The diagram illustrates the planning process of Kildegården structured into the concept of Plan Hack. With a view to demonstrate Plan Hack in action, the backtrace analysis is disrupted and rearrange into *hacks*. However, it is important to emphasise, that this distribution of hacks, thematics of the detailing level and selection of informal plans, is only one suggestion of how to apply Plan Hack to practice.

Planskyen.dk





Aarhus Ø from the seaside

On April 24<sup>th</sup> we presented the scenarios of Plan A-Z and Plan Hack for Bent Lindhardt Andersen, Christina Lohfert Rolandsen, Lilian Schmidt from the Danish Business Authority and Nikolaj Slot Simonsen from the department of the Ministry of Industry, Business and Financial Affairs. The purpose of the meeting was to develop a perspective on the scenarios from a strategic and national broad view. The presentation developed into a constructive debate, where they expounded the immediate potentials and constraints of the scenarios. The poster to the left illustrates the remarks from the meeting.

Erhvervsstyrelsen

Det er svært at bestemme uforudsigeligheden

Det er planlæggeren der udretter lokalplanen, men det er andre som skal indrette sig efter den

Husk det lange perspektiv ( se mere end fire år frem)  
- Projektet skal kunne skifte politisk blok

§12 og §14: hvad er fordelene ved kommuneplanrammer?  
- Skaber bedre sammenhæng mellem kommuneplaner og lokalplaner?

PLAN HACK  
Det er smart at gemme processen der ligger forud for hvert hak, det gør det nemmere at genoptage arbejdet (agtindsigt og arkiv)

Livscyklus: omstillingsproces  
- Hvor lang tid tager hvert hak?  
- Kommunerne er trætte af hvis ting tager for lang tid

Kan man begynde at tænke i 'underhak' der er mere specifikke?

Det integrative Rød, Gul, Grøn Kategorisering, hvilke elementer må man dispensere fra og hvilke må man ikke?

Ved at dele processen op i overskuelige 'hak' er der en øget mulighed for fremdrift, trods uenighed i enkelte hak

FREMDRIFT!  
Planskyen.dk  
Hvordan skal processen dokumenteres?  
- Hierarki mellem 'hak' og processen dertil  
- Hvornår blev der lavet ændringer? Tidslinje  
- Digitalisering

Plan Hack vil kunne tænkes sammen med geo-refereringer

Måske der allerede findes lignende metoder i en af de mange kommuner = fordelene er at Plan Hak foreslår en konsekvent implementering

Tænk Scenarie 1 og Scenarie 2 sammen  
Spørgsmål om demokrati  
Understøtter vi eksperternes 'stemme' ved at lade alt procesmateriale være offentligt?

Forståelsen for 'det rumlige' og 'proces' er helt væk, når man sidder med en 'flad' lokalplan  
Det er en fordel at dele processen op i overskuelige hak

Deltagere

Andrea Falk Pedersen  
Anne Sofie Elgaard Sørensen  
Emma Lockwood

PLAN A-Z  
Det er vigtigt at have et realistisk syn på situationen ift. ressourcer og tid.

Bent Lindhardt Andersen  
Christina Lohfert Andersen  
Lilian Schmidt  
Nikolaj Slot Simonsen

Man skal passe på med ikke at vise 'falske' billeder som måske alligevel ikke bliver til noget

Er det alle kommuner der ønsker borgerinvolvering?







# Concluding discussion

## Step G

The practice of local planning provides the fundamental building blocks to communicate, negotiate and develop urban environments in Denmark. There lies political, economic and cultural security in local planning and this is, in fact, a great strength and value of the system. However, local planning as a discipline calls for new radical perspectives and more integrated approaches to spatial development. Through the development of local plans, urban designers, planners and architects ask citizens to imagine the future that they want for their cities and communities. As it is, ideal local planning reflects and develops the common community vision (Alter 2017) and as urbanists, we have a responsibility to reflect on society and be critical towards 'the systems' while spending more time on creating new ideologies (van Toorn 2004). Nonetheless, urbanity also makes us speculate of systems that can offer more comprehensive perspectives on what reality should be. In other words, urbanists are more than 'urban designers' – we are also 'urban disruptors' that disassemble and reconstruct systems. In the final passage, we reflect on the project and discuss the outcome of the scenarios in relation to the feedback we received from Kolding Municipality and the Danish Business Authority. With a debating approach, we attempt to draw a conclusion of the project and set a direction for the next steps of local planning.

### ○ Recap

The purpose of this master project is to investigate the underlying conflicts in local planning and to add a new dimension in terms of integrated communication and progress in local planning processes. To do so, we have examined the conceptualization of 'urban quality' as the overall ambition when creating new urban environments. By combining theory with practical experience, we have gained reflective theoretical and practical knowledge and developed two alternative approaches to contemporary local planning. A dissection of the process and format of contemporary local planning reveals that the local plan is *fragmented*, given that there exist strong *tension* and *incongruity* between the planning process and the final local plan. Moreover, we make the diagnosis that present local planning has become immune to societal changes, excludes the value of informal plans and the cognitive knowledge of planning processes, neglects its strategic and long-termed visions, which can deteriorate the security of investors and citizens, unbalance facts and visions, and equality and power.

### ○ Feedback and reflections

The new and alternative take on local planning, which is proposed in this master thesis, is conceived to be democratic, open, selective and dynamic. The two scenarios move away from the idea of local planning as being an

introverted process, which lacks communication to the public and instead turns to democratic planning processes that are iterative, communicative and reversible. On page 116 and 122 we present the concepts of Plan A-Z and Plan Hack and their individual characteristics and performability in future local planning. Though the scenarios are presented separately, it is highly probable, that the two scenarios could merge over time. This means, that the concept of analogue and active involvement of Plan A-Z potentially could support the matter of digitalization and 'hack-wise' regulation in local planning which Plan Hack proposes.

The approach of Plan A-Z implies a willingness to tackle the problems through iterative policy processes that allow all 'professionals' to have a say about the future local plan. The planners from Kolding Municipality argues, that municipalities to some extent already *roll out* and inform citizens about new local plans, but most often, citizens do not show up to participate and take action in the discussion. Furthermore, they emphasise a concern that Plan A-Z is too resource-demanding and time-consuming for the municipalities in proportion to what the actual benefits are. Along with this, the planners from Kolding Municipality ask the question; *How can we awaken the interest of citizens to take part in the planning process and discuss the matters of city development?* What we find significant is, that 'involvement' is not only for the benefit of citizens but also to ensure that experts, specialist and 'hard' professionals aside from planners interfere and engage in planning processes. In that sense, *all* interests that are willing to take action must be integrated into the planning process when working with A<sup>+</sup>-local plans, however, it is crucial to underline, that interests must be involved as distributors of power at well-chosen stages in a planning process. As such, project managers/planners must be more than navigators of planning processes. They must also be deeply involved in democratic processes as they hold the power of 'finding the right professional'. This demands great responsibility of planners as it enables them to become active forces in providing direction for planning processes (Albrechts 2004).

At the workshop with Kolding Municipality, Plan Hack also receives considerable criticism for the attempt of digitizing the entire planning process. They stress, that the constant information flow of *hacks* and process-material will cause confusion and be too overwhelming for the public. However, the scenario of Plan Hack does not demand citizens to respond to every single hack or step of the process, it solely provides a possibility for the public to see and follow the development plan and its progression *online*. From another perspective, the Danish Business Authority express an interest in the idea of a digital framework that shows planning processes into comprehensible steps. Furthermore, they note that Plan Hack potentially fits in the rapid technological development and progression, which currently emerges in the planning area. Along with this, they find it interesting to increase the flexibility of local planning by stepwise regulation, however, they underline that careful consideration has to be given on how to manage the degree of flexibility in order to ensure the matter of investment security.

Our experience from the workshop with Kolding Municipality and the meeting with the Danish Business Authority indicate that there is a considerable difference between how diverse specialists respond to the scenarios. Kolding Municipality has a practice-oriented approach to planning practices as they work with local planning on a daily basis, whereas the Danish Business Authority focuses on the political, developmental and strategic aspects of local planning. Where the planners from Kolding Municipality master the everyday challenges in local planning through 'hands on' approaches, the perspectives from the Danish Business Authority presents higher national and strategic relations of planning processes. However, both perspectives agree and recognise that *something* in contemporary planning processes is not efficient and well-functioning, yet they are not sure of *what*. We think it is important, to discuss the scenarios and new alternatives from various perspectives, wherefore the next step of this research framework would potentially be to test the scenarios in selected municipalities.





Local planning  
Kildegården / Roskilde



### (Re-)democratizing local planning

The epistemology of this projects expounds that the matter of fertilizing 'urban quality' in cities depends on three variables; *the place-specific context, process in local planning and communication in local planning*. Only with a locally and place-specific focus we can (re-)democratize local planning through communicative methods and processes. Against this conceptualisation, the matter of 'urban quality' crucially relies on democratic local planning processes.

- A doctrine for local planning  
The comprehensive journey of this project provides us to the epistemology, that *urban quality* is identified by the place-specific character of urban development, which can be fertilized through re-democratized methods of local planning processes. In that sense, urban quality is a wicked matter, which we believe, can be achieved through gradual stabilization and surrounding involvement with diverse interests. We acknowledge that urban quality is not something, which urban designers can obtain autonomously, but must be practised in planning processes in collaboration with local communities and through the voices of 'diversity'. The interrelation of communicative rationality between planners and various interests in the planning process is, therefore, crucial in the manner of creating cohesion and roots to the local community. A local planning process solely dominated by 'soft' or 'hard' professionals can have negative effects on the urban quality of the built environment. Wherefore we believe, it is crucial to merge interests and the diverse perspectives of *professionalism*. Moreover, we must acknowledge that urban environments are living. As urban planners and architects, we cannot control everything, however, planning depends on stabilizing controversies. In the urban realm, we experience fluid frictions and urban energies, which are uncontrollable, sprouting and growing from the bottom – this is, in fact, also an urban quality. A re-democratization of the structures of local planning depends on our ability to separate and *disrupt* system and democratically being able to stabilize, assemble and construct these by new. This doctrine is what should advance the future direction and understanding of the nature of local planning.







# Phase

# Three:

# Test

The current planning system is a complex matter and substantial changes command profound testing in the municipalities. The presented scenarios propose transformations to the planning system, wherefore, it is clear that such adjustments cannot be implemented from one day to another. The third phase outlines the effort of *testing* and challenging the scenarios in the municipalities if the project was to be continued and further developed. The planners of the municipalities can give instructive feedback and critique, verify if the scenarios are workable in practice and point to the actual obstacles of its effectivity. The practice of testing will probably inherit suggestions of new variants of refinement and modifications of the scenarios, which most certainly will cause new controversies. Iterative testing and feedback are, therefore, crucial components when implementing long-termed solutions.



# Illustrations

## Backtrace Kildegården

1a: Rokilde Municipality, August 2012, *Udvilkningsprogram Den dynamiske bymidte*, pdf, viewed 1 May 2019, Link: [https://roskilde.dk/sites/default/files/udviklingsprogram\\_bymidten.pdf](https://roskilde.dk/sites/default/files/udviklingsprogram_bymidten.pdf)

2a: Roskilde Municipality, September 2015, *Informationsmøde om Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

3a: Roskilde Municipality, November 2016, *Lokalplan 361 Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

4a: Roskilde Municipality, November 2016, *Lokalplan 361 Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

5a-6a: Roskilde Municipality, September 2015, *Arkitektkonkurrence på Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

7a-8a: RUBOW Arkitekter, Mutopia, 2016, *Kildegården*, web page, viewed 1 May 2019, Link: <http://rubowarkitekter.dk/?projekter=kildegarden-roskilde-landskab&rubowtax=1803>

9a: Urban Power, *Kildegården Roskilde DK Urban Planning*, web page, viewed 1 May 2019, Link: <https://urbanpower.dk/kildegarden.html>

10a: N. Rubbra and Svendborg Architects, *Kildegården House of ART*, web page, viewed 1 May 2019, Link: <https://cargocollective.com/naomirubbra/Kildegarden-House-of-ART>

11a: Svendborg Architects, Coast Studio, *Kunstens Hus*, webpage, viewed 1 May 2019, <http://www.regnestuen.dk/index#/kunstens-hus/>

12a: Roskilde Municipality, October 2015, NOTAT: 11-punktsprogram for forslag til lokalplan 631 for Kildegården, pdf, viewed 1 May 2019, Roskilde Municipality own database

13a: Roskilde Municipality, Pkt.159 *Arkitektkonkurrence for udearealer og Kunstens Hus på Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

14a-15a: Roskilde Municipality, November 2016, *Lokalplan 361 Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

16a: Roskilde Municipality, September 2015, *Arkitektkonkurrence på Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

17a: Roskilde Municipality, 2017, *Nyhedsbrev 2017*, pdf, viewed 1 May 2019, Roskilde Municipality own database

18a: Roskilde Municipality, September 2015, *Informationsmøde om Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

19a: N. Rubbra and Svendborg Architects, *Kildegården House of ART*, web page, viewed 1 May 2019, Link: <https://cargocollective.com/naomirubbra/Kildegarden-House-of-ART>

20a: Roskilde Municipality, Fremtiden for Kildegården, March 2016, web page, viewed 9 May 2019, Link: <https://dit-roskilde.dk/2016/03/spaendende-fremtid-kildegaarden/>

21a: Roskilde Municipality, 29 August 2016, *Resume af borgermøde den 15. august 2016 om lokalplan 631 for Kildegården*, pdf, viewed 1 May 2019, Roskilde Municipality own database

## Backtrace Koldinghave

1b: Kolding Municipality, 2015, *NYT forslag til indpasning af boligbebyggelse i Bypark Øst*, pdf, viewed 1 May 2019, Kolding Municipality own database

2b: Kolding Municipality, 2015, *NYT forslag til indpasning af boligbebyggelse i Bypark Øst*, pdf, viewed 1 May 2019, Kolding Municipality own database

3b: Kolding Municipality, 2015, *NYT forslag til indpasning af boligbebyggelse i Bypark Øst*, pdf, viewed 1 May 2019, Kolding Municipality own database

4b: Munk S, Nørgaard, J Jensen, Kyed, M, M, Jeppesen. R, H, & Gangelhof, U, 2017 *Kolding Bypark - Klimatilpasning i et historisk landskabeligt træk*, viewed 1 May 2019

5b: Kolding Municipality, 2017, *Udbudsvilkår*, pdf, viewed 1 May 2019, Kolding Municipality own database

6b: Kolding Municipality, 2017, *Koldinghave, alternativt tilbud*, pdf, viewed 1 May 2019, Kolding Municipality own database

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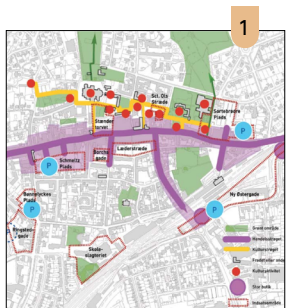




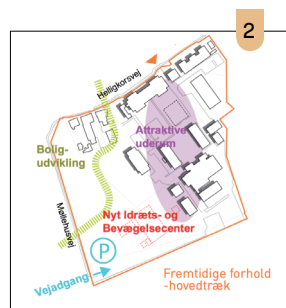




## 1. Analysis



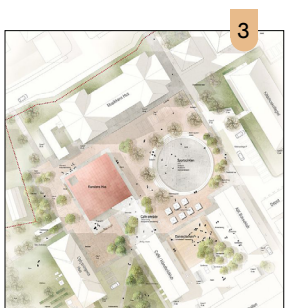
What	Strategic development plan 'Den Dynamiske Bymidte'
From	Roskilde Municipality
To	Public
Format	Booklet with text, diagrams and maps



What	Principles for a masterplan for Kildegården
From	Planners and project manager
To	Local interests and a later architectural competition
Format	Plan

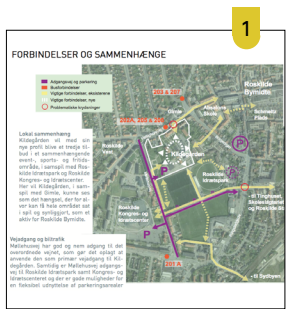
## 3. Design development

City council or other administrative in the municipality

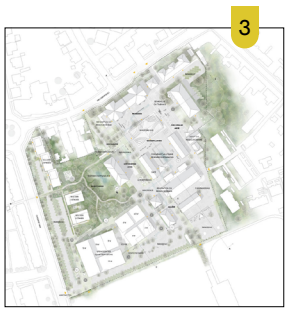


What	The winning masterplan
From	Svendborg Architects, BOGL & Regnstuen
To	Roskilde Municipality
Format	Plan

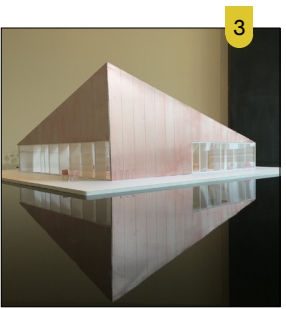
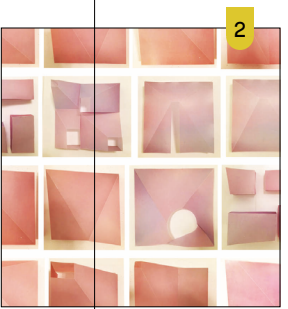
Strategic plan and masterplan



What	Building program for the Art House and outdoor environment
From	Planners and project manager
To	Three architectural teams
Format	Building program, with visions, text, collages, princip diagrams, maps and historical analysis



What	Competition material
From	Team 1: RUBOW Arkitekter and Mutopia. Team 2: Urban Power, Aart Architects, Kragh & Berglund and Sweco
To	Roskilde Municipality
Format	Booklet and posters with text, plans, sections and visualisations

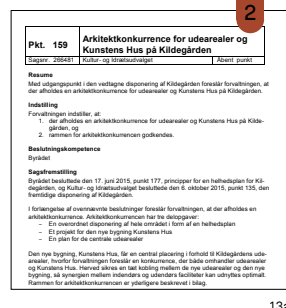


What	Designprocess material
From	Team 3: Svendborg Architects, BOGL & Regnstuen (winning team)
To	Roskilde Municipality
Format	Booklet and posters with text, plans sections and visualisations. Model studies

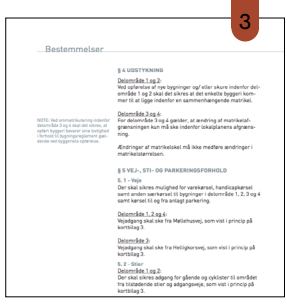
Architectural competition



What	11-dot program: foundation for the content of the local plan
From	Planners and project manager
To	Internal use in the municipality
Format	Pdf with text



What	Agenda for policy meetings (through the whole process)
From	Steering groups
To	Politicians
Format	Pdf with text



What	Local plan
From	Roskilde Municipality
To	Public
Format	Pdf with text, maps, visualisations and pictures

Local plan



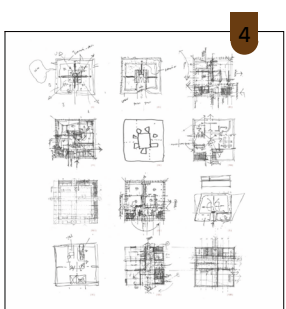
What	Vision workshop
From	Planners and project manager
To	Local interests
Format	Boards and post-it notes



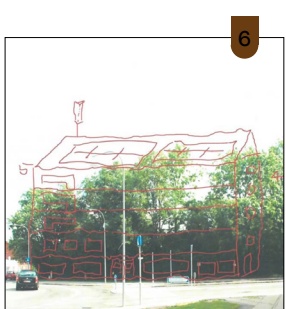
What	Information letter (through the whole process)
From	Planners and project manager
To	Public
Format	Pdf with text, pictures and maps



What	The masterplan is presented for the public, in order to ensure a match in expectations
From	Planners and project manager
To	Local interests
Format	PowerPoint with digrams, text and visualisations



What	Designprocess material and presentation posters
From	Svendborg Architects, BOGL and Regnstuen
To	Local interests
Format	Process sketches and posters with text, plans, sections and 3D visualisations



What	Local plan suggestion
From	Roskilde Municipality
To	Local interests
Format	Pdf with text, maps, visualisations and pictures and a visualisation to communicate a future scenario

Mid 2018: Kildegården is finished. A coordinator for development is employed during the commissioning phase, ensuring visions and intentions after the construction is built.

Public involvement

Jan Feb Mar Apr May Jun Jul Aug Sep Oct Nov Dec

2015 2016 2018



