

The influence of political structures and local community engagement on placemaking in train stations

A case study of Glostrup Multifunctional Station



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Abstract

Traditionally the development of a train station focuses on transportation manners for commuters. The challenge in modern train stations is the quality of the public space, which adds value to citizens through sustainable measures. It is crucial to strengthen participation for better development of train stations. There is a lack of involvement, and throughout the thesis, it is demonstrated that the argument is two-folded. The first one is local, about local development, inclusion, and achieving locally sustainable objectives. The other is about the system level. In order to handle the urbanization, new ways of governing are fundamental to achieve an optimal train station that comprehends all aspects of the transportation system. In a paradigm of transport where time-travel is at the center, there is not enough focus on the quality of the trip as a whole for people. The quality of the space is affected by the existing infrastructure that puts some limitations on the recreation of the place. Other challenging aspects of urban spaces, at the stations, are better transport modes, energy-efficiency, pollution reduction and policy framework. The focus on train stations is relevant for the development of sustainable cities since it offers quality of life, efficient connectivity, optimal and innovative use of public spaces and reduction of human footprint.

The purpose of this thesis is to explore the influence of the political structure and the local community concerning strengthening placemaking in train stations. The paper seeks to examine the complexities of stakeholders' involvement to govern the process to achieve the concept of placemaking. The theoretical framework focuses on the governance approach used in the Glostrup project, which shows that there is a need for a proactive strategy that strengthens the public space on stations. Through interviews with key stakeholders related to Glostrup station's development, their fluctuating involvement in the process illustrates the upcoming barriers of engaging the local community to contribute to the municipality's plans and strategy.

In conclusion, the political framework put forward by the City Council is pivotal for the development of the train station to manage sustainable objectives and strengthen the quality of the public space. Further studies are needed to investigate the impact of including key actors' interests through co-finance and public-private partnerships.

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1.0 Introduction

The development of sustainable cities is one of the most significant global challenges right now. The problem with cities is difficulties with developing infrastructure and services in line with a growing city and population (Almusaed & Almssad, 2018). Development affects the conditions for lots of people. The cities face a large number of social, environmental and economic issues that require solutions, which needs innovative thinking across professions and sectors (ibid).

In many cities, increased traffic results in poor air quality and congestion-related problems, especially around stations nodes (Almusaed & Almssad, 2018). The new challenge for city planners is to transform metropolitan areas into eco-areas, so-called “sustainable cities”, which can thrive on green energy and reduce pollution both air – and noise pollution (ibid).

The development of an efficient transport system will provide opportunities for mobility and equal access by citizens (The City of Copenhagen Department of finance, 2018). To achieve this, transport planning and traffic management in these areas must provide suitable networks for pedestrians and cyclists. *“The better we manage to economically stabilize disadvantaged areas, integrate them socially and improve the physical environment and transport infrastructure, the greater our chances are that our cities will remain points of social progress, growth and innovation”* (Almusaed & Almssad, 2018 p. 1).

Additionally, a sustainable framework for urban policy should focus on the future but also the existing context. The framework for sustainable urban policy deals with methods that create sustainable solutions that benefit all (ibid). Sustainable solutions should meet daily needs. Hereby public participation becomes a central element to incorporate the citizens' needs (ibid). For instance, the citizens are not only cycling because it is environmentally friendly, but also because it is easy, fast, cheap and healthy (ibid).

In general, there is a lack of integration between space and train stations in Denmark. The same applies to the case of Glostrup station. In decades, there has been a growing awareness regarding governance in societies. Transportation modes dominate Glostrup station in which, urban space lacks functionality and city life misses social interaction reference. is not optimally used; for instance, considering that there are fewer bus departures from Glostrup station, the bus terminal is still four-times bigger compared to Copenhagen Central station (Communication Søren Jepsen May 22, 2019).

The goals of Glostrup Municipality support the Sustainable Development Goals (SDGs) longstanding philosophy. Economic growth and quality of life are closely related, which are a part of the three

dimensions of sustainable development - social, economic, and environmental aspects. Mutually dependent, each aspect constitutes crucial political priorities (The City of Copenhagen Department of finance, 2018). Sustainability must embrace the improvement of public health, urban well-being, economic growth, innovation, education, social mobility, recreational opportunities, integration of citizens, social justice, cultural life and workplaces (ibid). The municipalities of greater Copenhagen are developing tools that can be key solutions in the development of new policies and initiatives to contribute to the 17 SDGs (ibid). More than just a green agenda, the SDGs provides an opportunity to expand the concept of sustainability and spread it out across political agendas (ibid). The SDGs target by 2030, *“empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status”* (UNDESA, 2019 p. 10)

It will be a unique possibility for the local authority to contribute to the realization of the SDGs goals by including and involving the citizens in the process (ibid). This work contains close cooperation with the local municipality, relevant organizations and citizens. The strategy Glostrup Municipality has put forward aims to establish an intermodal station node that focuses on the social aspects of the area. Such challenges require a shift in management to handle urban change. Therefore, this thesis’ focuses on the process of implementing a public space connected to the station.

Striving to identify and explain the political patterns and actions carried out in Glostrup Municipality, the municipality aims to create a multifunctional station through spatial planning to upgrade connectivity (Glostrup Kommune, 2017b). This way, maintain a high level of public transport, improve flow and effectiveness within urban fabric while increase shared values for the local community (ibid). However, it requires the involvement of relevant stakeholders to develop a strategy that meets differing views and interests.

The thesis analyzes the political structure in Glostrup Municipality and examines how political dilemmas affect urban planning. In addition, this thesis discusses which alternative in the case of Glostrup Municipality solves the barriers in the municipality and increase engagement of the local community.

1.1 Problem analyses

This analysis focuses on Glostrup Municipality’s ability to incorporate sustainability in the planning process. Due to the general steady increase in population during the last decades. There is a high rise in energy consumption and other issues derived from environmental impacts. Therefore, European

countries strive to combat these problems from ecological, economic, social and political positions (European Commission, 2014).

Traditionally, station planning in Denmark focuses on transportation manners. The planning focuses on achieving an efficient transportation system, which means the shortest distance from point A to point B — leaving less consideration regarding space functions (Bertolini, 1999). Transport planning is a complex field of planning involving multilevel actors and decision-makers. Increased engagement of non-traditional stakeholders as local citizens and shop-owners can contribute with new knowledge and information to the solutions since they are among the significant end-users (Edelenbos, Buuren & Schie, 2011).

Sustainable transition

The transition of a station node to a sustainable model requires a structural system change that includes the cultural, institutional, social, economic and ecological developments. Therefore, the relationship between actors from different levels in urban governance changes. Adapting the new untraditional actors in the process requires a new governance structure. It needs collective action to solve urban problems. Governance is a concept that has a bottom-up approach in overall initiatives and innovations (Loorbach & Shiroyama, 2016). On higher levels of policies, governance is a top-down approach (ibid). A new paradigm of governance is called New Public Governance. It is a process of collaboration through interactive management (Torring, Sørensen & Røiseland, 2016). Other factors that are worth to consider in the planning process are long-term visions, long-term policy-making, innovation, including various stakeholders and social interconnections (Loorbach & Shiroyama, 2016).

Good governance and placemaking

Governance is crucial to manage the various actors in order to add value and create quality to public spaces. Therefore, this thesis will examine governance and its influence on placemaking. As stated the focus on station planning is usually the transportation modes and not on the end-users' social interaction ability. Herby the citizens' influence is essential to create an attractive place, that meets physical and psychological needs (Lee, Jordan & Horsley, 2015). Placemaking highlights the need for reshaping the process to create a place of quality where local participation is a key factor (PPS, 2009).

The case of renewing Glostrup station square

The case used in this thesis focuses on placemaking in Glostrup station square. In 2009, Glostrup Municipality initiated the project of developing the City Center as a holistic masterplan (Glostrup Kommune, 2017b). Glostrup Municipality and Brøndby municipality has together established common goals to create an innovative suburb area connected to Glostrup station. Several architectural companies have been in collaboration with Glostrup Municipality to create new designs of the vision, but most of them until now have been rejected by the City Council. The problem with the sudden change in the political decisions made in Glostrup's vision initiates that citizens' involvement can contribute to overcome barriers while staying on the outlined path (Glostrup Kommune, 2016).

1.2 Research question

In order to handle the establishment of public spaces, the changes should contribute to the citizens' wellbeing, the flow of people to the station and add value to the process and project. Such concepts require an explicit limitation, where and when actors need to be involved in the process and design of a proper governance structure. Therefore, the establishment of public space at Glostrup station is a compelling case to investigate.

In order to clarify how governance and public participation can strengthen placemaking, the main research question is:

How do political structures and local community engagement influence placemaking in stations?

In order to answer the research question, it is essential to unfold several underlying sub-questions:

- *How is the process of placemaking approached?*
- *How does the political game have an impact on achieving a sustainable urban space?*
- *Who are the main stakeholders in the project, and how are their role changing through the process?*
- *What influence does governance have on placemaking?*

- *How can the local community be engaged in the creation of an important station node and urban space?*

1.3 Case study

As mentioned earlier, this thesis examines the renewal of public space in Glostrup station square as a case study. The purpose of the following chapter is to present Glostrup Municipality's future vision along with the renewal of Glostrup station square.

Glostrup Municipality is a suburb to Copenhagen with 22.615 inhabitants (Danmarks Statistik, 2019). In the late 18 century, Glostrup started transforming from a village to a station city. Along with an increased population and intensive manufacturing activities, the city started to grow because of a boost in city activities (Glostrup Kommune, 2017b). Between the 1950s and 1970s, the city started to adopt modern signs as good infrastructure with more than one transportation mode. In addition, it was a political decision to build the Glostrup Shopping Center in the City Center (Glostrup Kommune, 2017b). Finally, Glostrup station aimed to build stronger public transportation modes to connect the public transport to neighboring municipalities also across regions. Therefore, the implantation of regional trains and light rails supports the goals. Furthermore, to increase the quality of the station, it is essential to improve the place function in order to attract commuters, citizens' and workplaces.

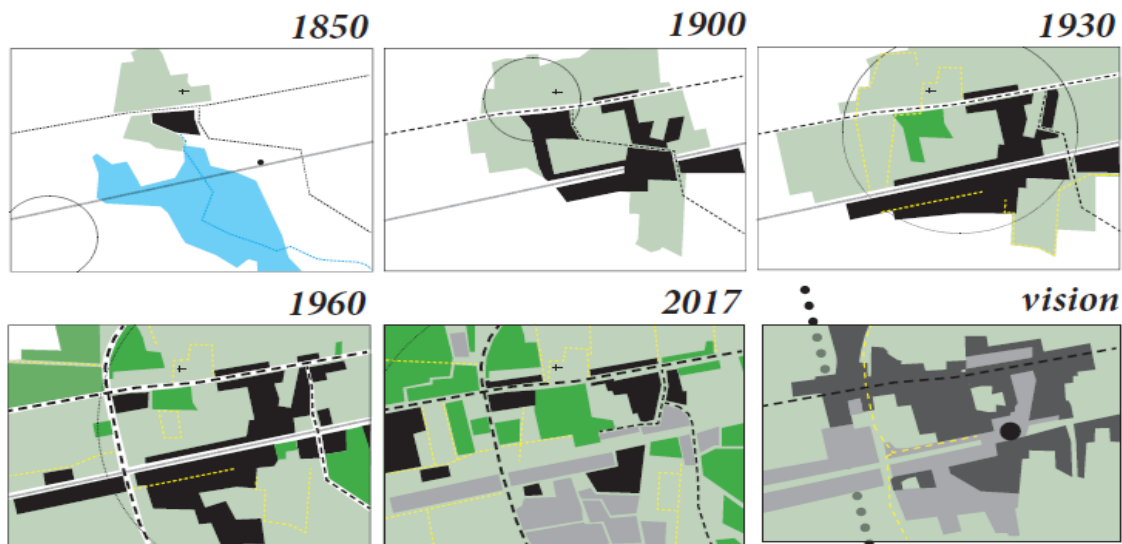


Figure 1 - Development of Glostrup city (Glostrup Kommune, 2017b)

>> The complexity of the intermodal station is subjected to the environment it is located within, and to the role, it has to represent. Heddebaut (2018) argue that the definition of intermodal transport station *“evolves from a purely functioning one describing the ease of movement inside and outside the interchange towards its integration into a more complex vision of its interactions with transport, service and city functions”* (Heddebaut, 2018 p. 9). Intermodal stations and surrounding areas are suitable locations for presentation of cities' identity and cultural features; perhaps through grand architectural designs and art installations, through markets and playgrounds, through cafes and other public amenities in service of urban and transport functions for the wellbeing of community and passenger. In that manner, the suitable infrastructure, punctual Public transportation (PT) and variety of accessible modes enable still dominating car-centred settlements to flourish into green-mobility driven ones. However, the ease of the movement through the city is greatly dependent on accessibility and punctuality of the transit network. According to Heddebaut (2018) *“The ultimate function of an interchange is to easily transfer from one mode of transport to another.”* and *“The main idea is to facilitate intermodal transfers, increase the sustainable transport mode use, and reduce the total journey time, improving the quality of service”* (ibid., p. 3). The more accessible transit a city offers to its inhabitants, the higher the satisfaction usually is within the network as individuals get to create and execute their journeys more easily (Taylor & Iseki, 2015). One place for the introduction of new modes and measurement of quality of the services is provided in intermodal stations, where a variety of modes meets and takes off, where flows and concentration of people create a unique setting. Transit coherence and integration on a local level, despite the transport infrastructure and station location, should be a joint task of the urban and transport administration to enact << (Original thesis, p. 21).

In the municipality's plan for Glostrup, there are clear visions regarding livability and social sustainability (Glostrup Kommune, 2017b). Glostrup Municipality aims to be state of art in Denmark by adopting goal number eight of the 17 sustainable UN goals (Glostrup Kommune, 2019a). The goal focuses on promoting inclusiveness and sustainable economic growth and productive employment (Glostrup Kommune, 2018).

Additionally, the municipality's plan states that in order to create a place combined with the other municipalities, it is necessary for the municipality to increase value by collaborating with business life, transportation companies and citizens to work closely together. Glostrup Municipality aims to create synergies between station planning, urban space, and sustainable management of the holistic plan in the

city (Glostrup Kommune, 2016, 2017b). Since the station square is in a trafficked area with a bus terminal, 2G mall and the railway station, (Figure 2) it is essential to ensure an interplay between the surroundings to improve the quality of the public space.



Figure 2 - Station square (Google maps)

Furthermore, the city of Glostrup struggles with empty stores in the 2G mall, a lack of connectivity and flow in the City Center. Therefore, the vision of Gehl Architects focuses on smart use of the square (Gehl Architects, 2016). The vision contains area activities, safe environment, inclusiveness, mix-use, and connectivity. These elements support the creation of a more inviting and welcoming place (ibid). The current project emerged as a masterplan in 2009 named *Strategi for udvikling af bymidten* in collaboration with Brøndby municipality. The masterplan contained the station square, Glostrup city as hole and a part of Brøndby Municipality named *Kirkebjerg*. Glostrup Municipality gradually reduced the project and focused only on the station and surroundings. The renewal of Glostrup station square is one of the ambitions for station development. Other ambitions that have played a role for the station square is flow and safety in the city.

According to the etapeplanen published by the municipality, the focus on the development of the station square to add quality to space, and that is in the first two phases of the project implementation in the process (Glostrup Kommune, 2016).

The phases of the process connected directly to the station square (Original thesis, p. 39):

Phase 1 (0-3 years)

- The transition of the station square into an active urban space
- Functional connections between the station and the rest of the city
- Improving bicycle parking lots
- Process for strengthening the city's commercial life such as coffee shops and restaurants
- Activating the city squares and parks through social activities

Phase 2 (2-8 years)

- Establishment of pedestrian pathways from the pharmacy at Glostrup Torv along Jernbanevej to the square and station
- Improvements of connections between the square and Glostrup Shopping Center by strengthening the shopping life
- New parking facilities
- Rethink the use of the 2G shopping mall

The plan is to complete the masterplan before 2050, in which a part of the goal is to integrate the light rail system and develop the city to provide a meaningful everyday life for 30.000 inhabitants and 30.000 workplaces (Glostrup Kommune, 2017b; Communication Rasmus Hansen May 2, 2019). Appendix A shows the actions in the process until 2050.

Several debates within the City Council and changes in solutions have been a part of the process. As a consequence of political disagreements in the City Council, it has sparked confusion among citizens and an uncertain future for shop-owners in the 2G mall. (Communication Rasmus Hansen May 2, 2019). The masterplan has led to political disagreements in the municipality. In which, the mayor is the decision-maker who is usually supported by the majority of the politicians. The case of Glostrup Municipality is unique in that sense that the mayor does not have the majority of votes by the politicians. The mayor's vision contains a density of buildings in the city. The City Council voted against the proposal, and therefore, it was not included in the project (Communication Rasmus Hansen May 2, 2019).

Instead, of adopting the proposal of the mayor, the political parties created a majority without the mayor and came together with corrections to the existing master plan. The new corrections concerns creating more green spaces and fewer buildings (Communication Rasmus Hansen May 2, 2019).

1.3.1 Description of the station and surroundings (Original thesis p. 31)

The purpose of this chapter is to account for the chosen areas around the rail track and highlight the issues and potentials of uprising the urban quality. There will also be a description of access routes between the areas into the city square and railway.

Glostrup Municipality is divided into 15 territories (Glostrup Kommune, 2018). The territories of the municipality are not homogeneous, and the buildings do not have the same consistency. The areas are composed of many different neighbourhoods and types of buildings. Therefore, the importance is to characterize the area now and what the proposal is in the future. The 15 territories are: **1** - The railway station square, **2** - Station area, **3** - Complex of shops, **4** - East part of the main road, **5** - West part of the main road, **6** - Old town area, **7** - Low rise residential area C (villas), **8** - Low rise residential area V (villas), **9** - Low rise residential area S (villas), **10** - Leisure dedicated area, **11** - Industrial area, **12** - Industrial area, **13** - High rise residential area south, **14** - High rise residential area east, **15** - High rise residential area west.

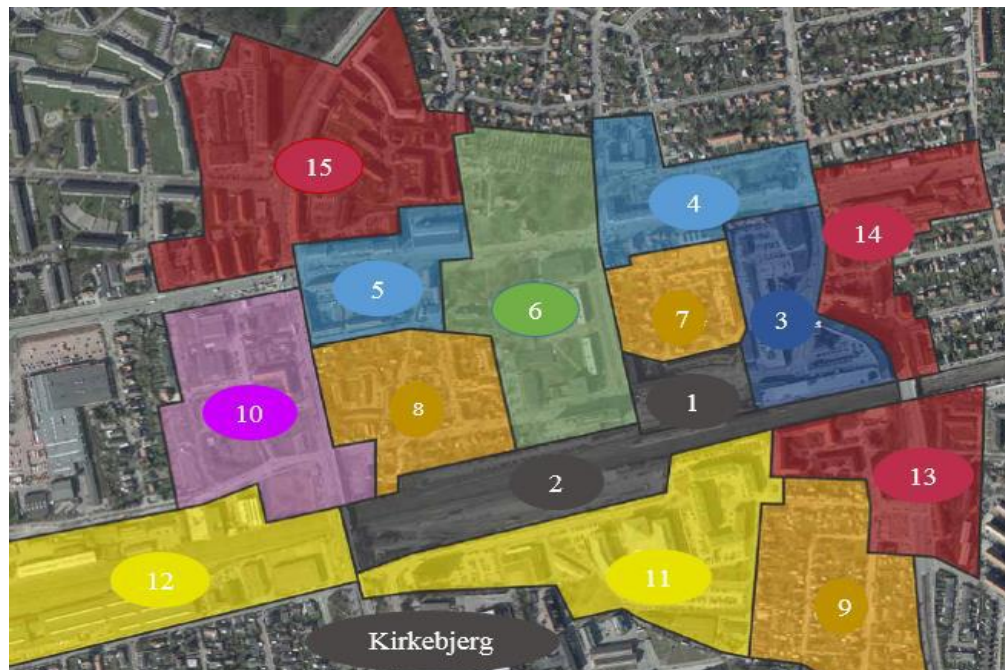


Figure 3 - The 15 territories and Kirkebjerg (Glostrup Kommune, 2017)

The description of the area is limited to the following districts: 1, 2 and 3.

1 - The railway station square

Area: Transport modes and transit dominate the railway station square, mainly the bus terminal area, which is oversized. The size of the square is 200 m X 55-70 m, and the space form has an irregular shape. The buildings on the south side close up on the railway station, detached housing on the north side, business and public buildings covering partly the west side and two shopping malls covering the edge of the east side.

Accessibility: The entrance is going from the south (station) towards north (GSC and 2G Center) terrain ascends (3-4m) - railway station and station square are on the same level - to access the railway station platform should go through 2G Mall and the tunnel. The same tunnel leads towards the southern part of Glostrup territory both 11 and 13, which is also border to Brøndby Municipality. On the Western side of the station, there is also one more access to the station by a tunnel, but it is only from the side of northern Glostrup. It means the access from the western part of district 11 and Brøndby Municipality that border that area have only access through the tunnel at the southern part of the railway square. The access to and from the station through 2G center gives a confusing flow. The signs and the natural flow is confusing. The access from the station to the City Center is also not attractive, as it takes place through the basement of Glostrup Shopping Center. Moreover, the railway square is heavily trafficked and windy.

Identity: The identity of the area is the shopping malls, old station building, and on the west side of the office buildings.

Facilities: The shopping malls facilitate the railway square. Otherwise, the bus terminal and taxies are dominating the square. There is no implementation of urban fabric as benches that citizens might use.

2 - Station area

Area: Large longitudinal area - surrounded by a fence. Along the rails, the old post office is placed as a reminder of past activities. Both the fence and the old post office conceal the station from the station square. **Accessibility:** The railway station and station square are on the same level - access to the railway platform is through the tunnel, firstly through the 2G mall and then through the tunnel to the platform. The same tunnel leads to the southern square of the station.

Problem: There is no coherency of the infrastructure, flow at the area since the railroad tracks is a barrier, and the city seems to be divided in to separate areas. Within the station, there are one extra platform and two tracks that are not in use, where the regional train drive-through. The signs are also confusing information on how to access the station platform.

Potential: Functional and appealing urban fabric will improve access, entrance, and connection between northern part and southern part of the city. Additionally, parking on the north side may be closed and access to station square and other facilities enhanced and easier.

3 - Complex of shops

Area: The area is dominated by the two malls Glostrup Shopping Center and 2G shopping. The shape of the buildings and facades are in contrast to the rest of the built environment. The large malls and their functions and services are centered only inside. There is no orientation or connection to the square, sidewalk or road. Therefore, the malls are constructed in a way that they invite people inside, which means that daily life is happening inside. The malls are constructed in two levels with parking on the roofs and in the basement level -1, which occupies most of the area, and there are many empty retail shops in the 2G Shopping. There are differences between glass facades, the welcomeness area, concrete facade and back of the buildings is visible due to differences in openness and facades.

Accessibility: There is much traffic on the roads around the malls. An underground tunnel connects the two malls. The same tunnel connects the train station platform to the south side (below the track lines, which connects a residential area. One of the exits of the 2G mall faces the bus terminal, while another exit is leading the commuter to a blocking fence while the commuters think that the exit is leading to the train platform. Glostrup Shopping Center has several entrance points. One of them is facing the main road, where a big square is not in use.

Material: smooth facades and flat roofs - the access areas are made out of glass and the backsides made of concrete elements.

Challenges: The shopping malls, traffic, and parking are dominating the area. The city life, in the city centre, takes place primarily in the two shopping malls, but many of the detail shops in 2G Shopping are empty. Parking options are important to attract customers to the shopping malls. On the other hand, the parking areas are massive, in which different uses of it could potentially be more valuable. << (Original thesis, p. 32)

1.4 29 principles (Original thesis p. 49)

To achieve the future vision of Glostrup station, the municipality has put forward 29 goals, which are divided into five sections (Glostrup Municipality, 2017). In general, the goals create coherency, improvement of City Center, construction of new dwellers and new companies (Glostrup Municipality, 2017). The principles related to the station area are presented below:

<i>An overall plan with stages up to 30 years</i>	<i>Livelihood of city center and City Council Park.</i>
<i>Climate adaptation</i>	<i>Better flow in the city for pedestrians and cyclist</i>
<i>Smart city solution</i>	<i>Connecting the southern and northern part of the city</i>
<i>General beauty and improving the green areas</i>	<i>New smaller bus terminal</i>
<i>Keeping history of Glostrup</i>	<i>New pedestrianized area along the station</i>
<i>New station with new platform</i>	<i>Eating places to crate living space</i>
<i>Feeling of Wellcomeness at the square</i>	<i>Natural choherence betweenhovedvej and station</i>
<i>Coherency across the municipalities</i>	<i>Creatinhg astetisk identity for the city</i>
<i>Temporary activities under the construction period</i>	<i>Creating value for the city</i>
<i>Establishment of parking house and parking basement</i>	

Figure 4 - 29 principles (Original thesis p. 49)

1.5 Delimitation

The purpose is to solve the demands of transportation, connectivity between the city areas, and reclaim public space for the citizens. Further, the vision contributes to greenery and increase citizens' participation and co-responsibility. In this thesis, several delimitations need consideration:

- The definition of governance is in regards to this study and scope, which is related to the other theoretical concepts as placemaking. A big part of governance is related to decision-making processes in the design phase, which is not taken into consideration in this project since the design phase is yet to be evaluated. However, the focus of the project investigates the involvement of the community.

- The head consultancy company is Opland's. There will not be an examination of the publications published by the company since it is not their final proposal.
- Placemaking is supporting social sustainability, which is a holistic concept. It is in general about adding quality to a place on different levels. Therefore, the focus will generally be on the recreation of the place and how the concept affects the quality.
- The political decision has a significant influence on the project, which is related to the budget of the project. The thesis does not examine the financial means.
- The technical aspect of the project as solutions from the different stakeholders contributing to the project will not be a part of the consideration. Since the focus is on how the creation of the place adds value to citizens'.

2.0 Theory

2.1 Litterateur review

The project reviews the scientific literature regarding the strengths and weaknesses connected to creating public spaces and governance's impact on the process. Hereunder how local involvement and local policies influence the process of creating a public space in Glostrup Municipality.

This literature review covers the following topics:

- Placemaking
- Governance
- Public participation
- Co-creation

The concept of governance has attracted attention on the management process; in particular, municipalities' use of the approach to improve service quality to the local community. The findings identify gaps in the current knowledge of placemaking through the current governance approach used to create public spaces in Glostrup Municipality.

2.2 Theoretical framework

The following chapter describes the theoretical framework in this project and the process of a theoretical synthesis, which sets the framework for the analysis. In many recent cases of stations, the aim is not only to adopt suitable transportation modes, but also to create multifunctional public spaces where there is a place for citizens' interaction.

In order to create public space, the concept of placemaking is useful to describe the importance of the involvement of the local community hereunder citizens and shop-owners (PPS, 2009). In addition to the station square in Glostrup, the various actors' involvement plays a crucial role in the creation of space. Here governance plays an important role in managing the process of creating places.

A new paradigm in governance approach called New Public Governance is characterized by a shift in the transformation of the public sector from legal authority to co-creation (Torfinn, 2013). Co-creation involves the key actors that influence the process (ibid). Therefore, co-creation is a tool in placemaking to find solutions by establishing public-private collaboration.

2.3 Concept of placemaking

In general, the concept of placemaking emphasizes the creation of quality in public space, which is purposeful and beneficial to wellbeing, health state, and happiness (PPS, 2009). The process of transdisciplinary placemaking is through collaboration across sections, including the community.

The planning process of the stations becomes a part of the solution, seeking to create connection and flow to the place and this way, adding quality to the recreated space. Hence, the place links to the station and the many existing definitions of placemaking. The concept of placemaking is unfolded in the context of Glostrup station development.

As stated, there are many definitions of what placemaking is. Placemaking also refers to the improvement of safety, strengthening collaboration, and democracy-building within the local community (PPS, 2016). In addition, placemaking focus on creating a diverse public environment and economic opportunities (PPS, 2009; Paulsen, 2010). However, the explanation of the differences in definition of Placemaking dependent on the location, it is closely related to the use and understanding of the citizens' and the urban planners' aim. On the other hand, the individual perception of a place depends on daily interaction and memories connected (Qazimi, 2014; PPS, 2015). Therefore, peoples' involvement is necessary in establishing a useful place.

The establishment of a place contains other concepts than enhancing physical interventions. The establishment also contains character, identity, and everyday life for people - living, working, local history, and interactions with the place (Qazimi, 2014). Consequently, local history and narratives are important in placemaking (Jelenski, 2017). The local culture provides identity and value to a place through social norms, architectural styles, and buildings (Paulsen, 2010). The characteristic qualities of a place can be viewed as sense of place (ibid.), defined as follows:

“Sense of place can perhaps best be understood as combining those aspects of Placemaking that relate to meaning, including how a place is perceived, conceptualized, spoken about, and remembered” (Paulsen, 2010, p. 602).

Also in the context of station development, the transit role is a factor to increase the quality of public spaces and a contributor to placemaking by creating, focal points for a variety of activities, activating substance for community participation, sense of place and identity. Hence, physical urban design can

have more than one function, as predestination of the area provides the atmosphere and aesthetic of a place. Here a function could also be the functionality for surrounding business by connecting them to commuters/customers and improve accessibility to the station. However, Glostrup Municipality provides a platform for citizens' participation, whereas placemaking is about involving the people in creating spaces. Therefore, the peoples' needs and requirements have to be incorporated into the design of the place. In other words, it is a transdisciplinary practice, since the local community as the end-users know their needs best (PPS, 2009).

Essentially placemaking focuses on the involvement of citizens, which is the driving force to create space through co-creation. The involvement of the community creates a feeling of importance, empowerment, and satisfaction throughout their participation in the decision making for the citizens. (Mcmillan and Chavis, 1986; Qazimi, 2014).

Understanding the complexity of the phenomena refers to several actors' that are a part of co-creation and the decision-making process. Carmona (2014) presents six factors (listed below) that influence Placemaking relating to different actor groups:

1. *"The aspirations, resources and determination of those who own the space, whether public or private.*
2. *The aspirations, powers and skills of those with regulatory responsibilities and their willingness to intervene to secure particular ends.*
3. *The aspirations, skills and sensibilities of designers; (design groups) and their awareness of the needs and aspirations of other groups.*
4. *The aspirations of communities and their ability and determination to influence the work of the planners, investors and decision-makers.*
5. *The aspirations, resources and abilities of those with long-term management responsibility for space.*
6. *The manner with which public space users engage with spaces and through their use define and redefine the nature of each space over time."*

(Carmona, 2014 p. 30)

Given the statement above, the power of relationships among stakeholders (property owners, planners, designers, decision-makers, community, and users) fluctuates over the project process. The influence and power may change or shift between different stakeholder groups. Therefore, the fundament in creating a

space relates to the understanding of roleplay - “*important to understand where the power lies and how it waxes and wanes*”(Carmona, 2014 p. 30). If stakeholders want their ideas and aspirations negotiated, they have to apply.

How is Placemaking defined in this study?

In Denmark nowadays, a range of stakeholders’ influence urban design. The design depends on the limited state investment along with the service-design providers as Banedanmark and DSB. However, local authorities’ inclination to modernize the place has to include a budget plan to the design and maintenance.

Several definitions of placemaking cannot combine one concrete definition that fits all contexts. Therefore a definition, which is important in a Danish urban context and relevant for this case study of the concept of placemaking is: the transformation of a station square into a physical environment encompassing identity of a place, which supports the local place values like sense of community along with sense of a place and place-function.

Definition of the three main concepts in placemaking:

- Sense of community concept is defined as a feeling of importance and belonging within the community (Mcmillan & Chavis, 1986).
- Sense of place concept is defined as the embodying meaning and attachment to the place (Frantzeskaki, Steenbergen & Stedman, 2018).
- Place-function concept is defined as activities to satisfy needs in the society as street and social activities (Karndacharuk, Wilson & Dunn, 2013).

The goal is to create quality places that contain:

- Improvement of quality of design
- Improvement of wellbeing, health, and social value for end-users
- Social interaction within the station square
- Creation of economic opportunity for businesses

The process to achieve placemaking includes:

- Transdisciplinary of sectors
- Involvement of the local community
- Co-creation by the stakeholders
- Bottom-up oriented process

Aiming to:

- Contribute meaning to the place
- Build up democracy and responsibility for the local community
- Establish a stronger bond between community/users and place
- Influence through peoples' engagement

2.4 Governance

The concept of “governance” has different definitions in the academic literature, which means different understandings; the goal in this chapter is to define and conceptualize what kind of governance and level of governance, which relates to station development and placemaking. Furthermore, how governance plays a role in the analytical framework of the case of Glostrup station.

2.4.1 Urban governance

The political structures within the municipality and the transportation companies from different comparative countries such as Sweden and the Netherlands are important to understand in relation to placemaking in stations.

Urban governance can be understood as “*the more or less institutionalized working arrangements that shape productive and corrective capacities in dealing with - urban - steering issues involving multiple governmental and nongovernmental actors*”(Hendriks, 2013 p.555). They may also be understood as Monstadt (2009) define it as “*process through which local authorities, in concert with private business and civil society, seek to enhance collective goals in an urban context*”(Monstadt, 2009 p. 1931). In other words, Urban governance suggests in directions how authorities such as governments, locals, regions, and nationals decide to plan finance and manage urban areas where the process involves negotiation and

interests (Avis, 2016). Another aspect that is notable in governance concerns a progressive and inclusive process (Engberg, 2018). Urban governance refers to strategical ordering of a growing number of interconnected actors with public actions that influence and regulate non-public actors (ibid). Therefore, it is a cluster of ideas, where decentralization and democratization are closely related (Obeng-Odoom, 2012).

2.4.2 The concept of Good Governance

As stated, there is not only one way to create good governance. Shaping a successful structure in urban governance involves evaluation of the results rather than the implementation process. The political power and boundaries between politicians, landowners, and local community are what creates the effectiveness of urban planning (Brown, 2015). In order to achieve a successful process in urban governance four elements are essential (Devas *et al.*, 2004):

- Trust
- Quality of social interaction
- Accountability
- Local administrative capacity

According to UN Habitat (2002) on the Global Campaign on Urban Governance, the worldwide organization characterized indicators to achieve good sustainable urban governance in local contexts table 1. The chosen indicators aim to add value to the process.

Participation	<ul style="list-style-type: none"> • Greater local participation including marginalized groups • Promotion of city identity and a sense of citizenship • Participatory planning
Responsibility	Encourage Actors to feel ownership
Consensus Orientation	Good governance should take different interests into account and mediate between them to reach a broad consensus

Effectiveness	<ul style="list-style-type: none"> • Efficient investment in infrastructure • Delegation of decision-taking from the lowest level • Collaboration and strategic partnerships • Planning and management in co-operation with citizens
Accountability (Transparency)	<ul style="list-style-type: none"> • Easy access to the processes and information • Regular and structured consultation with representative bodies from all sectors of society • Include individuals in the decision-making processes • Monitor government activities by coalitions of outside organizations • Transparency in financial arrangements • Fair and predictable regulatory frameworks • Independent and accessible complaints procedures • A regular flow of information on key issues
Strategic Vision	Leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of requirements in society. That is connected to all the decisions made in the project. There must be an understanding of the historical, cultural and social complexities included in the process.

Table 1 - Indicators used to achieve good governance in a local urban context (UN-Habitat, 2002)

2.4.3 From governance to New Public Governance

As there is not a general structure to create ‘good governance’, the paradigm is new public governance (NPG), which is a way to shape urban governance successfully. NPG makes it possible to create public value in a new way that creates balance in the citizens' expectations (Torfing, Sørensen & Røiseland, 2016). The public sector transforms from a legal authority to a platform with cooperative interactions and partnerships (ibid). There have been several paradigm shifts in the ‘Classical Public Bureaucracy’ paradigm in which the citizens were the passive receivers of public services (ibid). Moreover, there has been a paradigm shift to ‘New Public Management,’ where results and effects, as well as empowerment of users, is in focus. However, these paradigm cultures are criticized by Morgan and Cook, (2014) raising a concern of how public leaders can improve efficiency and effectiveness in public regulations and service provision by importing managerial tools from the private sector (Morgan & Cook, 2014). In addition, New Public Management has failed to deliver on its promise to generate a public sector, that

works effectively with fewer costs (Hood & Dixon, 2015). It resulted in a shift in paradigm to 'New Public Governance,' with an emphasis on co-creation, collaborative processes, and strategic partnerships as the central elements (Torfing, Sørensen & Røiseland, 2016).

NPG emphasizes that the public sector should not act as a supreme authority with obedient citizens or mitigate the services of the private sector by satisfying citizens' needs (ibid). NPG is all about the public sector facilitating a constructive collaboration, with relevant actors to come along by gaining knowledge and solving issues together towards a common goal. In addition to placemaking at the station squares, dense suburbs focuses on political dilemmas across municipal boundaries and sectors; therefore when developing a complex multilevel platform focusing on the decision making, it should also consider citizens' involvement by enhancing the citizens' knowledge (Engberg & Larsen, 2010).

According to Lystbaek (2017), NPG takes place where the act of co-creation replaces public-private competition with increased cooperation between public and private actors, through networks and partnerships, in another phrase multi-actor collaboration. The approach transforms the perception of the public sector, and the focus is now on collaboration, results and adding values to the process. Moreover, public participation contributes to improvements in decisions, facilities, infrastructures, and services (Lemer & Wright, 1999). This result in adding value to the process and goals of both private and public actors involved.

2.4.4 Governance and placemaking

Governance is not the only a concept about creating good livable places. Governance is a concept that focuses on good livable places across the city. An approach as governance creates new relationships between the public, private and civilian actors whether it is top-down or bottom-up. However, local communities' contribution is essential to create a public space and shared values (Francis, 2012).

Furthermore, placemaking culture supports the local community and leadership engagement by contributing to shared values and transparent process. The focus is on the public space by actors where the participation process is accessible for all actors. Project for public spaces (2016) presents the different approaches to governance in public spaces through four categories:

1. **Project-driven** place often appears as top-down planning that emphasizes which value is on-time, under-budget delivery above all else, and the process protocol does not take the local needs or request into consideration.
2. **Discipline-led** projects are spaces created to be more photogenic, aesthetic and of higher value since it is a silo-structured governance approach.
3. **Place-sensitive** approach is the process led by the designers and architects with contributions from community input.
4. **Place-led processes** depend on place outcomes, which builds on community engagement. The planning and management of shared public spaces convert into a group activity, relying on increasing the shared values of the participants and the social capital.

(PPS, 2016)

The four types of governance approach in public spaces are different ways of controlling the process of creating a public space. Despite various ways to establish a place, governance is a central act that lines up the frame of participation in the process of placemaking. In the process of participation and placemaking, co-creation becomes a central element to achieve a higher transparent governance approach, which reflects on NPG Public.

2.5 Co-creation and Public Participation

Previously explained co-creation is the driven force in the local community. In this chapter, there will be an explanation of the theory of co-creation and public participation, which refers to public and private actors collaborating toward a solution (Leading Cities, 2015). The effectiveness of urban planning is to create a platform for all stakeholders, hereunder politicians, business and civil societies (Brown, 2015). Ensuring social equity and local democracy building while creating transparency through the processes. Therefore, transparency in the decision-making process and ensuring access to information are key aspect to achieve co-creation.

What is Co-creation?

Local authorities aim to increase citizens' participation. Today, the citizens are more actively involved in public welfare services and included in solving social challenges (Torfing, Sørensen & Røiseland, 2016). The engagement of the stakeholders can create social and political value for all parts involved. In other words, co-creation encourages stakeholders to work together and benefit from each other's knowledge while contributing to collective solutions. Torfing (2016) describe co-creation in the public sector as:

“...a process through which two or more public and private actors attempt to solve a shared problem, challenge, or task through a constructive exchange of different kinds of knowledge, resources, competences, and ideas that enhance the production of public value in terms of visions, plans, policies, strategies, regulatory frameworks, or services either through a continuous improvement of outputs or outcomes or through innovative step-changes that transform the understanding of the problem or task at hand and lead to new ways of solving it” (Torfing et al., 2016 p. 8).

Despite the challenges, experience shows, that it is worth implementing co-creation as it increases the quality of long-term planning and results in adding responsibility to the actors (Leading Cities, 2015).

According to Torfing (2016), co-creation occurs when public- and private actors, and other actors collaborate about sharing knowledge to create new solutions with their diverse competences. The public actors referred to in this case are the politicians and city planners in Glostrup Municipality. The private actors are the end-users of the provided service in collaboration with non-public organizations as civil society organizations and associations. Therefore, the essence of co-creation is to deliver richer experiences to actors and produce public value (ibid).

In addition to railway station management and planning, the key factor in developing the area is the actors' involvement, especially the local community to share governmental practices, actors' experience and citizens' need. End-users participation is essential to create value and add quality improvements (Zeithaml, 1988). According to (Edelenbos, Buuren & Schie, 2011) experts are not always acknowledging, that the stakeholders' knowledge has the potential to improve solutions and identify issues.

The following factors have an impact on successful implementation to develop station squares connected to the transport system (Lambert, 2016):

- Administration
- Economy
- Logistic
- Social
- Technical

2.5.1 Public participation

The concept of co-creation distinguishes from traditional public participation in several ways. Co-creation may overcome the limitations of time and geography. Arnstein (1969) presents public participation in a ladder (Figure 5), where involvement levels describe the ranging from non-participation to citizens' power (Arnstein, 1969).

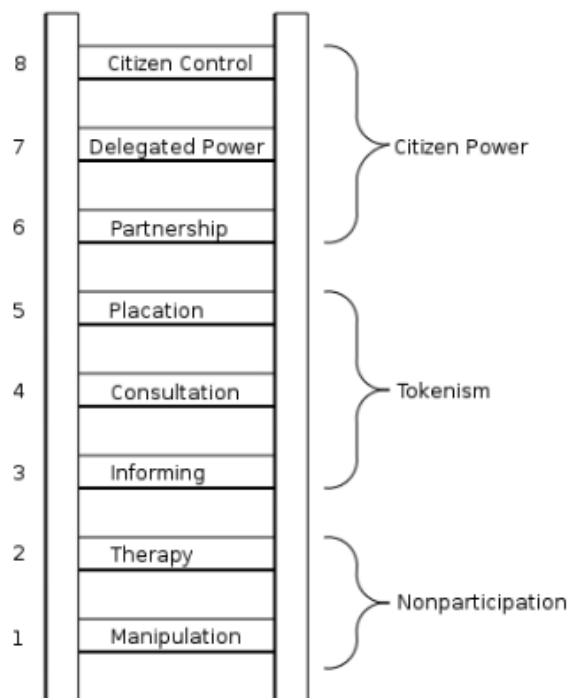


Figure 5 - Public participation ladder (Arnstein, 1969)

The ladder has eight levels for the citizens' participation. The first two steps (manipulation and therapy) inform the participants but do not actively participate in them. Step three, four and five (informing,

consultation and placation) represent the participation of citizens. However, the authority still has the real power. The last three steps; six, seven and eight (Partnership, Delegated Power and Citizen Control) provide participants with power, that can influence on various degrees. Furthermore, the Partnership steps describe the shared responsibilities in the processes related to the decision-makers. Delegated Power and Citizen Control describe the process in which the participants (citizens) have most of the power and influence the decisions (Arnstein, 1969).

There is not a general must for the degree of participation. However, the involvement of participation depends on several parameters as ownership, involvement, and inclusiveness (Agger and Hoffmann, 2008).

Citizens' degree of involvement is different in each case, depending on the phase in the process of the project. In order for the planning process to be successful, it may be beneficial to include key actors' input early in the process (Agger & Hoffmann, 2008). Early input will give a sense of ownership to the citizens. The citizens' knowledge regarding culture and needs can have an impact on a successful outcome. During the process, the knowledge can transform into a vision while creating space for adjustments. In the final stages of the participation process, it is possible to decide how the project can be handed over, and whom the responsibility must lay on.

According to Hoffman and Agger (2008), citizens are a natural actor in the local urban renewal. However, the political aspect influences the livability in the area. On the other hand, there are challenges, which must be taken into account even if there is no recipe to success; some of the challenges are (European Urban Knowledge Network, 2019):

- Participatory practices can be expensive in time and budget and can affect efficiency, since coordinating between actors takes more time.
- There is a knowledge gap between citizens and government in the complexity of the decision-making process, especially when the technical equipment is in use.
- Lack of representativeness by well-educated citizens

Who participates?

As mentioned earlier, it is important to clarify when the participant can to participate. It leads to the following question – who is going to participate in the process? It is important to give a chance to people

who want to be heard at first, and then citizens who want to contribute with knowledge. However, there are different types of people in the local community such as families, young people, and ethnic groups. Here not all of the mentioned groups have an interest in engaging in the process. Therefore, the important aspect is to ensure that their interests are taken into account (Agger & Hoffmann, 2008). Moreover, a discussion will occur in the startup phase regarding urban renewal or urban development. The discussion focuses on who has to participate. The theoretical perspective of democracy must inspire the discussion. The strategy of participation has to reflect improvement in collaboration and prevent challenges that can occur (ibid).

Regarding the discussion of interests, the citizens may have the same interest as the local government but can also differ as represented in the case of wind turbines (ibid). In that case, the citizens are positive to the idea about transforming energy in wind turbines, but they do not want it placed close to their neighborhood. Another example could be the citizens' interest in placing fix rooms in relation to drug addicts but not in their neighborhood either. Also referred to “*Not in my backyard – the NIMBY effect!*” (Agger & Hoffmann, 2008 p. 23). To conclude it is important to know who is directly affected.

Agger and Hoffman (2008), argue in the report *Borgerne på Banen* that every process is unique and dynamic, and there is not a universal procedure of success. A long-term process and the local environment can have an impact on how to plan the process. Therefore, each process needs planning to fit each case. It is desirable that different methods are in use in the process to achieve wider participation of citizens (Agger & Hoffmann, 2008). For instance, some of the methods require physical meetings or pre-knowledge on the matter. Potentially, it can occur as a barrier for the citizens who lack knowledge regarding the contexts and therefore, they cannot contribute effectively to the negotiations (ibid). In other words, the design and requirements to accomplish participation can hinder a successful process. According to Agger and Hoffmann (2008) to combat some of the challenges, it is beneficial to switch the physical meetings with a platform on the internet. It could make negotiations more convenient and time-saving for the participants.

The ladder of co-creation

As stated, co-creation differs from public participation. Co-creation focuses on the citizens as proactive rather than consumers of a service. Therefore, the ladder of co-creation differentiates from the ladder of

participation. According to Torfing, Sørensen, and Røiseland (2016) *“In short, the old ladder of participation should be supplemented with a new “ladder of co-creation” that has the systematic engagement of relevant public and private actors in the co-initiation, co-design, and co-implementation of new solutions that work as its telos. In contrast to the old ladder of participation, the new ladder of co-creation is both concerned with the enhancement of democratic influence and with fostering effective solutions to shared problems”* (Torfing, Sørensen & Røiseland, 2016 p. 10). In the following section, the co-creation ladder (figure 6) will be explained according to Torfing (2016).

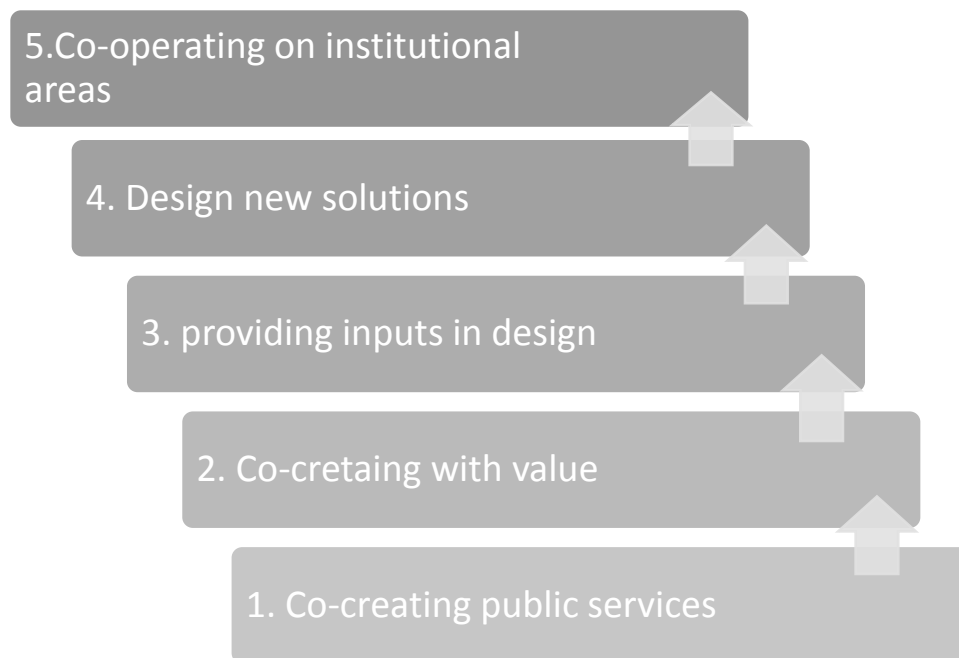


Figure 6 - Co-creation ladder based on (Torfing, Sørensen & Røiseland, 2016)

1. The first level in the ladder, which is the lowest of co-creation, is when public authority tries to empower citizens to improve their capacity to control their own lives and encourage them to co-create the services that are offered by the public sector.
2. The second level is when citizens are co-producing their welfare services but also creating value for other citizens through voluntary work in close relation and cooperation with the public.
3. In the third level, individual citizens or organized groups of citizens provide inputs to the design of new tasks, contribute with knowledge to solutions, and obtain focus-group interviews, written consultations, and public hearings.

4. The fourth level is when public- and private actors engage in a mutual dialogue at a meeting with a specific topic (ad hoc meetings) where the aim is to design new and better solutions as well as coordinate implementation.
5. The last and final level of the ladder in co-creation is level five, which concerns relevant affected actors from the public- and private sector and participates in institutional areas that facilitate collaborative innovation. Based on mutual agenda setting and problem definition and testing of new solutions.

(Torfing, Sørensen & Røiseland, 2016)

In general, the research shows, that achieving co-creation on the highest level might be challenging since there is a lack of cooperation between citizens, that are involved and the civil society in the decision-making- and implementation process (Osborne & Brandsen, 2006) in (Torfing, Sørensen & Røiseland, 2016)).

2.6 Combination of Theoretical approaches excerpt

This chapter summarizes and combines the relevant theoretical aspects from the theoretical approaches in order to make a platform for the analytical framework used in this thesis.

Governance supports the process of co-creation and placemaking

This project aims to achieve placemaking. The place has to contain better opportunities for business and citizens as well as other included actors. In order to obtain optimal public space, the actors' interests must be considered. The transformation of a station square should encompass an identity of a place that supports the local place values like sense of community along with sense of a place and place-function (Chapter 2.1). As stated, placemaking is a process with citizens' participation that focuses on how co-creation and governance can support the process of decision-making and responsibilities.

The theory argues that there needs to be a governance approach that supports co-creation and public participation. These theoretical approaches create value in the process by involving the actors. To manage and develop Glostrup station, the place, and the surroundings will be in focus. Therefore, NPG is a central approach to include the different concepts in creating and understanding the process.

The aim and use of the theoretical approaches organized in table 2 present the thesis' structure in the analysis (Adriana, Rodriguez and Knudsen, 2018):

Theory	Aim	Analysis
Placemaking	add value and quality to space and create a sense of space	How the process influence placemaking
Governance	Create a platform in the process for public actions	How governance influence the process
Public participation	Outlines who is involved in the process	Analyze the degree of involvement through the ladder of co-creation
Co-creation	Outlines what actors influence	Analyze the level of involvement through the participation ladder

Table 2 - The concepts and their purpose based on (Adriana, Rodriguez & Knudsen, 2018).

3 Methodology

This methodology chapter aims to provide transparency for further investigation of this complex phenomenon while translating it to something manageable. Starting with the justification of the research design, followed by the methods used to gather the empirical data in this thesis.

3.1 Research design

In order to be able to investigate and answer the research question: *How do political structures and local community engagement influence placemaking in stations?* The research design structures around the problem formulation. In order to investigate the research question, explorative research is conducted about the implementation process at Glostrup.

The concept of exploratory research is often used in projects within the social sciences, where the researcher do not always have a specific or an exclusive insight knowledge on the field of study (Pedersen & Harboe, 2006). The selection of the case study evolves around the understanding of the strength and weaknesses of the case, which is highly context-dependent. Therefore, this research produces knowledge to understand and clarify the main theoretical concepts described in chapter 2. The three main concepts in this research make the foundation of the analysis.

Firstly, to ensure successful governance in the project of Glostrup - mapping out and clarifying the actors' roles and responsibilities, the stakeholders are analyzed (Chapter 4.1). Glostrup station square is used as an example of the dynamic of the process to ensure the quality of a place that is adding value to the station.

The theoretical concepts are forming a basis for the discussion of how governance as a management tool can affect the station by strengthening placemaking. The research design is illustrated in figure 7. Furthermore, how the methods are used to collect empirical data for the case.

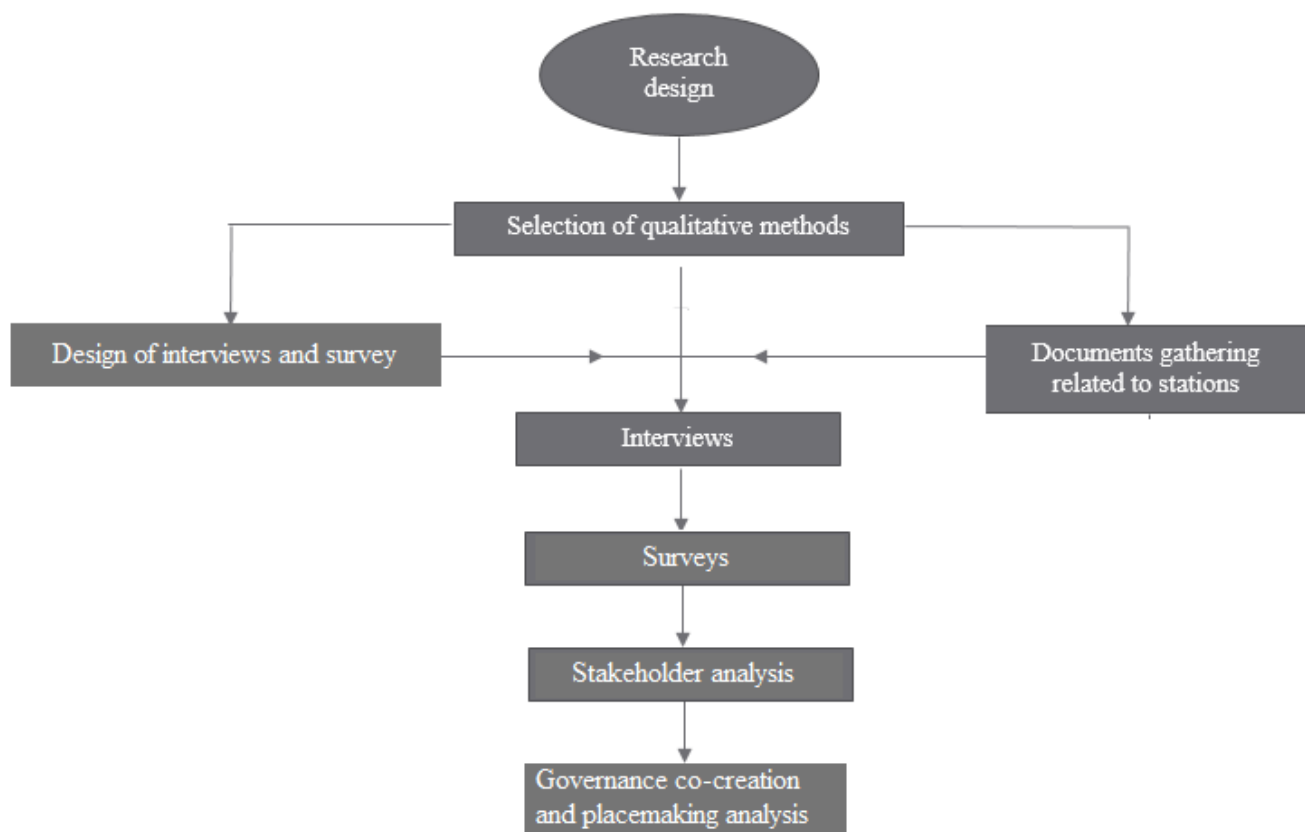


Figure 7 - Research design (Own illustration)

3.2 Qualitative research

The theoretical concepts were addressed previously as theories. Pelz (2019) argues that the concepts should be translated into something measurable rather than remain as theories. The qualitative approach allows for an investigation of social values, which also is highly specific in the context. Qualitative research is defined by Srivastava and Thomson (2009) as *“an inquiry process of understanding based on distinct and methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyses words, reports detailed views of informants and conducts the study in a natural setting”* (Srivastava and Thomson, 2009 p. 329). The study is featured as inductive since it begins with the research of facts, plans, actions, semi-structured interviews, survey questionnaires, and field visits. The gained knowledge from the field visits provides a unique perspective on the case. Also, concerning the qualitative research important aspects that play a crucial role are cultural and social relations (Neuman, 2014).

Nevertheless, the researcher must be aware of the role of the impact instead of drawing results without evidence (Kvale & Brinkmann, 2014). Therefore, transparency in the methodological choice and methodological reflection must be included in all stages of the study. Guba and Lincoln (1994), argue that there is no absolute truth in the social world, but possibilities to understand it in various aspects.

3.3 Stakeholder analysis

In this chapter, a presentation of the stakeholder analyses follows to clarify the level of public participation that is required to achieve co-creation, which is furthermore essential for placemaking. Therefore, to manage the process that includes collaboration and co-creation among stakeholders, it is beneficial to categorize the various stakeholders in groups by interest and importance. Consequently, to implement the vision in Glostrup an analysis of key actors and their influence will be included. Furthermore, to make useful analyses and find efficient, sustainable solutions, information about the locals and their knowledge must be included (Lienert, 2017).

>>The stakeholder analysis is a management tool that provides an overview of the stakeholders' interest and importance in categories<< (Original thesis p. 14). Therefore, it is crucial to identify the stakeholders' requirements, importance, and influence on the decision-making process (Rietbergen-McCracken & Narayan-Parker, 1998). The stakeholder' analyses consist of four steps inspired by Attrup & Olsson, (2008).

The four steps are (ibid):

1. Identify the stakeholder
2. Stakeholders' interest
3. Prioritize the stakeholders
4. Strategy for stakeholders

The stakeholder analysis aims to identify different *“Stakeholders are people, groups, or institutions which are likely to be affected by a proposed intervention (either negatively or positively), or those which can affect the outcome of the intervention”* (Rietbergen-McCracken & Narayan-Parker, 1998 p.1). The stakeholder analysis regarding Glostrup station square project, which contains the establishment of public space with the aim of placemaking. The stakeholders in this project are: citizens, organization,

institutions, and companies related to Glostrup Station who have an impact as well as influence on the outcome.

3.3.1 Stakeholders analysis of Glostrup Station

As stated in the stakeholder analysis, there are four steps in the analysis process. Step 1; who are the stakeholders? The identification of the relevant stakeholders in the case is mapped out. Identification of stakeholders was made through the brainstorm based on the information obtained from the document analysis. The main paper *Strategi for Udvikling of Bymidten* was used to find the involved actors in the process. Furthermore, the interview analysis was also used to identify the stakeholders' role and influence.

>>The central question is: whom the project is affecting? Also, other sub-questions considered by Buskbjerg, (2019) are:

- Who is the project owner?
- Who invests in and funds the project?
- Who has taken the initiative for the project?
- Who must accept the outcome of the project?
- To whom does the project create a new reality?

According to the stakeholder analysis, the stakeholders are categorized into four types by Bendix, (2015):

1. External stakeholders: little level of influence and not affected
2. Hostages: little level of influence and affected
3. Grey eminence: high level of influence and not affected
4. Resource person: high level of influence and affected. << (Original thesis, p. 15)

Step 1 is to identify the stakeholders for this project (presented in Appendix B). In total, there are fourteen identified stakeholders.

Step 2 is to map and evaluate the stakeholders' interests. The stakeholders' expectations are identified in order to discover the stakeholders' hidden agenda (Lienert, 2017). All the stakeholders in step 1 have to

be included in addition to their role, and their interest has to be determined. Hereby, the statements from the interviews and document analysis provide the information and assist in mapping the stakeholders' role (presented in Appendix C)

Step 3 identifies the actors' involvement in the process, focusing on their importance of involvement and degree of influence on the outcome, in order to illustrate the success or failures of the project outcome (Windberg, 2009). Appendix D illustrates the various stakeholders' importance and influence. The stakeholder matrix provides an overview (Figure 8) where the consideration is about the importance (high, low) and influence (high, low) on the project. In other words, who of the stakeholders are more or less important, and who are more or less influencing the project. As well as step two, the gained knowledge from interviews and document analysis will assist in mapping out importance and influence.

High importance	A	B
Low importance	C	D
	Low influence	High influence

Figure 8 - Stakeholder matrix (Lienert, 2017)

“BOX A: This group will require special initiatives to protect their interests. BOX B: A good working relationship must be achieved in this group. BOX C: This group may be a source of risk, and will need careful monitoring and management. BOX D: This group may have some limited involvement in evaluation but are, relatively, of low priority.” (WORLD AGROFORESTRY CENTER, 2003)

Step four, the final task is to design a strategy and a recommendation to achieve a successful project. This is also called an action plan in relation to the stakeholder analysis approach. Hereafter, it will be integrated or combined with the governance analysis in the Glostrup case. Furthermore, in the discussion section, it will be suggested, who of the stakeholders need to be actively involved in the structure of good governance of the project, to achieve a successful outcome.

3.4 Qualitative interviews

A part of the empirical data in this study is information gathered through semi-structured qualitative face-to-face interviews with representative stakeholders related to Glostrup station square. The main task during the interviews is to gain insight knowledge provided by the professionals (Kvale & Brinkmann, 2014). The aim is to obtain knowledge about the governance process and decision-making power within the project.

The interview questions are designed with an open dialogue, allowing additional insight knowledge to emerge (D. Cohen & Crabtree, 2006). The interview design provided flexibility and time for more profound expansion of some specific themes regarding governance, stakeholder tensions, and process of citizens' engagement. All interviews are carried out as face-to-face interviews between interviewee and interviewer. The face-to-face interaction in an interview provides trustworthiness while it gains in-depth knowledge to achieve a comprehensive understanding (Kvale & Brinkmann, 2014).

The questions are prepared beforehand, simple, and work as guidelines to obtain longer answers from the interviewee. Hereby, the interviewees can express themselves more freely, and they have the opportunity to talk about relevant and related matters beyond the guided questions (D. Cohen & Crabtree, 2006). An importation principle in the art of the semi-structured interview is to avoid ideas during the interview (ibid).

The interviewees were decided based on the stakeholders' relevance to the objective of this study, and who has a central role in the planning of the vision. All the interviews were carried out during spring and summer 2019. The reasoning behind the few interviews is due to timing; many of the key stakeholders were on vacation and difficulties in reaching the relevant stakeholders as the owner of the 2 G mall.

An overview of the specific information about each interviewee is described below:

1. Glostrup Municipality owns the access roads and most of the station square. Rasmus Hansen urban planner from Glostrup Municipality was interviewed to cover the overall planning and to give insight about the importance of the stakeholders' interactions (Transcript in Appendix E).
2. Banedanmark is the owner of the railway infrastructure and access roads at the Glostrup station. The interview was carried out with project manager Jimi Okstoft (Transcript in Appendix F).

3. Project leader of Future Mobility, Emma Liisberg from Gate 21 provided information about future mobility projects in Glostrup (Transcript in Appendix G).
4. Project leader, Søren Ipsen from Movia, introduced Movia's plans in regards to the planning aspects of Glostrup's bus terminal and how Movia supports the municipality with planning (Transcript in Appendix H).
5. A key-interview was carried out with Piet Papageorge a City Council member and chairman of the Employment Committee. Piet Papageorge provided knowledge about the structure and culture of the municipality (Transcript in Appendix I).

Interview 1,2,3 and 4 are from the Original thesis.

3.5 Survey

After the issues and struggles with implementing placemaking, it was decided that quantity research would help to draw a static analysis that can support the analysis. The surveys help collect a more significant amount of information, which is provided by the citizens and shop-owners. The questions were specific and formed in boxes to make it easy for the citizens to answer while avoiding technical terms since the citizens do not have a common background or the same understanding of the terminology.

The "Total Survey Design" method inspires the design of the survey. The method contains three different methodologies: sampling, designing questions, and data collection (Fowler & Cosenza, 2009). In this study, convenience sampling is applied, in which random people are stopped and interviewed in order to obtain a larger sample size with diverse social groups (Doyle, 2011).

In addition to the design of the questions, they must be easy to understand. Furthermore, the respondents, such as citizens and local shop-owners, must have access to information, if needed, to answer the questions (Fowler & Cosenza, 2009). The design of the questions must consider the citizens' everyday life and their relation to the station square.

The survey gathered answers regarding the concerns and level of impact on the project from 30 citizens and six local shops in both Glostrup Shopping Center and 2G mall. The answers from the survey were obtained on 18th and 19th of July 2019.

The involvement in the survey came from people that had any form of interaction with the station and the station square. In addition, the survey included questions about the shop-owners location in the 2G mall. The shops link directly to the station and the station square. The commuters have to go through the mall to enter the station square.

Both genders are surveyed, and their age-group is 19-65 years. The outcome of the survey is present in Appendix J (shop-owners) and appendix K (citizens and is organized that show the questions and the answers).

3.6 Document analysis

In this thesis, document analysis reviews and evaluates documents regarding the stations square. The aim is to gain knowledge and an understanding, as well as develop empirical knowledge (Corbin & Strauss, 2008).

Overall, the documents used in this study are gathered from meetings, proposals, reports issued and approved by Glostrup Municipality, articles, and steering meetings. However, the study contains a diversity of documents, in which few of the documents have a more significant impact on the thesis. In the following chapter, the primary literature explains and justifies the aim of the document analysis.

Name	Author	About
Strategi for udvikling of Bymidten	(Glostrup Kommune, 2017b) SBS rådgivning a/s	The report aims to present the result since 2014 regarding the goals of the municipality: what can Glostrup Municipality become in the future? Who are the important actors? In addition, how will the transition be in the municipality? The strategy serves the primary analytical source in this report since it provides the goals and framework for urban space and placemaking.

Det levende Knudepunkt Seks strategies for Glostrup Bymidte	(Gehl Architects, 2016) is an architectural firm	The paper is a strategy document that is an outcome of a strategy where specific working groups have been intended to cover the development opportunities in housing, business, retail, leisure, and movement/city life. The strategy contains short and long-term directions.
Egenarts analyse af delområder i Glostrup bymidte	(Glostrup Kommune, 2018)	The material illustrates the different suburbs in the City Center by reviewing architecture, urban space, planting, relation to surroundings and other relevant relationships. Besides contributing to the general understanding and experiences in the city by identifying barriers and opportunities for the city.
Borgerne på Banen - Håndbog til borgerdeltagelse i lokal byudvikling	Annika Agger, Ph.D Assistant professor at the Institute for Society and Globalization at Roskilde University (RUC), and Birgitte Hoffman, a professor at the Institute for Planning, Innovation, and Leadership at the Technical University of Denmark (DTU).	The book is a handbook published by the Danish Ministry of Welfare. The book aims to provide knowledge and understanding of the citizens' involvement and participation of citizens. Since local actors are increasingly in focus in the public sector, it is important to involve citizens in urban renewal processes.
Transforming the Public Sector into an arena for Co-Creation: Barriers, Drivers, Benefits, and Ways Forward	Jacob Torfing is a professor and director of the School of Governance at RUC	It is the main article regarding co-creation and New Public Governance. The article explores whether co-creation offers a viable path for the public sector. The article also discusses the risks and benefits of co-creation as well as the drivers and barriers that may stimulate expansion. There will be a clarification of the paradigm shift in the transition from New Public Management to NPG.

Project for Public Spaces	Project for Public Spaces (PPS)	Project for Public Spaces is a nonprofit organization that supports planning, design, and educational organization helping to create sustainable public spaces that build stronger communities and democracy. The organization was founded in 1975 and has until now accomplished improving over 3000 communities in 48 countries. They also advocate for building communities with improved safety and accessibility related to spaces. Their experience of placemaking will be included in this study.
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Table 3 - Primary literature used in this thesis

4 Analysis

The purpose of this chapter is to evaluate the governance process used by the municipality at the station square. Hereunder the stakeholders' importance and influence, as well as how the governance process impacts placemaking. Furthermore, it indicates the contradictions between strategy and implementation through interviews and empirical material. In order to examine the gap between theory and reality.

The range of elements that affect placemaking are considered in the analysis, such as the stakeholder's resources, power, skills, and engagement in the matter. The analysis creates the basis for further discussion, and consists of four main parts:

1. Stakeholder analysis and a timeline of the stakeholders' importance and influence
2. The process in the purpose of defining governance presented in the project
3. The influence of governance on placemaking
4. Type of co-creation in the planning process

4.1 Stakeholder analysis

In this chapter, there will be an investigation of the stakeholders' involvement in order to examine the role of importance and influence. Furthermore, the purpose of this chapter is to identify the stakeholders' roles and interests. Hereunder mapping and categorizing them related to the theory and finally demonstrate how they come to play in reality.

Current ownership and operating structure at Glostrup stations

In order to analyze the stakeholders, it is essential to clarify the ownership of the different parts of the station and station square. In the case of Glostrup station are the station's square and the places near owned by the Municipality, Jyske Real Credit, Danica Ejendomsinvest, DSB and Banedanmark..

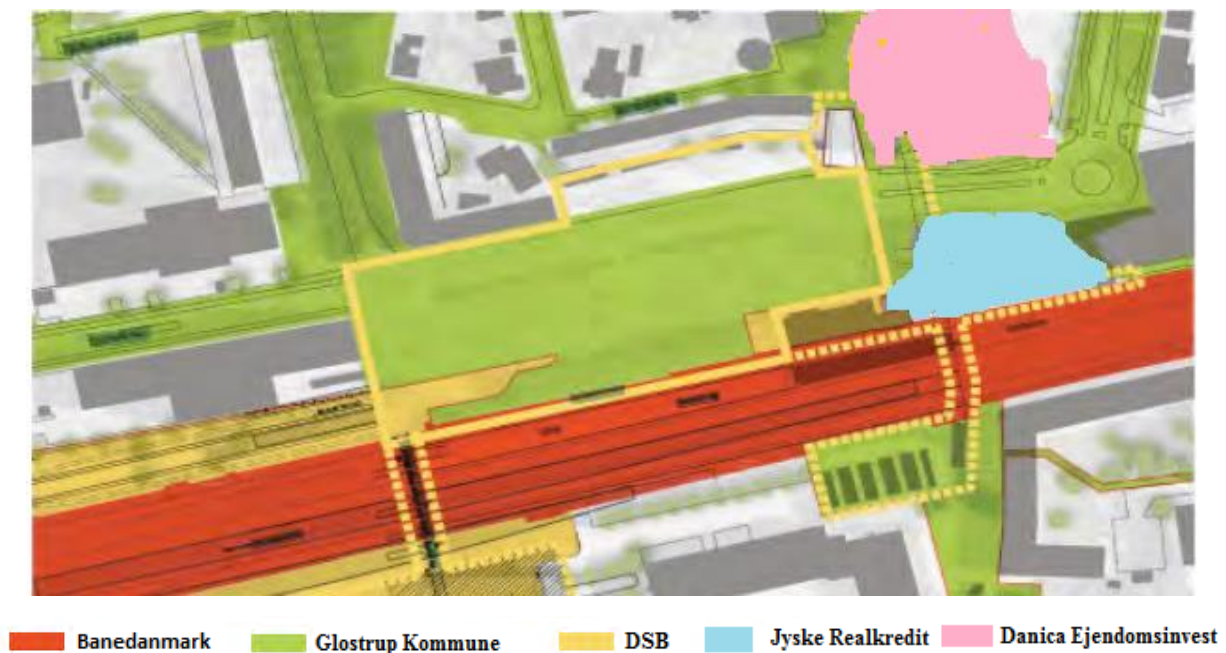


Figure 9 - Ownership of Glostrup station based on (COWI, 2016)

As figure 9 illustrates, Glostrup Municipality owns most of the station square. The municipality owns the bus terminal (Communication Rasmus Hansen May 2, 2019). Thus, Movia is running the busses as a service and creates design proposals for the municipality (Communication Søren Jepsen May 22, 2019). Movia runs the workshops for the municipality and citizens in order to promote public transportation (ibid). Glostrup Municipality's role is to combine various actors' in the process (Communication Rasmus Hansen May 2, 2019).

Banedanmark owns the tunnels (access roads) from the square to the station, both the eastern and western tunnels (Communication Jimi Okstroft April 25, 2019). Banedanmark also owns the traffic information platforms at the station square, which provide beneficial and valuable information for the commuters (ibid).

The front of 2G Mall and Glostrup Shopping Centre is a part of the square, which is owned by the two shopping centers separately. Danica Ejendomsinvest owns Glostrup Shopping Centre while Jyske Realkredit owns 2G shopping mall, both centers are connected to Glostrup Station by a tunnel. The road around the malls is much trafficked therefore reclaiming the street to citizens by improving the quality of space will have a positive effect on the malls and business.

According to governance theory (Chapter 2.4), the stakeholders that are contributing to knowledge and innovation must be in the key-player category. It is essential in Glostrup Municipality to involve multiple nongovernmental actors *as* the local community (Communication Piet Papageorge August 13, 2019; Communication Rasmus Hansen May 2, 2019). Either the local community must be kept satisfied or be a part of the key players in order to complete a successful project since they are the primary users. The business association must represent the interests of shop-owners, and therefore, the shops are actors that must be kept satisfied. To achieve placemaking the stakeholder that is responsible for access roads must also be a part of the key players, which is Banedanmark. Since the main access road is part of the connectivity node at the station square (Communication Jimi Okstroft April 25, 2019). According to the strategy, the main access road should move to the western tunnel. Furthermore, the key players are the driving force to achieve placemaking (Chapter 2.1). Figure 10 presents importance and influence based on the governance theory.

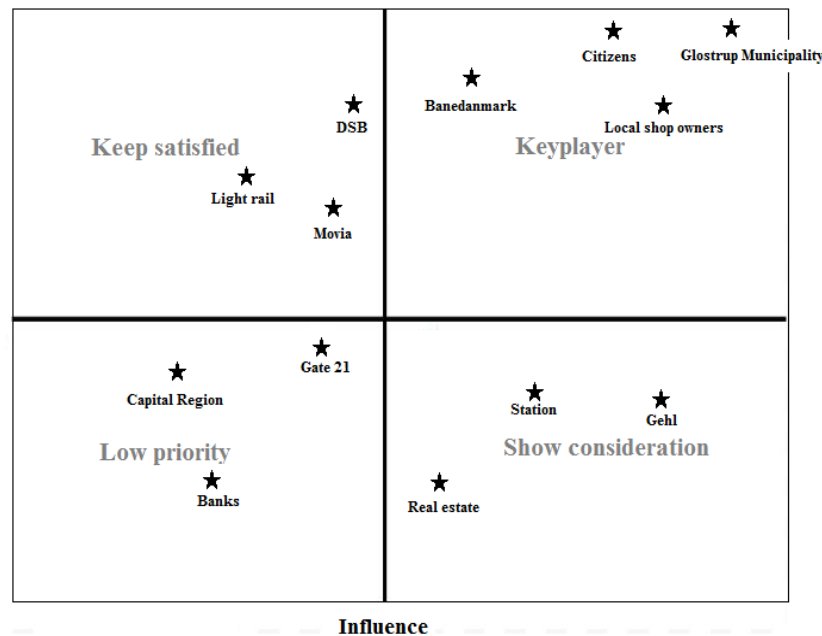


Figure 10 - stakeholder matrix based on the governance theory (adapted from governance theory)

According to the interview with Piet Papageorge, the businesses are important stakeholders, but they do not have any influence on the strategy. Because the shop-owners did not engage in the process when the municipality tried to reach their input. The municipality's effort to engage the shop-owners was through an association called Handeldans Association. However, as mentioned the proposal did not receive any backing from the shop-owners (Communication Piet Papageorge August 13, 2019).

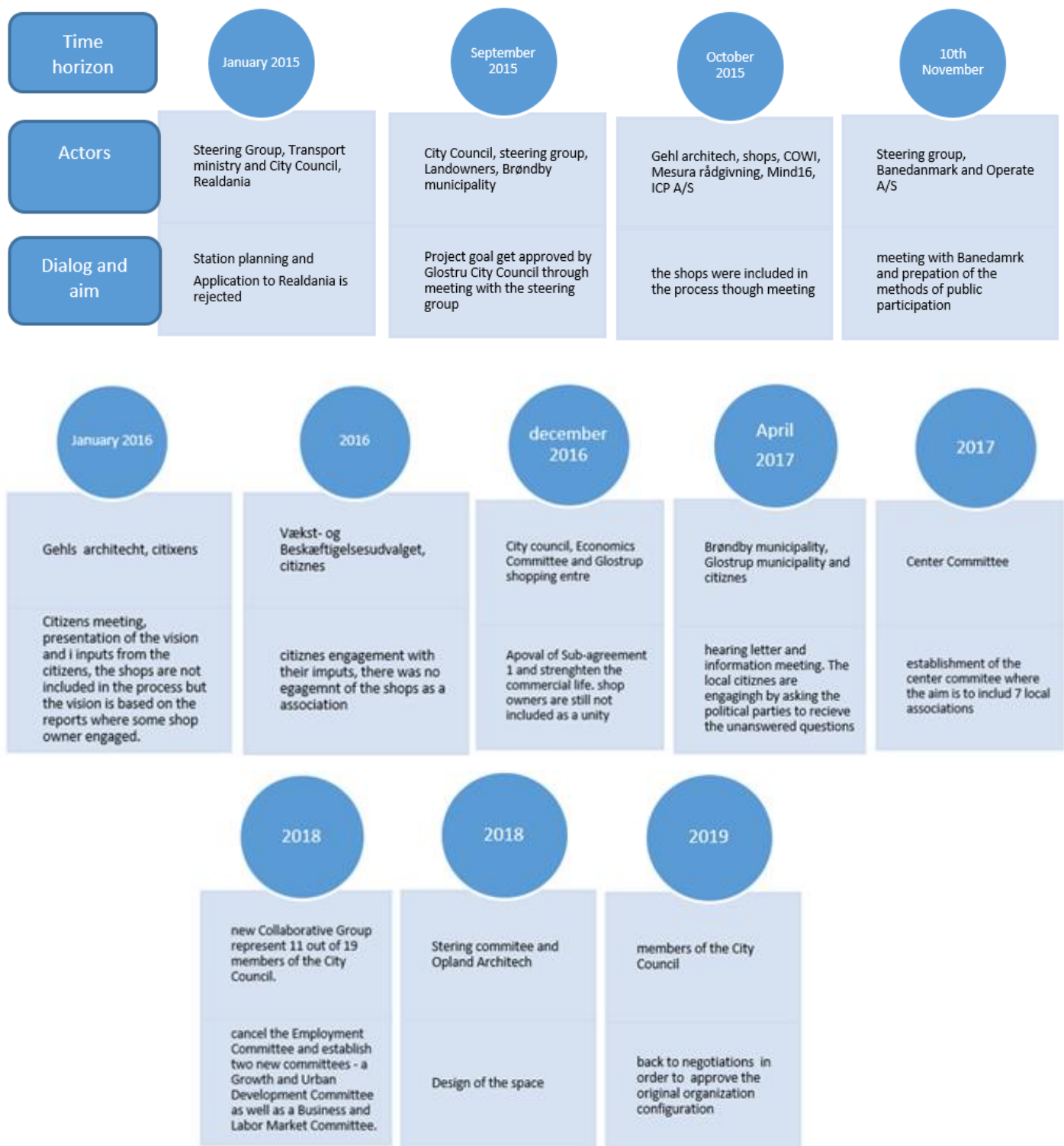


Figure 11 - The process of actors' role in the project based on the documents and interviews (Own illustration)

The process of actors' (Figure 11) illustrates that the project aims to put forward after the citizens' engagement happened in two phases, both in the proposal of Gehl Architect's vision and in the strategy. In the design phase, the citizens had no input. The collaboration was mainly between the municipality and Opland Architect who are responsible for the physical design of the space. According to the strategy published by the municipality, the main goal is to attract and handle 7000 new citizens and 7000 new workplaces (Appendix A). The goal contradicts the statement of Piet Papageorge, who stated during the interview: *"This strategy is only for the citizens of Glostrup Municipality"* (Communication Piet Papageorge August 13, 2019). Piet Papageorge and Rasmus Hansen emphasized that the municipality tried to make a kind of governance platform. However only limited to the citizens of Glostrup Municipality. Even the shop-owners do not receive invitations to the hearings (ibid).

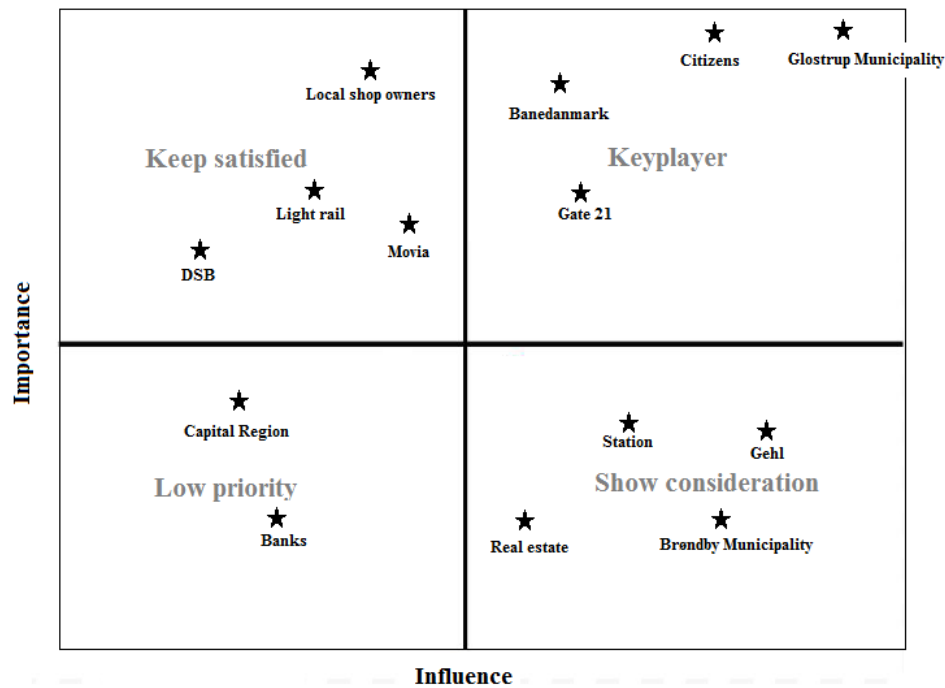


Figure 12 - Stakeholder matrix in reality based on interviews and documents

The stakeholder matrix in reality (Figure 12) based on interviews and documents deviates from the stakeholder matrix based on the governance theory (Figure 10) in order to achieve good governance. The matrix based on interviews illustrates five key players, which are Glostrup Municipality, Capital Region, locale citizens, Banedanmark and Gate 21 and an additional four actors in the kept satisfied category (DSB, Movia, Light rail, and local shop-owners). The shop-owners are not a key player and have low

influence. Piet Papegeorge highlighted that Glostrup Shopping Centre is a key activity that attracts citizens from other municipalities. *“Without the shopping center, what else do we have”* (Communication Piet Papageorge August 13, 2019). Referring to that the shopping center is the only activity that appeals to people from other municipalities.

The conflict within the municipality of Glostrup affects the collaboration between Glostrup Municipality and border municipality Brøndby– the official masterplan from 2009 was an outcome of potential collaboration between these two municipalities. The goals published in the etapeplanen (2016) by Glostrup Municipality raised collaboration issues with Brøndby Municipality where Brøndby Municipality inputs are down prioritized.

In the case of Glostrup station square, it is essential to highlight that the municipality has the decision-making power, while other significant actors such as the local citizens’ are not actively involved in the process but restricted (Communication Piet Papageorge August 13, 2019; Communication Rasmus Hansen May 2, 2019).

Stakeholders	Role	Interests	Importance	Influence
Municipality	The municipality has the responsibility for carrying out the project, from the initial phases to the implementation. The municipality chooses and combines the stakeholders whom they deem relevant for the project	Transform the city into a valuable urban space and consider stakeholders interests	Carry out, implement and maintain the project	The actual decision-making and has the responsibility for financing. They choose which stakeholders to include and whom to create agreements between towards a successful implementation
Citizens	End-users of the square	Easy access to valuable space. Accessibility to the square and urban fabric Accessibility to and throughout the square. Access to the recreated station area with access to information	Citizens´ are the central players in the creation of a thriving space	Use the place optimally and can create complaints in case of shortcomings. Add valuable knowledge through workshops held by the municipality
Banedanmark	Create a proposal for a future station hereunder less walking distances between transport modes and high user-friendliness. Obtain funds from the government	Attract commuters and share information with other stakeholders, and they invest in the infrastructure. The regional train will stop at Glostrup station, which is a reality now	Maximize the quality of services for passengers	Better connectivity to the square from the neighbouring Brøndby municipality
Gate 21	Create proposals for green mobility solutions and effectiveness of flow between station square and platforms	Add quality function to the stations square	Maximize the quality of services for commuters	Better connectivity to the square from other areas in Glostrup Municipality.

Table 4 - Stakeholders role, interests, importance, influence based on interviews and documents

In the next chapter, there will be an investigation of the decision-making process for the development of the station and how it is structured.

4.2 Governance and Decision-making process

In the analysis, it is evident that six indicators (Participation, Responsiveness, Consensus Orientation, Effectiveness, Accountability, and Strategic Vision) are relevant for the placemaking concept concerning governance theory for the processes of public actions. The governance concept at the station square focuses on identifying stakeholders' involvement and decision-making power. As presented in the theory of creating public spaces, the governance approach operationalizes through various forms of governance: Project-driven, Discipline-led, Place-sensitive, and Place-led.

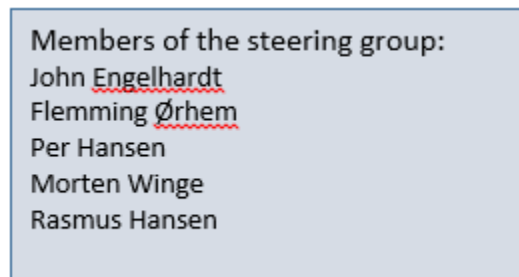
The project concerning transformation of Glostrup as a city started with a masterplan between Glostrup Municipality and Brøndby Municipality in accordance with state assumptions as *National Planning Report, Fingerplan 2013, National Land Directive for Retail, Regional development plan, and State interests 2013* (Glostrup Municipality, 2015).

The political Steering Committee acts within the framework of decisions taken by two relevant political bodies, namely Finance Committee and the Municipal Council have taken. Establishment of the Steering Committee aims to set up a framework hereunder suggestions of activities and area-use within the city and the station square. In addition, they choose the right design/architect companies to create guidelines for the municipality's vision. The agreement and agendas are available online on the municipality's website, so everyone interested can follow the process.

The Steering Committee representatives are generally employees in the municipality. The mayor is the chairman, and there are four other members of the Steering Committee (see Figure 13). There have been four meetings in total before creating the strategy for the municipality beginning in 2014, two in 2015 and one in 2016. The results of the evaluation of the proposal put forward by the Steering Council are not precise in its direction for the city development. Therefore, it is necessary to adopt an overall strategy and a clear direction of the transformation. As a result, the steering group agreed on the following (Glostrup Kommune, 2014):

- Report the status of the process to the political system
- The administration prepares a proposal for tightening Gehl's overall strategy
- Review the new strategy in the political Steering Group

The Steering group decision about the challenges has to be approved by the City Council, who hereafter create a strategy for the station square, which also has to be approved by the City Council (Økonomiudvalget, 2017; Communication Piet Papageorge August 13, 2019).



Members of the steering group:
John Engelhardt
Flemming Ørhem
Per Hansen
Morten Winge
Rasmus Hansen

Figure 13 - List of members based on the summery meeting 23th January (Table 5)

A Steering Committee may have many different members as a business forum and youth organizations. However, since there has been no direct involvement of a business forum and youth organization, the Steering Committee members are limited to the chosen members of the City Council and some employees in the development apartment in Glostrup Municipality. The Steering Committee is a kind of forum where the members work together and contribute from each other's knowledge. Putting the process of the Steering group into the theory of the public participation ladder in this stage, there is no involvement of the local community. The acts of the chosen members restrict the cooperation with the local community and the decisions, meaning that the municipality has the power of decisions.

Instead, the municipality provides information on their webpage to the local community about the process, decisions, and hearings. The accessibility of information provides some transparency in the process of progress. The lack of transparency and political will is an underlying factor leading to low level of public spending in agriculture (Smith, 2007). Differing shared perception, low economic growth and low aggregate wealth in a country are not necessarily a barrier to allocating greater public spending to agriculture (ibid). There is no local involvement in the Steering Committee; only professionals are participating with scientific knowledge and methods by mapping barriers and opportunities of the area (Glostrup Kommune, 2014). According to the ladder of co-creation in the process, there are different forms of co-creation depending on which segment of stakeholders. The evaluation of the process shows that the only group of the civil society that is co-creating is the empowered citizens. The citizens' participation can partly be identified as co-creation on the first and third level (Chaper 2.5.1), where

individual citizens or organized groups of citizens provide inputs in public hearings. The citizens' input is missing in the design phase. Therefore, level three of co-creation only partly fulfilled.

Furthermore, other issues of engagement occur when groups of the civil society are left out in the process example, the youth association that represents young people from the age 15-25 and ethnic groups' (Glostrup Ungdomsråd, 2019). Since the municipality, do not have educational centers that reflect on a weak youth organization, which makes the capability of engagement less (Communication Piet Papageorge August 13, 2019). Another example of lack of engagement is the ethnic groups that are not comfortable with the Danish language (Communication Rasmus Hansen May 2, 2019).

The Youth Association is not directly involved in the process. Thus, they are not included in the hearings as their capacity is limited. The limited capacity is justified by the lack of education schools in the municipality of Glostrup. However, according to Piet Papageorge, the Youth Association has come up with inputs in the process that the municipality takes into account.

Including the local citizen in the decision-making process provides the opportunity to reflect on the grey lines between social, political, technology, and economic context since technology develops at a fast rate (Jasanoff, 2012).

4.2.1 The process

Buran & Kjær (2008) argues that the focus on the citizen's role in decision-making plays a more prominent role in these days related to the policy in urban governance. Bringing the citizen closer by inviting them to the table to discuss their visions for the future of society and herby considering the citizens' inputs for the future societal (Fitzgerald *et al.*, 2016). The governance theory built on the network between actors and local engagement in society is partly fulfilled in the governance board of Glostrup. The timeline table 5 below illustrates the progress of the process over the years and how the municipality achieved the final proposal of the strategy.

Date	Who	What
2014		
12th November	Municipal Council	Establishment of a political Steering Committee
2015		

23rd January	Steering group	Morten Winges meets with the Ministry of Transport. The Ministry has started planning the expansion of Glostrup Station for the access of regional trains. Realdania refuses to accept the application. The focus has to be different in the City Center. Agreement of the actors' involvement and transparency in the process is essential for the City Council (Glostrup Kommune, 2019b).
07th April	Steering group	A citizens' meeting will be held to present the environmental impact assessment (EIA) report for light rail on 3 June 2015. The municipality purchases the post office (ibid)
6th May	City Council	First theme meeting presenting to discuss the project's goals (Glostrup Kommune, 2017b)
15th June	Steering group	Gathering information from all meetings with DSB and Glostrup shopping center to evaluate strategy for parking spaces and activities for the square (Glostrup Kommune, 2019b)
3rd September	Steering group	Glostrup Municipality decides to organize the project, including stakeholder management. A follow-up group is set up for stakeholders and landowners. The process is organized where everyone gets the necessary information, but stakeholders with special importance for the project can be more involved in a dialogue with the Political Steering Committee (DPS). Brøndby Municipality (BK) is part of the project organization. Principals for choose locals as represented in the follow-up group (Glostrup Kommune, 2017b)
9. September	City Council	The project goal get approved (ibid)
October	Mesura rådgivning	Housing group analysis (Gehl Architects, 2016)
October	Mind16	Leisuregruppens analysis (Gehl Architects, 2016)
15th October	ICP A/S	Detailhandelsgruppens analysis (Gehl Architects, 2016)
28th October	COWI	Erhvervs analysis (Gehl Architects, 2016)
10th November	Steering group	New about Glostrup Station, including meeting with Banedanmark on cooperation and planning of the station node. Post office area demolishing - expected process/schedule and presentation of preliminary sketches and proposals. Initiate process and methods participation for public Operate A/S are the responsible ones for the framework of public participation (Glostrup Kommune, 2019b).
9. December	City Council	Second theme meeting. Presentation of the results (Glostrup Kommune, 2017b)

December	Gehl Architects	Make a draft for the future square (ibid)
2016		
21 January	Citizens meeting with Gehl Architects	Presenting overall thoughts and involving the citizens in the processes (ibid)
February	Gehl Architects	Proposing the future square and Glostrup station project called “Det levende knudepunkt” (Gehl Architects, 2016)
4th February	City Council	Third theme meeting discussing the proposal of the Gehl proposal (Glostrup Kommune, 2017b)
8th Marts	Steering group	Evaluate and prepare 2-3 examples for tightening Gehl's overall vision (Glostrup Kommune, 2019b).
12th April	Steering group	Discussion of stricter strategy for the City Centre in the form of the "Three grips" and "The strengthened city" with focus on the various individual initiatives and stages shown in the report of "The strengthened city"(ibid)
21st January	Citizens meeting	
Marts-May	Glostrup Municipality and SBS architects	sketches a visionary picture of the future (Glostrup Kommune, 2017b)
11th May	City Council	fourth theme meeting discussing the main principles of the vision (ibid)
June-September	Citizens meeting	The plan exhibition at Glostrup Shopping Center and Glostrup Library shows a visionary bid for a future town. The exhibitions give rise to lively debate (ibid)
26th October	Citizens meeting	The second citizen meeting in the library- 200 attendees discussing the consequences of urban development and wishes for special considerations and opportunities (ibid)
November	City Council	Based on input from citizen involvement. There are made a new strategy for urban development (ibid)
14th December	City Council Economics Committee	Sub-agreement 1 Dialogue with Glostrup Shopping Center and the other businesses in the area to strengthen the commercial life, service functions, and eating-out services to create the framework for positive synergies in the area and further to create the conditions for opening up the center to the surroundings (Kommunalbestyrelsen, 2016)
2017		
February - marts	City Council	Political discussion of the presentations of the overall strategy (Glostrup Kommune, 2017b).
15th marts	City Council	The proposal for an overall strategy of Glostrup center get approved (ibid)
26th April	Citizens meeting	Suggestions to the strategy (ibid)
27th April	Actors	Input
26th April	Dialogue meeting	The citizens can freely go to the stand with a political panel and ask questions or make comments about: Sub-agreement 2: Traffic node and superstructure over the rail Partial agreement 3: Path connections in the City Center - through road construction and parking

		<p>Sub-agreement 7: An active town hall park</p> <p>Sub-agreement 8: Beautification of roads and urban spaces, including the main road</p> <p>The political panel: Each of the five parties in the municipal council speak about the vision and the reflections that the citizens' meeting has given concerning the forward-looking work of realizing the strategy (Glostrup Kommune, 2017)</p>
27th April	Hearing	<p>Brøndby municipality is following the work on the preparation of the strategy for the development of the City Center, and they had comments to the sub-agreements that are affecting Kirkebjerg area some of the citizens' raise concerns regarding (Glostrup Kommune, 2017a):</p> <p>a regional train stop at Glostrup station</p> <p>Not just connections to distant activities, but integrate more activities in the City Centre</p> <p>Seven floors are too high</p>
June	Glostrup Municipality	"Strategi for udvikling af Bymidten" is published (Glostrup Kommune, 2017b)
16th August	City Council	sub-agreement 2 approved (Økonomiudvalget, 2017)
16th August	Economy committee	Proposals for prioritizing City Center strategy's sub-agreements and selecting sub-agreements for implementation presented to the municipal council's for treatment (ibid)
2017	City Council	The City Council in Glostrup established § 17 par. 4 Committee
2018		
	Steering group	Tender

Table 5 - Timeline of the planning process based on reports and interviews

On November 12, 2014, the Municipal Council approved the establishment of a political Steering Committee for urban development program starting on December 1, 2014 (Table 5). The process to achieve the strategy is shown as a timeline in table 5. The timeline shows the process of the political treatment in the City Council, who are making the strategy and the recommendation, which are approved by the City Council and the Economic Committee. The reports created until 2015 were the analysis of leisure, Retail analysis, Housing potential analysis, and Business potential analysis, which were utilized for further work by the Steering Committee and Gehl Architects. Both the Steering Committee and Gehl Architects influenced the content of the vision. Notably, the local citizens were included in hearings with the municipality and Gehl Architects where the citizens had the possibility for input. But in the very last end, it is the City Council that has the decision making power since they have to approve the vision and strategy. The local shop-owners did not participate in the process. The municipality started a communication with the business, where only three shop-owners actively responded. Consequently, the

municipality did not make a shop-owner invitation to the hearings. However, there was some engagement in the analysis of Business report about opportunities.

Concerning the process of decisions, the municipality has built a tradition where a preexisting majority of votes, before the proposal, ends up in the City Council. It means that the members of the City Council are already engaged in the process and the Steering Committee already know how it will end in the voting. The pattern of the tradition of the decision-making limits the planners of innovation since there previously is a framework that limits the planners. According to (Loorbach & Shiroyama, 2016), there is a need for collective action and innovation to solve urban problems. The tradition in the municipality of decision-making is setting up a barrier for innovation.

Political dilemma

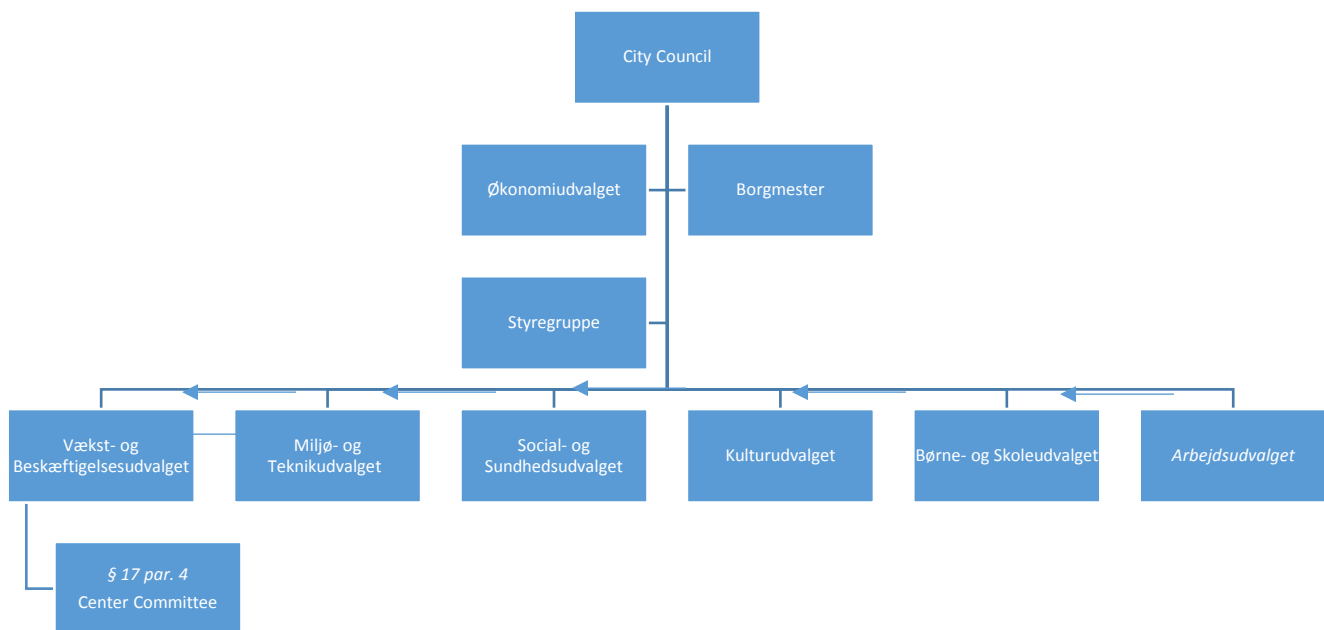


Figure 14 - Organization of the Committees in Glostrup Municipality (Own illustration)

In 2017 the City Council in Glostrup established § 17 par. 4 Committee (cf. Board Act) also called Center Committee to handle the City Center project, to ensure appropriate and robust development of Glostrup City Center (Communication Piet Papageorge August 13, 2019). § The Center Committee also has the political responsibility for the City Center. The committee task is to ensure that the City Center

development aligns with the decided "Strategy for the Development" and to reach the 29 landmarks the municipal council has announced as the core values for the strategy. Such a committee has no decision-making power, but they make recommendations to the City Council (ibid). In contrast, the committee meetings are behind closed doors with closed agendas, which has been criticized by several political parties. The construction team was not pleased with such an organization form (Folkebladet, 2018).

The idea of the Center Committee is to have seven members from political parties and seven members from the local community and organizations (Communication Piet Papageorge August 13, 2019):

Borgmesteren, Chairman,

Formand for MTU, Vice-Chairman

Two from Venstre

Two from Social Democratic Party

One from each political parties - Conservative, Socialist People's Party, and Unity List

One external architect who is selected because of qualifications regarding

a) Urban space and livability

b) architecture-quality

A Financier/developer

A representative of the Senior Council/Disability Council

Other representatives of local groups/associations

Glostrup Shopping Center

Other representatives from the local community

Culture Person

After the establishment of Center Committee cooperation initiated between the parties as a response; Social Democracy, Socialist People's Party, the Unity List, the Conservative People's Party and the City List created by Lars Thomsen, a City Council member and a dissenter from Venstre. The new Collaborative Group represents 11 out of 19 members of the City Council. They want to cancel the Employment Committee and establish two new committees - a Growth and Urban Development Committee and a Business and Labor Market Committee (Communication Piet Papageorge August 13, 2019).

It will result in new appointing of members to the new committees. Since the Collaborative Group has a majority, they will also have a majority in the new committees. The committees elect their chairman, so it will probably be a chairman among its own City Council members. Further, it can also affect the existing committees because a member of the City Council can request of redistributed the seats.

The new Collaborative Group is against the transformation of the city strategy concerns the traffic noise and density of the city (Communication Piet Papageorge August 13, 2019). The opposition does not want too many changes in the city. They want to keep the identity of the city as it is. The current mayor strives to achieve a transformation of the city, which consequently also mean a change of identity of the city, and increase construction projects to attract new companies and citizens. These changes require a political majority since the municipality is the decision-maker and it is difficult too not have an opposition that is afraid of extreme changes.

Fluctuating and unstable policy have a significant impact on urban development (Tolley & Thomas, 1983). The concentration of institutions and decision-making has a significant impact on slowing down the process. However, a strong framework of policy can address urban problems (ibid). According to Kate Bird (2017) *flip flop* policies affect budgeting which leads to finance unsustainability while slowing the progress. *Flip flop* policies can raise conflicts of interest, weak coordination, and monitoring (Bird, 2017). “*Harmful patterns of power coupled with a lack of oversight and accountability undermine progress*” (Bird, 2017 p. 1) Implementation becomes inconsistent and create a lack of transparent systems (ibid).

New technologies as transport modes face sociopolitical challenges (DTU Orbit, 2014). However, their exclusion would make the accomplishment of sustainable development more demanding and need distinct procedures to better energy efficiencies and decrease demand (Sorrell, 2015). Strengthened political consensus can assist to achieve more extensive productivity in the project by facilitating more socially motivated business operations (ibid).

Transition to sustainable development will require the development and diffusion of new technologies, where developed countries can have a lead role in this regard (DESA, 2013). Therefore, the transition to sustainable consumption may induce the growth of employment (ibid).

Municipalities

The interest of both municipalities is to work across the borders and sectors to provide high urban quality for citizens. The collaboration between Brøndby and Glostrup Municipality brings controversies to implant the strategy. As mentioned in 2009 in collaboration, both municipalities completed a master plan of Kirkebjerg (Brøndby Municipality) and station area in Glostrup. The case of Glostrup Municipality is

different since the mayor does not have the decision making power (Communication Rasmus 45 Hansen April 30, 2019).

The instability in the municipality causes many effects on the proposal of urban planning and design. It is visible in the communication for instance when the urban planners do not have anyone to speak directly to since the different political parties' visions are not overlapping across the political parties. Additionally, the consequence of the unbalance political situation is notable example of failure in physical planning of coherent infrastructure across Brøndby- and Glostrup municipalities. Brøndby municipality has designed a bicycle lane in Kirkebjerg near the old station entrance (eastern tunnel). Opposed Glostrup Municipality, which is planning to move the main entrance to the western tunnel. Glostrup Municipality wishes to cancel the western tunnel and construct a bridge instead. The bridge will connect the city on both sides over the station. In other words, the incoherence of infrastructure hereby the lanes will not connect the municipalities.

4.2.2 The governance structure - *Place-sensitive* project

The place-sensitive process can partly explain the governance process (Chapter 2.4.4). Based on the process where the community has the possibility for input at hearings, and the architects alongside Glostrup Municipality is leading the process (Glostrup Kommune, 2017; Citizens survey, 2019). Therefore, the management is an individual process lead by the Steering Committee, where the local community's input increases the shared values of their needs.

The local community proposals can take actions as individual citizens. The municipality has provided a platform on Facebook and a digital platform on the web on Glostrup Municipality homepage, where citizens have the opportunity to make their inputs and affect the planning process or vision (Glostrup Kommune, 2017; Table 5). In Denmark, there is a long tradition of citizens' participation, which also is an initiative to improve local democracy and shape citizens' recommendations and needs.

The Steering Committee is one of the governance actors, which has the leadership in the process to create the strategy. The researchers of governance theory emphasize that the government still is an essential player in the governance process (Johnston & Gudergan, 2007). The municipality aims to create a partly sustainable city with more smart mobility models and more livability through placemaking. Therefore, had the municipality applied for funding through Realdania, it would increase the budget for development. If Realdania approved funding, it would be beneficial for the municipality this way

increasing value to the city, especially for the citizens. However, Glostrup Municipality did not accomplish the philanthropic goals by Realdania as new knowledge/innovation and solutions in the construction sector with the aim to create more efficient and value-adding constructions (Realdania, 2019). As a result, Realdania is not a part of the stakeholders. On the other hand, had the municipality met the philanthropic goals by Realdania, they would be categorized as a stakeholder in the category of showing consideration.

As mentioned, the City Council is the driving force for implementing the vision, and they are the decision-makers. In other words, the power of the project is centralized to the municipality, and they have the responsibility to maintain the network of actors. The Economic Committee has to approve the sub-agreements from the Steering Committee before the City Council evaluation takes place (Table 5). The Steering Committee and Gehl Architects had the most substantial influence of developing the vision for Glostrup Municipality. Hereunder the station square, but it is also important to emphasize that the direct involvement of the local community happened in connections to the citizens' hearings starting at the period of the guidelines created by Gehl Architects (Glostrup Kommune, 2017; Communication Piet Papageorge August 13, 2019; Table 5).

On the other hand, the municipality could enhance group activity through co-creation by implementing place-led governance, where planning and management are in focus. Place-led governance will unite the shared values for participants (Chapter 2.4.4). Through place-led governance, the local community will be a part of the Steering Committee, and with this become a part of the establishment of the place. This way assuring that knowledge and experiences are directly included in the strategy. The Steering Committee functions as a form of co-creation forum.

The literature review established that in order to achieve successful governance in the project governance indicators must be evident; the more explicit indicators are in the process, the better governance is. It leads to a long-term commitment from the stakeholders to the project (Chapter 2.4.2). As stated during the process, there has been involvement of citizens through meetings where Glostrup Municipality has provided workshops to hear citizens' needs. The accessibility of information about the project is an indicator of good governance (Chapter 2.4.2). The accessibility of information also provides a more transparent process since the public meetings arise, discussion of what needs to be included in the city to establish a new identity, where the citizens feel included.

The strategy in the participatory process has to appear in the perspective of an open democratic process where citizens have the opportunity to be visible on different levels hereunder through online participation and in groups in workshops.

The table takes point of departure in governance indicators that approach to sustainability, which closely links to the assessment criteria. The table highlights the indicators for good governance and how they operate in the process:

Participation	<p>Citizens' participation and involvement occurred only through the web and hearing, promoting city identity and a sense of citizenship.</p> <p>Involvement of marginalized groups and business are missing</p>
Accountability (Transparency)	<p>The information regarding the development of the project and hearings is available on the municipal webpage and in the local newspaper.</p> <p>The schedule of the project is defined in the report of the municipality (Glostrup Kommune, 2016), but the information on the progress of the project is missing.</p>
Responsibility	<p>Citizens are missing the ownership to the place (Citizens survey, 2019).</p>
Effectiveness and Efficiency	<ul style="list-style-type: none"> • The municipality is not considering all interests since there is a lack of collaboration hindering the promotion of efficiency • Efficient investment in infrastructure is not achieved since stakeholders, Banedanmark and Glostrup Municipality are not co-financing in achieving better infrastructure. The Region funds Banedanmark. On the other hand, some mobility project is co-financed with Inttreq, where Gate 21 promotes mobility. • Collaboration and partnerships only with Gate 21 • Planning and management carried out in co-operation with the citizens
Consensus Orientation	<p>The steering group is considering professional meaning. Furthermore, the steering group is also taking the citizens' interests and opinions into account and mediating between the stakeholders to reach a broad consensus.</p>
Strategic Vision	<p>The municipality, Banedanmark, and DSB have a long-term perspective on the planning process and human development, with sense of what is needed for the development.</p> <p>There is an understanding of history, culture within the city and the social needs within the city, which the vision is based on</p>

Table 6 - Good Governance indicators related to Glostrup project

4.3 Type of co-creation

The purpose of this chapter is to identify the type of co-creation utilized to achieve the strategy. As stated co-creation is about different stakeholders coming together and creating something that breaks either with current practice in the field or with the usual notions that underlie the practice of the field (Lystbaek *et al.*, 2017). Co-creation is an expression of creativity, but creativity is only co-creation when creativity makes a difference (ibid).

In the case of Glostrup co-creation is organized through the municipality that invites professionals to participate in the process in closed circles. The invitation is based on what kind of specific knowledge or competence the actors have related to the strategy. In this case, the municipality acts as the host who is responsible for the collaboration (Communication Piet Papageorge August 13, 2019; Communication Rasmus Hansen May 2, 2019). The collaboration lies only on one participant, which is the Steering Committee who promotes the agenda and decides which actors can participate. This type of co-creation is known as a club of experts (Lystbaek *et al.*, 2017). There is more than one platform of co-creation, for instance, Gehl Architect created the vision there were two feedback loops repetitions first the municipality had to tighten up the vision and second include the inputs from citizens' meeting in the strategy. Gate 21 created another platform related to NPD, which can be described as a community test where users can participate and contribute with feedback. According to Rogers (1962), this kind of process refers to this as early adopters, since it allows the user to try out new practices in the test phase. Related to Glostrup station examples are projects as Move People and Wayfinding. The process of Gate 21 is currently in a stage where surveys and evaluations assure that people can come with inputs (Communication Emma Liisbjerg May 24, 2019). Gate 21 is also promoting Loop City, which is a unique example of co-creation across municipalities, regions, and state together creating synergies in urban and business development.

4.4 Guidelines for the vision from Gehl Architects

Investigation shows at table 5 that the Steering Committee presented some overall guidelines for Gehl Architects to provide a fundament to create a vision. According to Piet Papegeorge the reason for choosing Gehl Architects is their experiences with creating livable urban spaces and adding value to place and city. The Steering Committee has started to establish goals for the program after it was launched

from the City Council (Table 5). That also includes the decision to organize the project by the use of stakeholder management. The goal is to create a modern station node - not just a suburb to the Capital (Figure 15). That is the base for Gehl Architects to create guidelines for the vision. On the 21st January, a public hearing was held with the citizens for their input to the vision and to get familiar with the plans (Table 5). The local community is only present in the public hearing where they can include practical knowledge. However, the involvement of citizens is potential in efforts that not only focuses on individual interference, but also on the diversity of the community, cohesion, and well-being (for all), which contribute to social sustainability.

The paper by Gehl Architect focuses on the area directly linked to the station node where the strategy of the municipality is a masterplan of the whole city. The municipality has divided the city into 15 territories, examining each territory for barriers and opportunities.

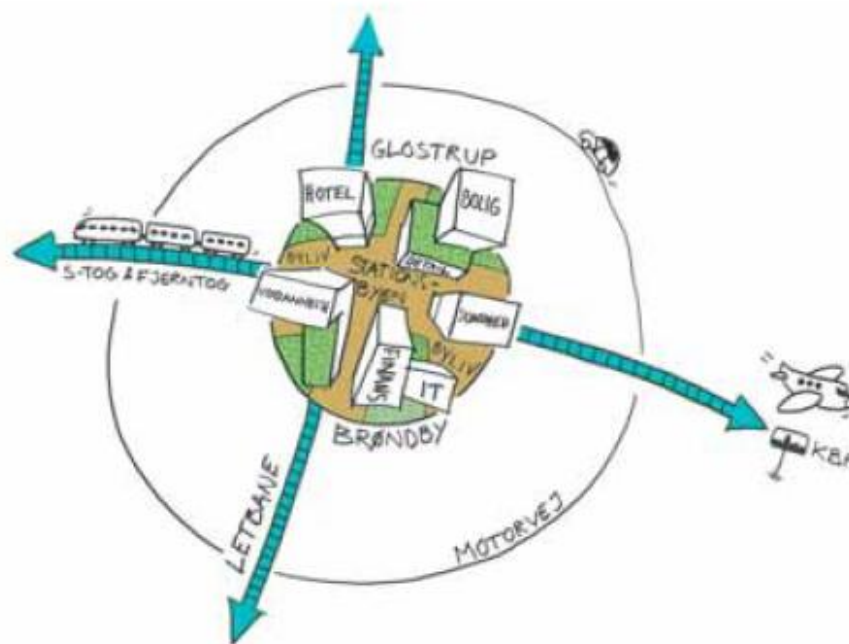


Figure 15 - Connectivity in the modern station of Glostrup city by Gehl Architect

4.4.1 Public hearing period

The municipality did not initiate citizens hearings related to the station square before Gehl Architect. Gehl Architect was the first to initiate citizens' meeting in the vision of the future city. However, it was only the municipality's guideline to create a strategy and hereafter send it to tender.

The municipality presented the creation of the vision at Glostrup Shopping Center and at Glostrup Library where the municipality showed a visionary bid for a future town by answering questions about the project (Table 5). The presentation gave a lively debate with the citizens (Glostrup Kommune, 2017b). Afterward, there were two workshops in Oktober 2016 and April 2017 that took place in the city hall where citizens' could contribute with inputs before the strategy was published (Table 5). The citizens' engagement through workshops was not significant (Communication Rasmus Hansen May 2, 2019). The participants were mainly members of the political parties and citizens who were directly affected by the plans (ibid).

Moreover, According to the urban planner Rasmus Hansen, it is generally difficult to achieve communication with the citizens, which indicates a lack of participation. Supplementary approaches from the municipality were initiated to engage the citizens through Facebook and the homepage of the municipality (Glostrup Kommune, 2017b; Facebook Glostrup Kommune, 2019). The municipality created a Facebook page, where citizens have a platform to make comments and contribute with suggestions. Furthermore, the municipal webpage provided a digital platform for citizens' input (Glostrup Kommune, 2017b). According to Rasmus Hansen, Facebook is the platform where most citizens are active.

The report "*Strategi for udvikling af Bymidten*" by Glostrup Municipality shows great support from residents in the hearings around 200 participants were present in at least one of the hearings. Opposed to Rasmus Hansen's view on the participation, he highlighted that the participation was insignificant (Communication Rasmus Hansen May 2, 2019).

The last public hearing ended in April 2017, where citizens had the opportunity to make suggestions to improve the strategy. The suggestion became a part of the strategy and was published by Glostrup Municipality in June 2017 (Glostrup Kommune, 2017; Table 5). Related to the co-creation theory, the level of co-creation is partly on the third level. The Facebook- and web platforms provided value to the citizens allowing citizens to be more flexible in regards to convenience and time with their inputs.

4.5 Gate 21 project

An important factor is cooperation with the key player, Gate 21, in improving the public space since they aim to establish the Fremtidens Intelligente Mobilitet i Gretaer Copenhagen FIMO and Move People project. The projects support the guidelines to develop the new transport node and place where bicycles

and scooters can support the sustainable transition and add quality to space (Communication Emma Liisberg May 24, 2019).

The company entered the project in 2015. Gate 21 is working towards supporting bicycle parking spaces, green mobility, and wayfinding which Glostrup Municipality is interested in and which supports placemaking. Gate 21 projects are all funded. In this case, Gate 21 is 50% funded by Interreg Europe and 50% by Glostrup Municipality (Communication Emma Liisberg May 24, 2019). Interreg Europe supports regional and local governments across Europe to develop policy by creating sharing activities towards sustainable solutions to improve strategies for citizens (Interreg Europe, 2019). Furthermore, the municipality has allocated DKK 300,000 for temporary activities in the City Center from 2017 (Communication Emma Liisberg May 24, 2019). Together with strategically based communication and temporary activities, it must help the transformation of the City Center - both Glostrup's citizens and people from outside.

The partnership between the municipality and Interreg Europe through Gate 21 made it possible to finance a part of the project to help the livability, quality, and mobility aspect at the place. The municipality did not have the budget to finance the whole project itself, and therefore the co-finance was a great help to realize some of the pilot projects in the area.

Here again, the project is aimed to create value for both commuters that are residents in Glostrup Municipality and other commuters going through the city. The project of Gate 21 is in coherence with the strategy of the municipality. In both projects, the focus is on people who use the station and city.

Political agreement of the future company HOT

The Capital Region introduced Hovedstadens Offentlige Transport (HOT) in January 2019 to provide a new perspective for structural transport organization. The concept is to establish a new regulatory authority to improve regional and local planning. HOT aims to demobilize Movia, Metro Company, Din offentlige transport (DOT), and DSB from current tasks and to ensure the overall strengthening of Public metropolitan transportation. However, the current transit companies, DSB and Banedanmark will maintain the ownership of the stations hereunder infrastructure and spaces, which limits the potential strength of the HOT authority.

The institutional change can affect the planning of the future since it may allow the local municipalities to express their needs and share the plans. Establishment of HOT initiate communication among the transit companies and service providers. Nevertheless, since there is no agreement of what HOT's responsibilities are, it is challenging to analyze the model. However, HOT and the municipality communication linkage is potentially stronger since Movia, Metro company and DSB will have the same workplace and act as one company (Communication Jimi Okstroft April 25, 2019; Communication Søren Jepsen May 22, 2019).

A direct effect of HOT can be solving the upcoming issues in the space owned by the three transport companies (Metro Company, DSB, and Bandedanmark) where HOT forms a common design for the three transportation companies. Hereunder including mutual interest in the design.

4.6 The influence on placemaking

>>Nowadays, the purpose of coherent station space should be to provide accurate information for seamless transfers and efficiently elevate commuters' waiting times (Bertolini, 1998, 1999; Region, 2018). Essentially, it means, mono-functional stations of the past today without the parallel development of surrounding areas do not comply with commuters' and other users (citizens, passengers) needs. The intermodal stations observed through functions they should deliver to be acknowledged as successful settings are comparable to well-functioning city districts, where inhabitants thrive as the balance between them, still and moving infrastructure, which safely marks the high degree of livability. This aspect of sustainability enhances citizens' needs that exceed the somehow basic design of a station as just arrival and departure point where time spent inside and around can be assessed through positive and negative qualities<< (Original thesis p. 23).

The investigation will cover how the form of governance by the municipality influences placemaking related to the stakeholders' engagement. The investigation will also cover the following aspects related to creating a quality space:

Sense of community - do the citizens feel influential, and can they make a difference?

- Sense of place - how is the community contributing to place identity?
- Place function - which functions does the recreated place have?

4.6.1 Sense of community

As mentioned sense of community is defined as a feeling of importance and belonging within the community. The concept aims to fulfill four elements: membership, influence, integration, and fulfillment of needs (Fremlin, 2015).

The responsibility of the municipality is to create a sense of community by including the citizens. Necessary for Glostrup Municipality is to create a platform for citizens' needs to achieve the strategy, which contributes to shared value in the community and plays a central role in public spaces. Nevertheless, participation was restricted to a certain extent limiting the sense of community. The municipality's desire to have more citizens involved in the process in order to have various needs and requirements included. However, the citizens' influence on the project was about the density of the city (Communication Rasmus Hansen May 2, 2019). The inputs in the public hearings raised a concern about constructing higher than seven-floor buildings (Table 5). Furthermore, the citizens' requested that the upcoming activities should be integrated into the City Centre (Communication Piet Papageorge August 13, 2019; Table 5)

Regarding the public space where the 2 G mall exists, the citizens emphasize that it is not aesthetically beautiful and there is confusedness, where to enter the station platforms. Another desire for the citizens is a cultural Centre combined with a library. The engagement of the local citizens and politicians act on the matter of social sustainability (Communication Emma Liisbjerg May 24, 2019; Communication Piet Papageorge August 13, 2019).

To summarize the feeling of sense of community is restricted since there was a lack of physical participation in the hearings (Communication Rasmus Hansen May 2, 2019). Referring to (Glostrup Kommune, 2017: Table 5), the citizens who participated were only partly heard (Communication Piet Papageorge August 13, 2019).

4.6.2 Sense of place

In the theory chapter, sense of place is defined as embodying meaning and attachment to the place, including association with a particular place and how the place is remembered. Concerning the scope of this study, the following subchapter, and the main elements presents what the connection is between the place and community.

The process of the station square allows contribution to the place identity through the involvement of the local citizens, DSB and Banedanmark. The collaboration with the key stakeholder and other stakeholders must be satisfied in order to improve the essential aspects of the projects concerning place, climate adaptation, greenery and unity in the city (Glostrup Kommune, 2017b; Økonomiudvalget, 2017).

According to the placemaking theory, shared values encourage the stakeholders to contribute to the establishment of place through a transdisciplinary process by involving social- and mobility aspects. The municipality in local papers and hearings uses narratives about placemaking (Communication Rasmus Hansen May 2, 2019). It is strengthening the communication by bringing the projects closer to citizens (PPS, 2015). The station development as a node became a part of the narratives, which was visible in the citizens meeting at the mall and library, and communicated out to the citizens through the municipality and Gehl Architects (Glostrup Kommune, 2017b; Communication Piet Papageorge August 13, 2019). They have been informed through the municipality's webpage and by local newspapers (Shop-owner surveys, 2019). Therefore, the results show that the citizen's attachment to the station and the City Centers contribute to creating space. Nevertheless, the facilities and design of the place will add meaning to the citizens (PPS, 2015)

As previously mentioned in the governance analysis, the choice to use Gehl Architects for creating the vision was carefully selected. According to the respondents from the citizens, one of the issues is the lack of social interaction in the area. In the wide square, there are bad wind conditions, missing places with shadow and no benches (Citizens survey, 2019). In general, there is missing quality in urban design. However, the citizens also emphasized that the station work as a good as a transportation node.

The local community engagement is generally adding value for citizens and contributing to the identity of the square. As mentioned, the citizen's involvement is crucial in recreating the space. Regeneration of the place is not only about urban function, but also about enhancing character and identity. The recreation of the identity supports the principle of the vision of aesthetic identity for the city, which can result in strengthening the bond and connectivity between community and place. Besides, there was not enough public participation to cover what kind of identity the city needs (Communication Piet Papageorge August 13, 2019).

In a board spectrum, the aspirations for the shops are mainly the functionality of the place hereunder how it is possible to attract more customers (Shop survey, 2019). The shop-owners desire to increase trade since most of the shops in the 2 G mall are closed, and it is not going well for business in Glostrup Shopping Centre. On both squares, Glostrup “*bymidte*” and station square the shop-owners and citizens want some of the shops to be more open to space in order to enhance the possibilities for better café-life (Shop survey, 2019; Citizens survey, 2019). The feeling of ownership of the place will reflect a more positive and cooperative attitude.

4.6.3 Place-function

As presented in theory (chapter 2.3), place-function is one of the important aspects of placemaking. Place-function is a concept, which is defined as activities performed to satisfy needs in the society as streets, flow and social activities. Additionally, the governance process of the project contributes to the implementation of different activities by involving the stakeholders’ knowledge.

Regarding the case of Glostrup, the project aims to create synergies and use the recreated space optimally (Chapter 4.2). The goal is to create a space with multiple functions as solutions since the municipality wants to implement climate adaptation solutions, mobility solutions, and biodiversity in order to add value to the existing space. The Steering Committee has proposed many different solutions that are specially related to mobility functions, and there have been solutions to handle climate challenges and social sustainability aspects (Glostrup Kommune, 2017b; Communication Rasmus Hansen May 2, 2019). Altogether, the different solutions strive to fulfil the UN goal, number eight (Glostrup Kommune, 2019a). The professionals from the Steering Group were involved in coming with suggestions to the vision, which are the base of the further strategy. They suggest building a bridge over the station connecting the city to the station square. Another suggestion is to make a library or cultural center in the old station building to attract more people to the area. There has been no involvement of the local community directly in the Steering Committee; the practical knowledge was only through public hearings. Afterwards, the suggestions from the Steering Committee and inputs from the citizens are based on the needs and requirements of the society.

Gehl Architects provided scientific and experience-based knowledge related on how to recreate quality space, place functions, and guidelines for the city development to the Steering Committee. Through the

project, the Steering Committee had to sharpen the proposal from Gehl Architects, in order to make it fit the citizens' input from the three hearings in the period after the proposal. Regarding the technical aspect of the project, other stakeholders have provided their competences as Gate 21 with the project of Wayfinding, Banedanmark with the flow from the station square into the station. Opland architecture won the tender in 2018, and is responsible for the design, hereunder the design of exclusive furniture and greenery in order to add quality to the environment and social aspects.

The vision to create quality spaces align with the Project for Public Spaces since it considers urban spaces through distinctive qualities for each space and various functions gathered within these spaces (PPS, 2016).

The municipality will provide temporary activities based on the input of the citizens through the implementation process (Communication Emma Liisbjerg May 24, 2019; Communication Rasmus Hansen May 2, 2019). Some citizens suggest cultural events, for instance, putting up widescreen TVs to watch football games. Gate 21 bases other temporary activities on the project as Move People, which include rent of scooters and bicycles. These pilot projects of activities provide the community with a sense of user-friendliness. Hereafter a citizens' survey carried out by Gate 21 after a year will provide indications of which functions are successful and which functions to adjust.

In a board spectrum, the aspirations for the shops are mainly the functionality of the place and how it is possible to attract more customers (Shop survey, 2019).

4.7 Summary of the analysis

In this chapter, I will summarize the analysis hereunder highlight the significant findings with the process of governance for the establishment of the space in Glostrup and how the key stakeholders influence placemaking.

Based on the stakeholder analysis and the interview with the member of the City Council, Piet Papageorge the municipality has the decision making power. The City Council approves the proposals, but it has to go through the Economy Committee. According to the tradition in Glostrup Municipality, the agreement between the political parties goes to process before voting. In other words, when the proposal is in the City Council, there are already a majority of the votes. The tradition limits for further innovation. On the other hand, the only inputs from civil society are from active citizens while the shops do not have any influence.

The identified form of governance is place-sensitive governance, both the creation of the vision of Gehl Architects and the strategy that encompasses the creation of 29 landmarks by the municipality. It leads to the outcome of the place based on citizens' involvement through engagement by hearings and input on the digital platforms. The process form of the Steering Committee is a board for co-creation only for experts excluding direct input from shop-owners and citizens. As a result, the local community contribution was restricted, and the democratic process was a top-down process, which gives a limitation on the place. Instead, all the initiatives carried out by Gate 21 and Gehl Architects included the citizens' expertise. In the process of governance from a placemaking perspective, it affects the environment, the feeling of belonging to a place, the feeling of community and quality-functions to the place.

5. Discussion

This following chapter examines the main findings in the study. The empirical data collected throughout creates the fundament of the analysis and further investigation in the discussion. The scope of strengths and place for improvement in the project undergo review. The form of governance in the process is held up against the theory utilized. Finally, discuss other opportunities than urban governance to recreate a space.

>>A personal assessment of Glostrup Station Square and evaluation of experiences may be characterized by words such as confusing and not representable. Both expressions refer to incoherency at the place. Looking at the transfer elements of a train journey window, they may be quick and efficient movements, but may also turn to characterize staying times. In this instance to utilize the given time Glostrup Station area needs to intensify the efforts and serve the users with public services (shops, cafes, restaurants, working zone) to strengthen the 'meet-up' aspects. Furthermore, the station area may acquire related monetary services (atm, exchange office), post, drop-off and pick-up parcels point. Additionally, facilities such as kindergartens in close station proximity could add value to staying time (and movement time). Altogether, with an intensification of activity and greenery, the Station Square and surroundings may transform into a vibrantly designed space that delivers urban service coherence (jointly or separately of transit services). However, discussing the movement options during the talk with the interviewee from Gate 21, Emma, to our knowledge confirmed how the augmentation of activities (e.g. local markets, activities at bus terminal during the weekend when transit demand is lower) intends to happen during implementation stages completely dislodged from the Station area (interview Gate21). Such practice may miss maximizing the potential area has and fail to enhance concentration of people<< (Original thesis p. 58).

Strengths and room for improvement

>>To make the most of this opportunity Glostrup Municipality reached out for redevelopment plans for the railway station, station square and surroundings. The aim is to create an attractive and welcoming space, the station hub where extensive solutions in relation to mobility, urban infrastructure and social aspects invite people to stay and engage in the newly created environment. The requirements for this well-conceived plan of the new station hub take into consideration connectivity and flows, user experience, potential high-density development with mixed zones, relaxing and green city segments. However, in a relatively rural community where the municipality intends to preserve historic structures,

styles and greenery in between, space becomes scarce. Therefore, while the transport system has a foundation and may facilitate the shift to an extent, it is evident that Glostrups Station urban space is not prepared for the change. Consequently, Glostrup Station as a place in the city illustrates an 'unbalanced node' (Bertolini 1998), where urban activities are nonexistent, and the site is not prepared for their increment<< (Original thesis p.57).

According to the theory to create a public space, it requires the involvement of the community hereunder shop-owners and civil associations to add value to public spaces. The public authority organize and maintain the project but does not need to have the solution.

Public policy dilemmas linked to transport exposes some dilemmas in transport policy. The current policy aims to accommodate growth in the travel where environmental imperatives propose a need to plan for less travel.

What matter is not just how much people travel but also how they travel. The reduction in active travel can have negative health consequences (Tainio *et al.*, 2016). There will always be disagreement about the way to tackle travel demand. In fact, the transport sector has often avoided the problem by viewing demand as caused by factors external to transport policy (ibid), rather than changing through a joint assessment of social change, technological change and policy change. New practices need to adapt to new realities else they will not contribute fully to improving quality of life and other public policy goals (Engberg & Larsen, 2010).

Place-sensitive governance is partly present in the process of Glostrup. Hence, the municipality leads the project with a low degree of local involvement from the citizens. Their input comes into play through the hearings (Chapter 4.6). Rasmus Hansen and Piet Papegeorge were not pleased with the amount of participation in the hearings. It results in a lack of ownership of the space, causing a weak bond between community and place (Chapter 4.6). The work of the Steering Committee, based on a place-sense governance process, can contribute in achieving placemaking. However, place-sense governance is only partly fulfilled with participation in the process and not in the design phase. It is perhaps causing a mismatch in implementing the local community's needs. The Steering Committee did not fulfil the citizens' suggestions since there was a political dispute among the political parties (Communication Piet Papageorge August 13, 2019).

Rasmus Hansen expressed concerns regarding engagement because it happened mostly when the citizens were directly affected by the plans. That affected the citizens, who felt that they are not included and not

being heard (Chapter 4.6.1). However, there is a mismatch between the strategy of the municipality and the interviews. In the strategy, the citizens have an influential role, but through the interviews, it is clear that the citizens did not have a significant role. Therefore, it is challenging to state that citizens' participation was satisfactory. Still, it is possible to argue that since representation in the Steering Committee is very narrow, it could include representatives from the local community.

Regarding the businesses, there was no involvement with the shop-owners (Shop-owner survey, 2019). Therefore, they do not feel involved or committed to the plan. The municipality tried to reach out to the shop-owners by creating an association that represents them (Communication Piet Papageorge August 13, 2019). However, the shop-owners do not feel heard, which shows mistrust and frustration. It can be linked back to 1997 when Glostrup Municipality decided to build the 2 G mall (Communication Rasmus Hansen May 2, 2019). The decision showed miscommunication and a lack of collaboration with Glostrup Shopping's shop-owners since they were against the decision.

The municipality could present requirements for the actors funded by the state such as DSB and Banedanmark to include the citizens in their planning process. Banedanmark provides few proposals for the transformation of a future station, and the selected proposal is usually the one that has the lowest costs with no long-term vision (Communication Jimi Okstroft April 25, 2019). For instance according to project manager Jimi Okstroft for Banedanmark the selected proposal is based on the needs of the transportation today and not for the next 30 years. It is temporary solution that may be cost-beneficial in the short-term but not in the long-run.

According to the theory of placemaking; the aspirations, skills and sensibilities of designers are some of the factors that influence placemaking (Carmona, 2014). The analysis indicates that the Steering Group choose Gehl Architects because of their skills and aspirations (Chapter 4.4). Gehl Architects' experience provides scientific knowledge in urban spaces (Chapter 4.4). Nevertheless, the municipality corrected and tightened up the vision by Gehl Architects even though the municipality did not have any public hearings at the time (Table 5). To a certain extent, the local citizens' aspirations are taken into account in regards to Gehl Architects' vision, but there was no real contribution to placemaking by the municipality. For instance, when the municipality tightened up the vision to fit it into the goals of the municipality. The processing of the vision resulted in a limitation in the relation between community and place.

Based on the analysis, the barriers are:

- Disagreement between politicians
- A lack of contribution from the local community
- Encouraging the local community to participate
- A lack of involvement of the neighboring municipality
- A platform for the local community in the decision-making process
- Limitation of participation to develop the vision

Strengthening placemaking

Governance is one way to strengthen the sense of community and build democracy, which are essential factors for placemaking (Chapter 2.2).

As mentioned in the analysis, the project is two-phased – Gehl Architect vision and the strategy by the Steering Committee. The Steering Committee as mentioned previously, consists of a small group of City Council members, and therefore it can be questioned whether it can represent the interests of the local community and create a fulfilling strategy to improve the sense of community?

According to the theory of placemaking, early involvement of the local community creates the feeling of ownership, which also encourage the local community to engage and contribute to a successful implementation of the strategy.

To achieve co-creation on the highest level, the essential part of the theory is direct involvement of the local community in the process, which contributes to the design of the place. The theory also argues that to achieve the highest level of co-creation a forum where various actors all together create the strategy is beneficial. The forum allows the exchange of knowledge and innovation. The theory of urban governance emphasizes democracy in the process. Still, in a democracy, the elected politicians make the decisions. In the case of Glostrup, the City Council members make the decisions excluding the users, namely the citizens and shop-owners.

The elaboration of the strategy by the municipality is not an ideal co-creation process. Public hearings and workshops provided by the municipality lack the involvement of the community. In this case, the engagement is very poor, and there is no direct involvement of the citizens and shop-owners (Shop-owner survey, 2019; Citizens survey, 2019). Therefore, it is not co-creation on a higher level.

The issue of co-creation in the perspective of governance is mainly time and funds (Leading Cities, 2015). There is much coordination, which can have a negative influence on the projects with delays and exceeding the budget. The unexpected issues in the process take time to solve by passing on information and then co-create on solutions. Therefore, the process of placemaking needs innovative planning that breaks up the barriers of:

- Political instability in the municipality
- Involvement of the local community
- Reducing time and budget

Public-private partnerships are a way to solve some of these issues where administrations and companies benefit from each other's knowledge and experiences (Leading Cities, 2015). Solving the political issues and involvement of the community in Glostrup Municipality need alternative approaches to Placemaking. Many elements in society create barriers. The mandate to the political affairs in the municipality can affect long-term planning since the politicians elected are in power for four years at a time. To overcome these barriers and establish a system that functions in the long-term. A solution could be alternative democracy and technocracy combined.

Initially, technocracy aims to separate professionals from the rest of the population, so there will not be an urbanization issue (Cherekaeva, 2017). Nevertheless, the benefit with technocracy is that the professionals are the driving force to city planning and not members of the City Council. The election of members can be on the base of propaganda (ibid). However, combining alternative democracy with technocracy will also include citizens since the opinion of society cannot be ignored (ibid). The combination of the concepts provides a power of decision-making not only for one group as the City Council but gives more power to the citizens. Alternative democracy will also reduce bias in urban planning (Bates, 2015). Technocracy can have a more significant effect on long-term planning since there are no decision-makers in Glostrup Municipality. Nevertheless, professionals are chosen based on their expertise and knowledge.

Alternative democracy provides the use of digital platforms in society as apps and the internet to vote on proposals (Bates, 2015). Instead of electing politicians every four years that represent society, professionals are used (ibid). Herby, there will be an opportunity to have a direct influence on the decisions. The technical platforms support the statement of Rasmus Hansen that the most active citizens

are through Facebook (technical platform). It also supports the citizens' flexibility concerning their time. The digital revolution has shifted the balance of power into the favor of the citizens (Bates, 2015). The citizens will take part in the decision-making power, and the government have to take their wish into account. The digital voting process would allow citizens to vote electronically for the best policies and solutions. The question that occurs in alternative democracy is: who is in charge, and this is where technocracy comes into play.

The concept still encourages political figures, but instead of making decisions based on their judgements or political agendas, the process of decision making is digitalized (Bates, 2015). Replacing politicians with expert representatives who provide proposals to the community. However, placemaking encourages citizens to participate. Therefore, a combination of alternative democracy with technocracy can be a solution to strengthen placemaking. Alternative democracy supports the concept of placemaking since the engagement in the local community supports the essential elements hereunder sense of community, sense of place, place function and direct democracy (alternative democracy):

- Sense of community: alternative democracy gives the community importance in the decision-making process and a feeling of belonging. The four elements are fulfilled (Chapter 4.6.1) since there is a total integration of the community in the actions of the project.
- Sense of place is achieved since the citizens are in the centrum, and they decide what their city identity is. It supports the local community to have a sense of knowing the city.
- Place function, the concept is combining the concept of alternative democracy and technocracy. The professionals in the field must propose different solutions to the place in order to add value to the place. Then the citizens through IT-platforms can decide which proposal are most suitable.

Alternative democracy supports the indicators from good governance theory. The table below puts alternative democracy in the perspective of governance indicators.

Participation	<p>Citizens' participation and involvement by a digital platform. All active citizens will be heard -promote city identity and a sense of citizenship.</p> <p>Lack of involvement of marginalized groups</p>
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Accountability (Transparency)	The municipality has to provide workshops and information, in order for locals to have the opportunity to participate with understanding for the project
Responsibility	Citizens will feel more linked to the project and herby responsible for it.
Effectiveness and Efficiency	Planning and management is carried out by professionals
Consensus Orientation	There is no mediation. The majority of the voting citizens are choosing the most beneficial project for them.
Strategic Vision	Since there are no politicians but professionals that are caring out the project, it will be easier to create a long term strategy.

Table 7 - Alternative democracy in the perspective of governance indicators.

The new way to approach placemaking would also influence the stakeholder matrix.

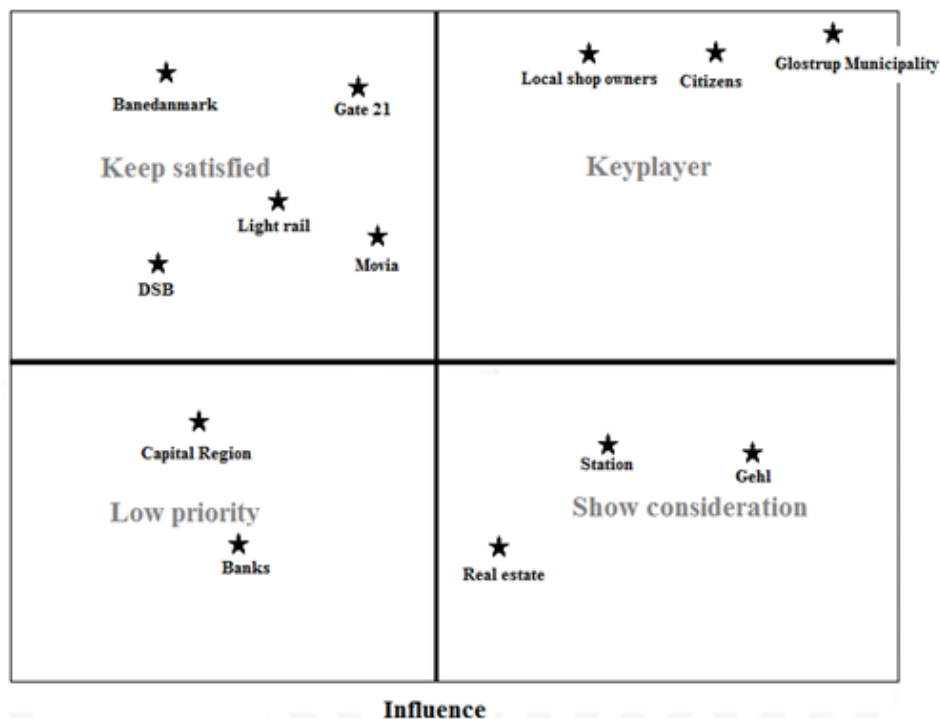


Figure 16 - Stakeholder analysis based on alternative democracy

The stakeholder matrix based on alternative democracy distinguishes from the matrix based on the top-down governance approach (Figure 12). For instance, the power of decision-making lays on the citizens´

(the voters). However, the connection is stronger between the landowners since they have to collaborate in order to provide proposals to the citizens' consequently, the citizens' can vote on the proposals. Alternative democracy and technocracy will contribute to stability in the process for the reason that the role of actors is not fluctuating. The politicians are not influencing the project, but the professionals that replace the politicians provide solutions based on their experiences and knowledge.

However, there are also some disadvantages in approaching the project with these concepts. The perspective of innovation will be limited since the professionals are proposing the solutions and the citizens are not directly involved in creating the proposal. Other disadvantages that can occur in the process (Ayres, 2015):

- Most decisions in direct democracy are based on self-interest - voters typically vote for their own interest and what they think is the best outcome for themselves.
- Voters would require an understanding of the project - to handle the issue for the voting. It is possible to support the citizens understanding with workshops.
- It could create un-involved and un-educated people - since direct democracy promotes public involvement and engagement with all activities, which the government (municipality) facilitate.
- It can slow down the municipality's progress - challenging to reach a consensus among small groups and ignore smaller minorities, which can have an effect on the schedule.

Is the involvement of the local community the right choice for the transition in Glostrup?

The frame provided by the municipality gives a chance to include citizens and shop-owners. The involvement of citizens and shop-owners can cause a delay in the project since more actors are involved in the decision-making. Throughout the analysis, the importance of inclusiveness of the local community indicates the level of co-creation, which supports the democratic process. Piet Papageorge has stated that the plans should be narrowed down to make them understandable for the citizens.

It is possible to argue that Gehl Architects incorporated the citizens' input in the vision. However, the municipality changed it, in order to make it fit with the goal of the municipality. Since Glostrup Municipality represents the city in the Steering Committee, the changes do not necessarily require the involvement of the local community. The public participants' inputs are mostly critiques of the plans - reactive and negative (Ayres, 2015). The inputs from the citizens' do not have a significant effect on the changes in the plans since the municipality has the decision-making power.

Moreover, Realdania highlights through experience that citizens' should not be asked do any design, but alternatively be given a chance to come with inputs and comments on actual plans and design (Adriana, Rodriguez & Knudsen, 2018). In fact, Realdania is speaking against the statement previously made about early involvement of the local community. Later involvement can support the schedule by shortening it. This argument is against the elements of placemaking and higher co-creation. Furthermore, the argument is also against the creation of a sense of community and democracy building. Hence, it is essential to deal with this barrier differently, for example, through the improvement of transparency (Agger & Hoffman, 2008).

6. Conclusion

The conclusion aims to answer the research question investigated in this report through the case of Gloatrup station: *How do political structures and local community engagement influence placemaking in stations?*

The gained knowledge of the empirical material indicates that the municipalities wish to optimize the public spaces, but there is a lack of collaboration among the various actors. There is a gap between strategy and implementation in practice. The transition of the station square includes the integration of mobility, urban fabric and climate adaptation to improve and add quality to public space. The missing aspects in nearly all stations are the implementation of social demands, which contributes to placemaking. The aim to approach the case from a perspective of placemaking, the focus lay on adding value to space through creating a sense of community, a bond between community and place function besides to build local democracy.

Governance structures the form of policy and decision-making, focusing on a transdisciplinary co-creation process by involving relevant stakeholders' in spatial planning hereunder environmental and social aspects of spaces. Place-sensitive governance is a weak approach to engage the local community. Instead, approaching the case with place-led governance, it is a better way to engage the local community and create a better vibrant urban place since the outcome is built on community engagement. The articles illustrate that early involvement of local actors in the process can have a more significant impact on the process outcome while combat challenges. The municipality has to fund or support local organizations in order to provide workshops and transparency in its projects. The workshops should involve specific users, also called lead users, where brainstorm sessions could be done in order to generate ideas. With these workshops, it will be suitable to gain more insight knowledge of the users' needs.

The type of co-creation is an element to achieve the indicators of good governance. The type of co-creation called community of interest kindred spirits where one part (the municipality) take the initiative and determine the focus of the collaboration and sets up an agenda for cooperation (Lystbaek *et al.*, 2017). Hereby, the partnership has the character of an open network where stakeholders meet and collaborate about the essential elements in the project hereunder the design. In this kind of co-creation, the purpose is to engage the stakeholder and create ownership (ibid).

Through workshops, locals and City Council can create a plan of action including all proposed actions for each area, which will define the goals of the project. The plan of action can provide ownership and responsibility to the progress of the project. The feeling of ownership and responsibility may increase active local participation and strengthen participation for better development of train stations.

The political structure can constitute a barrier since a mandate is only elected for a four years-period at the time, new elected political figures can change the objectives, and therefore a broad consensus among the political parties is a way to solve it. The lack of a long-term vision for development can result in changeable policymaking (Bird, 2017).

Urban change from a sustainable aspect is difficult to handle for most of the citizens since they can be afraid of changes and might have a lack of understanding (Sustainable Development, 2017). The analysis indicates strengths and weaknesses regarding placemaking and urban change, which links to the form of governance used by Glostrup Municipality. The analysis shows that the engagement of citizens contributes to some changes in the project, such as a reduction of the planned density of the city and activities in the City Center. In addition, the case shows that early involvement of the actors has a greater impact on the outcome.

The involvement process ensures input from the end-users and supports the concept of ownership of the place, further to generate awareness about the municipality's efforts. Inclusion of citizens and representatives in the political decision-making processes in everyday life are essential factors to achieve social sustainability. Citizens, associations, organizations and other relevant actors can as a minimum, participate in hearings held by political committees. It may give the local community the opportunity to discuss challenges or suggest ideas for the city's future (The City of Copenhagen Department of finance, 2018). The Cities of greater Copenhagen strive to strengthen local democracy by inviting actors to dialogue and co-creation through the city's local organizations, citizens' panels and hearings. The cities also strive for co-influence and co-creation by involving end-users in the municipality's solutions (ibid). The engagement of the local community creates a commitment and responsibility to the process while providing a sense of community and belonging to the place. However, too much involvement can affect the process negatively since it can be costly and prolong the schedule.

Another governance aspect is the importance of ensuring citizens understand the reality of these changes and why it is necessary for the stations' nodes. Therefore, the municipality provides workshops before

the hearings to overcome these issues. Citizens' participation in the design of spaces is crucial in order to meet locally sustainable objectives while implementing their needs and increase user-friendliness.

To overcome the technical and political issues that occur in order to improve urban planning the local community should be integrated into the participatory processes (European Commission, 2014). The inclusion of citizens in higher levels of co-creation brings new perspectives to urban planning. In addition, the participation brings innovative ideas and solutions that could be relevant for identity-making of the place (ibid). The process contributes to sustainable social matters as happiness and well-being for citizens (European Commission, 2014; Almusaed & Almssad, 2018).

The choice of architects with experience and knowledge of placemaking to create a vision with inputs from citizens transcend in the municipality's strategy — hereafter into the physical design by the architects. The Steering Committee tightened up the process of transforming the vision into the strategy to fit with the municipality's goals and with the inputs of the local citizens. The case illustrates a poor engagement of citizens at the hearings. On the other hand, engagement through digital platforms was more successful, but the concern raised by the municipality is whether politicians are more active on digital platforms (Communication Rasmus Hansen May 2, 2019). Besides, active involvement contributing to the aim of placemaking by providing practical knowledge to add quality to place-function, the early involvement of the local community can contribute to a transparent decision-making process, which can cease the gap between strategy and implementation.

In this case, there has not been a significant co-financing agreement in the municipality or with other actors as Banedamark or DSB except the mobility project by Gate 21 (Communication Emma Liisbjerg May 24, 2019; Communication Rasmus Hansen May 2, 2019). The cooperation between the municipality and Gate 21 showed that the co-finance agreement contributes with funds and expert knowledge, assisting the pilot projects to improve the place by adding value to functionality from a mobility aspect. Based on the analysis, the mobility project by Gate 21 is a great approach to add value to citizens.

This thesis concludes that a place-sensitive governance structure with the decision-making power in the City Council limits the strengthening of placemaking. The process illustrates how the involvement of the local community by incorporating their knowledge and needs to recreate the space strengthen the quality and function of the public space and better development of train stations.

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