

# Housing career in Aalborg

## Data-driven strategy as a planning tool

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**Abstract** - Aalborg municipality has faced criticism for having built too many dwellings, and not necessarily in the type for which there was demand. They have now decided to form a data-driven strategy to better plan for future development. Using the concept of housing theory, which is explained and then used as a framework, this study seeks to analyze how quantitative data can be used to change discourse. With a constructivist approach to statistical analysis, data on population and dwellings get analyzed, as well as the process of forming the strategy through interviews. The housing career in Aalborg is visualized through a model, and a perspectivation is added at the end, to address the situation in connection to the corona-crisis in 2020.

# 1 Preface

## 1.1 Reading guide

This project has been written in partnership with Aalborg municipality, and makes use of the data and data-analysis tools made available through them. All graphs and maps are produced by the author, unless otherwise specified. The data being available through a live connection to a database, made so that the raw dataset in Danish could not be translated, which resulted in the fact that data-labels and legends to graphs are in Danish. The important takeaways are explained in the text, but I will here provide a table of all Danish words and their translations.

<b>Boligart</b>	<b>Dwelling types</b>
Etagebolig	Apartment
Parcelhus	Single-family detached (SFD)
Række-, kæde- og dobbelthus	Rowhouses and duplexes (in text just called rowhouses)
Stuehus	Farmhouse
Kollegiebolig	Student housing
Fritidshus	Holiday home
Bolig i døgninstitution	Dwelling belonging to a residential institution
Anden helårsbolig	Other dwelling type for living year-round
Erhvervsbolig	Dwelling connected to a business
Ikke bolig	Non-dwelling
<b>Ejerforhold</b>	<b>Ownership types</b>
Privatpersoner, inkl. I/S	Privately owned
Almen boligorganisation	Social housing association
A/S, APS og andre selskaber	Limited, limited liability and other companies
Private andelsboligforeninger	Private housing cooperative
Foreninger, legater og institutioner	Associations, grants, and institutions
Den kommune hvor ejendommen er beliggende	Municipality (in which the dwelling is located)
Region	Region
Andre ejerforhold	Other type of ownership
Ikke beregnet	Not calculated
(Tom)	Empty (data value)
Staten	State
<b>Bymønster</b>	<b>Urban structure in Aalborg</b>
Aalborg by	The city of Aalborg
11 oplandsbyer med særligt vækstpotentiale	11 towns with extra potential for growth
Øvrige oplandsbyer og landsbyer	The remaining towns and villages in the municipality

## 1.2 Disclaimer from Head of Studies and Head of Study Boards

COVID19 and the consequences of the lock-down of society and the university since March 13, 2020 have had influence on which activities that have been possible to stage and carry out as part of the project work. More specifically, this means that activities have been limited to online activities, and that activities such as Lab activities; surveying activities; on-site ethnographic studies and on-site involvement activities have not been possible. When assessing this project, please bear this in mind.

For this project it has meant that the focus was changed about halfway through, to be able to do the research necessary within the available timeframe and physical restrictions. This included a change of angle, including relevant theories and methods. The partnership with Aalborg municipality initially meant I would be able to sit at the office with a steady connection to their network and databases, as well as being able to receive guidance in using the tools I was still unfamiliar with, but because of the lockdown of public institutions, this was no longer possible. Data-analysis after this happened more slowly than initially anticipated, because of having to access data through a VPN connection, as well as lower availability of guidance.

## 1.3 Acknowledgements

I would like to give thanks to Lars Bodum, who has supervised this project, and has offered great support during these interesting times. Cathrine Borg, the project leader on the housing strategy at Aalborg municipality, who has acted as my contact-person during my partnership with the municipality and has participated in an interview as well. Anne Juel Andersen, who also has participated in an interview. Aalborg municipality and those who have guided me with the use of the data, databases and PowerBI, with which I was not previously familiar. Lastly, I would like to thank my fiancé Daniel, who provided necessary emotional support.

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## 2 Introduction

The balance between dwellings and population is one that many local governments struggle with. Between a changing population, urban development, changing housing markets and other parameters, it is difficult to predict where and what to build, to be one step ahead of the demand. The same is true for Aalborg Municipality, which is located in northern Denmark. Between 2010 and 2020, the population in Aalborg municipality has grown by 10% while population growth for Denmark is on 5,2%<sup>1</sup>. Two thirds of the population in the municipality lives in the city of Aalborg, which is the fourth largest city in Denmark. Development in the city is centred mostly around the growth axis, an area pointed out by planners in which the potential for growth is highest. The goal of this area is to concentrate development by both public and private investors, in order to create synergy and mixed urban functions. Another way to prioritise development in a municipality that, area-wise, is one of the largest in Denmark, is through dividing it into urban structures. These structures include Aalborg city, and 11 towns that have been pointed out as being towns with extra potential for growth. They are pointed out because of their nearness to the city, infrastructure, service offerings and have a population of over 2.000. The remaining 26 towns and 39 villages make up the third structure, and have less of a focus on growth, but more on developing quality (Aalborg Kommune 2013). Aalborg municipality, the city of Aalborg, as well as the 11 towns are visualised on figure 2.1.

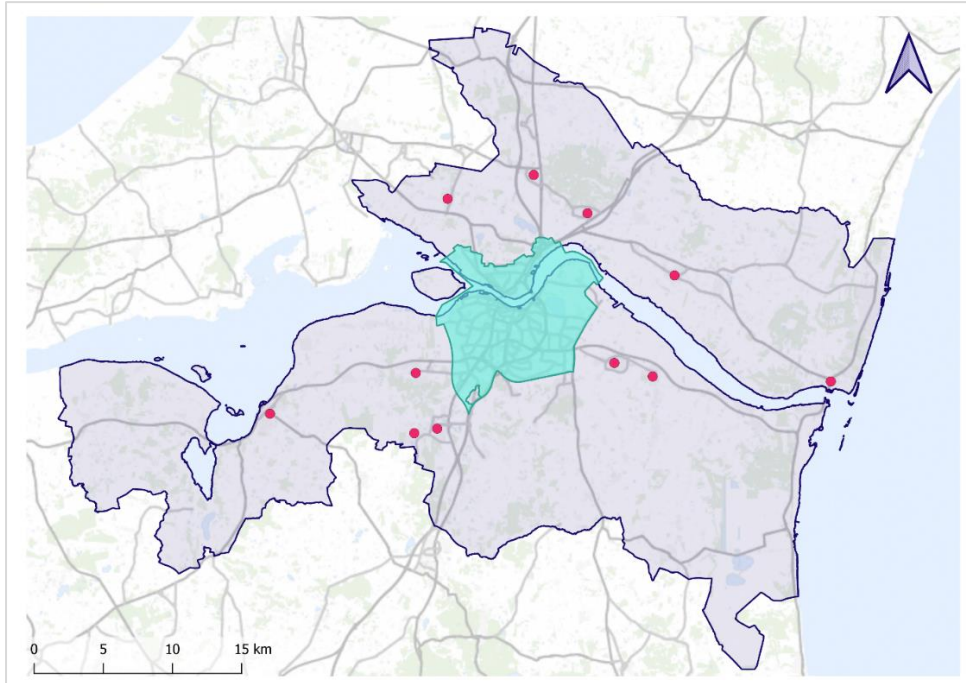


Figure 2.1. Aalborg municipality (dark blue), the city of Aalborg (light blue) and the 11 towns with extra potential for growth (pink dots).

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<sup>1</sup> Calculated using Statistics Denmark, <https://www.dst.dk/en>

The growing number of people need a place to live, which means a growing demand in dwellings. In Aalborg, especially in the city, many dwellings have been built over the last years to meet this demand. However, with many dwellings having been built and still more under development, while the population growth is levelling out (Schouenborg 2019), Aalborg has faced criticism for creating an imbalance between supply and demand for these dwellings. Not only has media brought attention to the fact that too many dwellings have been built (Møller 2020), but the dwellings that have been built, have not been the type which were in demand (Martini 2019). One type that has been in focus, is student housing. As a city with a large number of students, the demand was high on these types of dwellings, and a lot were built. Now this demand has been met, and the focus needs to shift to other dwelling types (BygTek 2019). Development along the harbourfront has led to many dwellings being built in the inner city. Because of the location along the water and close to the city centre, these apartments tend to be expensive and hard to sell or rent (Hedelund 2019). This phenomenon has also been observed in the other large cities in Denmark. Investors have been building larger expensive apartments for wealthy people, but there have not been enough wealthy people to get them used. There is a demand for dwellings, but even though enough apartments are available, they are not the type there is a demand for (Martini 2019).

Aalborg municipality agrees that too many dwellings have been built over the last years but is positive that this will work itself out. Investors have an insight in what the market is like when they plan to build and will not take unnecessary risks. There might be imbalance now, but this will correct itself in the end (Møller 2020). When taking the municipality as a whole into account, instead of just the more exclusive apartments around the harbourfront, Aalborg stated that vacancy rates have not changed much between 2011 and today. In this time period, the number of dwellings built have matched with fast increase of the population, and the fact that newly built dwellings are vacant for a while before the first person moves in is nothing new. Now that the population growth is levelling out, and no longer growing as fast, the building of new dwellings will have to follow this tendency and needs to be refined (Blindkilde 2020).

This sentiment of refining has been put into practice, as Aalborg municipality has been working on forming a housing strategy through 2020. This housing strategy uses a wide arrangement of quantitative data, which is analysed to identify what future housing needs are in the municipality. The goal is to create a mixed city by providing dwellings of different types, price ranges and demographic composition. At the same time, the strategy is to ensure that the balance is kept in supply and demand of dwelling, despite changing tendencies (Aalborg Kommune 2019a). This strategy makes use of the concept of housing career, to help identify patterns in age, life-stages and housing needs, so that studies on demographics and its prognosis can be linked directly to identifying future housing needs (Borg 2020, Andersen 2020). This will enable the planners as well as

investors, politicians, and other actors to foresee what type of housing is demanded in the future, and where these dwellings should be located (Aalborg Kommune 2019b).

In this project, I intend to investigate the concept of housing careers, and how this concept can be applied to Aalborg municipality. By focusing on quantitative data on demographics, housing, and migration, I want to identify patterns that can be connected to a certain age-group or life-stage. Supplementary to this, I would like to investigate how this concept of housing career is being used to plan strategically, and how this is envisioned to be a more sustainable and balanced development in future planning.

The research question and sub questions to be answered are as follows:

**How can a discourse within urban development be influenced directly by data-driven analysis, using the concept of housing career?**

- *What is the overall context regarding demography and housing in Aalborg, within which the research is conducted?*
- *Using the concept of housing career, what patterns can be identified in different life-stages?*
- *How did the housing strategy get formed in Aalborg municipality, and what are its goals?*

I will start this report by reviewing the theory on housing career, what the concept includes and how this has changed through the years, followed by how it is used in this research, and a short description of what it looks like in Denmark in general, through reviewing previous studies. After this, the methodology of the project will be addressed, including the philosophical stance and the methods used. The analysis will start with a description of the demographic and housing situation in Aalborg, as to provide a context to this research, after which the theory of housing career will be connected to this data, to identify quantitative and spatial patterns in life-stages. After this the focus will shift to a more qualitative analysis, of how the concept and data are used to plan strategically and give a deeper understanding of how the housing strategy will provide a foundation for communication in future planning. This will then be concluded and discussed, followed with a perspectivation concerning current events and how these have a possible influence on the future context, as well as on the process.

### 3 Theoretical framework

I want to start by framing the theory through which the study is conducted. This is done by explaining the concept of housing careers, and how this concept has developed. It is then put into the perspective of the study, and explained how it is used, after which a short literary review describes the context of the housing career in Denmark.

#### 3.1 Cities, dwellings, and life-stage

In these modern times, the world has gotten urbanised, and the populations of most countries have flocked to the city. Cities have gone from being mostly industrial, to a post-industrial society, in which they are mostly residential. Dwellings are at the centre of people's lives, being not only the place that creates shelter against outside elements, but also the place where they spend much of their time, do activities and keep possessions. Housing is not only a physical form, but also a social construction, and has been the subject of a lot of research over the years (Forrest 2015). Housing can be researched in relation to different parameters, one of the popular being demography. The way this is often done, is by looking at the life-stage of a household in connection to the dwelling they live in or want to live in (Forrest 2015).

The life-stage refers to a certain stage in life, seen through the concept of life-course. This is a socially structured sequence of events that take part in organising and deciding the trajectory of an individual's life. The trajectory can be changed through transitions, and transitions can be triggered by certain events. Often these events can be things like leaving the childhood home, marrying, entering the labour market, or retiring. Biological events, like puberty, are also included, as well as more complex events like splitting up, which in turn can lead to alienation, divorce and eventually recovery (Crosnoe and Elder 2015). Life events that can be grouped into the same 'aspect' of life, is often referred to as a career. The best known one is the labour market career, but it also includes education career, or housing career. These different careers develop parallel, and most often dependent on each other (Feijten 2005). This concept of housing career is one I would like to explain in further detail.

#### 3.2 Housing career

Simply put, a housing career means "a description of the sequence of dwellings that a household occupies during its history" (Pickles and Davies 1991, p466), and it is used to describe the correlation between the life-stage and dwelling type (Beer et al 2011). The housing career starts when a household is formed, when a person becomes independent and leaves the parental home (Collins and Curtis 2011). From here on, the person will move upwards on the ladder. Through the 80's, the housing career was most associated

with owner occupation, which meant that the top of the ladder is reached with homeownership. Often, the housing career parallels the working career, meaning that a workplace success may result in an upwards move on the housing ladder. This housing ladder was explained graphically by Beer et al (2011) and is shown in figure 3.2.1. Successes in other aspects of a person's life-course are accompanied by upwards moves on the ladder, which eventually will help the person increase their capital. Downwards moves are also possible and are usually a result of negative events in other aspects of the life-course, like losing a job or divorce (Beer et al 2011). The ladder however puts someone into a class and leaves them to move up and down in this class. Badcock and Beer have explained that the housing career would more likely look like a game of snakes and ladders, where outside influences like market busts or other complex situations are more rightly depicted, although the game board still only contains one single start and goal field (Beer et al 2011).

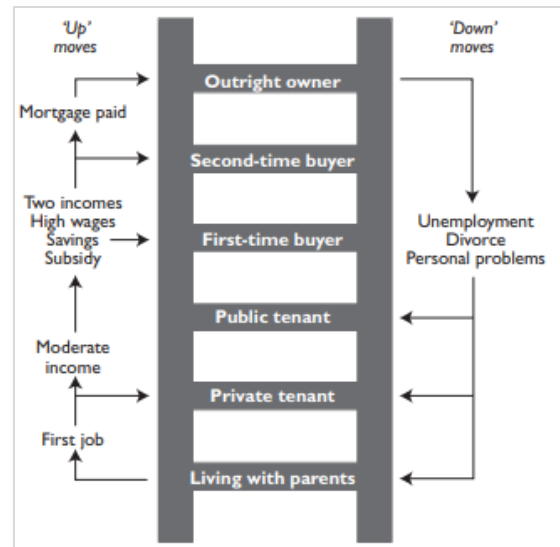


Figure 3.2.1. The housing ladder as depicted in Beer et al (2011, p21)

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One type of event that is quite disruptive to housing careers, is a couple splitting up. This is in part because moves triggered by a split-up are much more irregular than typical moves in the same life-stage and a person is therefore more likely to move to different housing types than others. Often the moves are urgent and restricted financially. Research in the UK has shown that after divorce, only 36% staid in owner occupation, but downward moves on the ladder are often only temporary, as 75% are back in owner occupation within 3 years. Another reason for irregularity is that marriage often involves roles, and people are expected to follow the upwards housing ladder. When marriage falls apart, so do the roles, which may cause deviance from the typical housing career (Feijten and van Ham 2010).

The concept of housing career used to be fairly straightforward, it being a connection between someone's life-stage and the dwelling they choose to live in. The concept has been used a lot in research based in Europe, Canada, and Australia, and in a smaller quantity in the US. This might be part of the explanation why the housing career does not take ethnicity and gender into account, although these aspects may influence the housing career a great deal. Other aspects, like changes in the housing market, labour market and even generally in society, have also played a part in making the concept much more complex (Collins and Curtis 2011). Beer et al (2011) describes this as a move away from the industrial or 'Fordist' society, with its more secure economic and social structures, that through a process of individualisation turned into the 'risk society', where people are often confronted by the risk and opportunities that came with the change of

the social and economic environment. One of the key words that is especially important is ‘individualisation’, as this opportunity to ‘script one’s own life’ results in a much larger range of outcome in life-courses and thus housing careers. Key developments connected to the move to a risk society concerning housing research as posed by Beer et al (2011) are as follows:

- *“greater mobility within the housing stock with people shifting tenure and location more frequently than in the past;*
- *entry into homeownership occurring later in life;*
- *an increasing prevalence of owning a second home during the later adult years, either as an investment property, a holiday home or both;*
- *an increasing impact associated with inheritance, and especially housing inheritance, as current generations inherit from those born in the 1920s, 1930s and 1940s;*
- *a reduced propensity to enter aged care housing in the later years of life and a greater likelihood of ageing in place;*
- *greater diversity in housing outcomes as a consequence of the widening of the income distribution, as a result of social change and as an outcome of greater diversity in the ethnic and cultural constitution of many developed economies.”*  
(Beer et al 2011, p17)

The concept of housing career was developed further, to become more inclusive of parameters that have an influence on residential mobility, and the complexity of modern times. These newer forms however have often been renamed as well, as language is something to be careful with, and some words carry implicit meanings, which is also the case with housing career (Beer et al 2011). Examples of these concepts based on housing career are ‘housing histories’, a concept introduced by Ray Forrest, developed to include a household’s housing experience, which considers class, gender, race and locality. This conceptualisation of the housing situation is greatly influenced by outside influence of actors and structural situations. Housing histories recognise that not everyone enjoys the upwards climb that the housing career implies (Beer et al 2011). Another concept is ‘housing pathways’, a concept developed by David Clapham, which is a criticism on the positivist nature of the housing career theory, and creates an approach based on social constructionism, where the focus is on the individual household’s experience of their housing journey. Beer et al (2011) explains the three concepts so far, and follows with proposing a new concept called ‘housing transitions’, which takes elements from the previous concepts and fuses these together to attempt a better understanding of the changing relationship between households and housing. This concept focuses on decisions individuals make regarding housing (Beer et al 2011).

### 3.3 Framework

In this study, the more old-fashioned and simple definition of the housing career is used. The choice was made to focus on the connection between life-course and dwellings, which will be done by looking into certain age groups and dwellings types and their location. As the research entails an absolute area within northern Denmark, there are fewer structural differences to consider. The way the theory on housing career is used, is by taking these age-groups that represent certain life-stages, and connect these with moves within the absolute area, and what dwellings were involved. This will make it possible to potentially identify patterns in these life-stages and produce a model that is able to map and foresee which dwelling types will be in demand with certain age-groups. It is however important to keep in mind that this model encompasses human behaviour, which is not always rational. It will therefore be based on generalisations, and not be a true fit onto any random person in Aalborg. It will however be able to show the general patterns which most people will follow in some way, and therefore be an asset to planning and development.

### 3.4 Danish context

In a Danish context, the correlation between life-stage and the housing market has been researched to some extent. Much of this research, however, does not describe patterns in all age-groups, but some demographic groups are highlighted, like young families, the elderly, but also single-parents or immigrants. Using previous research, I will describe the patterns identified in Denmark, as to create a frame where my own case will take place. Of all age groups, young people between 19-25 are those that move most, and the older, the less mobile Danes become (Vestergaard et al 2001). The same applies to looking at average moving distance, people age 18-24 have the highest average moving distance, while elderly people have the lowest (Andersen 2010). In Vestergaard et al (2001) it has been concluded that young people tend to stay with their parents longer in 1999, as opposed to 1981. There is a difference however, when looking at how wealthy the parents are. Generally, children with wealthy parents in owner occupation are more likely to stay living with them for longer than children with less wealthy parents, or single parents, in a rental home. In the period of 1981 to 1999 it has become less likely for people in the age group 18-29 to get into owner occupation (Vestergaard et al 2001).

Young families wish to live in single-family detached housing and are least likely to want to move to an apartment. Between 1981 and 1999 it could however be seen that owner occupation in this group has fallen, especially regarding the families with children, while owner occupation of couples over 30 without children has risen in this same period. Single person households aged 30-59 in the researched period have seen a rise in percentage of people who stay with parents, although there has been a fall in percentage of people who live with others in general. About half of the people in this group live in a

rental home, and 1/5 in a single-family detached dwelling. Of those who wish to move within 5 years, most have expressed to want to move to the countryside, and do not wish to move to a city centre (Vestergaard et al 2001).

According to Vestergaard et al (2001), the dwelling a household wants to move to in the future, depends mostly on where they live currently. The household type is also very important. Examples posed are that single person households with and without children prefer apartments, while families with children typically prefer single-family detached dwellings. People above the age of 60 tend to prefer apartments or rowhouses. The same is true for location, examples being that people currently living in the city-centre are more likely to want to move to this type of location in a future move. Although age is a very important factor in this case as well. People age 16-29 prefer to live in larger cities, while people age 60 and over prefer to live in the suburbs, with easy access to nature (Vestergaard et al 2001).

## 4 Methodology

The approach of this research is one of mixed methods. The research question posed is of qualitative nature but is answered with both quantitative and qualitative methods. The reason for this, is the deductive approach around the theory. The theoretical foundation of the study is based on the social science theory of housing career, which is simplified to be more quantitative-driven, and applied to the forming of a data-driven strategy in Aalborg municipality. I then investigate how this affects the discourse in housing development. The simplified theory on housing career is applied to a quantitative analysis on population, housing, and migration in Aalborg municipality, and is used to test whether this gives valid results, by forming a model. After this, the process of forming a strategy based on similar analysis on the same data is analysed, to see in what way the data-driven approach influences the discourse.

The reason it makes sense to take this mixed methods approach, is to attempt to answer this research question with a qualitative nature, is because the ontological stance in this study. The ontological point of view of this research is a within critical realism, in the sense that there exists a real world without us humans, but we cannot perceive it as is, as our understanding is created through a construction of networks and social interactions (Creswell 2014). The epistemology, or the way of understanding the world is therefore within the views of constructivism. Traditionally, constructivism seeks to understand the world in which they exist. Each individual develops meaning through experience and gains an individual understanding about specific objects or things. Research within this theory of science would therefore mean to investigate how people see things and make sense of the complex view on things. Interaction with individuals during research will often be through an interview, which is preferred to be as ‘open-ended’ as possible, so the interviewees understanding of the subject can be studied. The answers are then interpreted by the researcher, and from this create a theory (Creswell 2014).

Statistics are often found to belong to a ‘realism’ point of view, as they directly describe the reality of the world. This is however argued to not fully be the case. Statistics do describe the world as is, but at the same time, statistics are produced by humans (Bruno et al 2016). As humans it is impossible to be neutral and stand outside a subject without any form of bias. This means that the very act of counting, or ‘quantification’, becomes a social act. The person counting comes with a position in the world, a way to view things, and the act of counting is a specific way of viewing things, and not of itself neutral (Sætnan et al 2010). This does not mean that statistics should not be used, but it is something to always be aware of. It is important to not only know how to analyse data, but also know the power that comes with being the one interpreting the data (Sætnan et al 2010).

Statistics and the social context co-construct each other simultaneously. By counting citizens, resources and other objects, the state simultaneously constructs the statistics as well as itself. Phenomena are measured in statistics, which are then used to describe these phenomena, and create a discourse, but it is also within a discourse of government that statistics are made, as they are not made in a vacuum. Statistics simultaneously shape and are shaped by these discourses (Sætnan et al 2010).

This project concerns the use of quantitative data and statistics in the way they are used to create a discourse around a certain subject. To start out, the data gets put into the ‘model’ of a housing career, simultaneously fitting into this discourse, as well as creating it and shaping it to the reality of Aalborg municipality. The ways this happens is partly unconsciously, by having the data be analysed by someone who has expectations and a goal for this data (a pre-existing discourse), and more directly by for example using certain filters that shape the outcome (in this case filters on age-classification and urban structures). The quantitative part being followed by the qualitative part of interviews and document analysis, analysing how the discourse is shaped and fit into the existing one of Aalborg municipality’s planning approach.

The data most of this study is based upon, is closely related to human behaviour. As human behaviour is unpredictable, it is best to study it within a concrete context, which makes it relevant to use a case-study design (Flyvbjerg 2006). In this research, the case is one with a geographical / administrative boundary, being Aalborg municipality in northern Denmark (see figure 2.1). The choice has not been a strategic one based on data, finding an extreme example of the subject that would be studied, but more one of practicality. Flyvbjerg (2006) calls this a paradigmatic case. The concrete reasons for choosing this case, is because this project is related to my previous project, which studied the migration of elders within the city of Aalborg. Because of that project and its relation to the municipality’s work on creating a housing strategy, I was offered a partnership with them, which meant I would help them analyse data and create visualisations, and in return I would be able to access their data through their programs and databases. The paradigmatic approach to ‘choosing’ a case, may influence generalisability and validity, as those are increased when choosing a case with a strategy in mind (Flyvbjerg 2006). It should be kept in mind that the project was written in partnership with the municipality, using the data made available by them, through the framework set by them. By having the focus on the perspective of the municipality, and interviewing those involved in forming the strategy, means there may be missing an outside perspective, which will affect validity.

## 4.1 Research methods

### *Data analysis*

The data that is analysed, was made available to me through a partnership with Aalborg municipality, and includes extensive and detailed data on dwellings, population and moves. The data comes from a server called OIS (Offentlig Informationsserver - public information server) which has several sources and is administrated by LIFA A/S. The database I had access to through Aalborg municipality is called LOIS (LIFA OIS), which contains several registers. One that I used, was BBR (central register for buildings and dwellings), which holds information on all dwellings and buildings in Denmark, and for example contains information of when the building was built, types, size, or address. Another register used for the analysis was CPR (civil registration system), which holds information on each person, registered by a personal identification number, and contains information like age, address, and marital status (LIFA A/S 2016). By combining these registers, it becomes possible to look at migration, as it includes the changing of address. The data is considered secondary data, as I did not quantify and register this information myself.

The data was analysed by using the program PowerBI, which is designed for business analytics, but has the ability to have a live connection to databases and combine these together by modelling the databases within the report. This made it possible to combine the different registers and use custom filtering like the age-groups and urban structures, to analyse through these themes. Within the report it is also possible to put in any form of visualisation, from tables to complicated diagrams, put in any of the parameters, filters, and have it produce the visualisation. Many combinations of visualisations and data were tried, and notes were taken to this, to be able to identify trends and patterns. The text in this report references the analysis done on this data. Some of the statements have been chosen to be visualised, while other statements do not necessarily have a visualisation connected to it. Statements based on other studies or other data are referenced as such. Some of the data was available as spatial data, which made it possible to create the heatmaps using QGIS. The background in these maps is called 'basis\_kort', produced by the Agency for Data Supply and Efficiency, and includes data by GeoDanmark and DAGI<sup>2</sup>.

### *Interview*

To be able to analyse the strategy, its background, goals and process, it was necessary to directly talk to the people involved, as the strategy itself is not yet published, and mentions of the strategy in other documents is not very detailed. The interviews were

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<sup>2</sup> <https://kortforsyningen.dk/indhold/webservice-liste>

semi-structured, with the questions designed to be open. This gave the possibility for me to ask the questions I wanted answered, but at the same time the answer could be a story, include other aspects I may not have thought to ask about, and opened the possibility for a slight dialogue to take place.

The first person interviewed was Cathrine Borg, who is the project leader on the housing strategy, and her roles are to involve others and to make sure the strategy is up to date. She has been connected to this project from the very beginning. A slightly shorter interview was conducted with Anne Juel Andersen, who got involved with the strategy at a later stage to replace someone else leaving the project group. Anne has experience working with municipal strategies in Aalborg municipality, and is able to support Cathrine with connecting the new strategy to other planning. They are both main actors in the development of the strategies, but their different backgrounds made it relevant to speak to both of them and get some different insights on some of the questions.

Both interviews happened digitally because we were not allowed to meet physically<sup>3</sup>. They were conducted on Skype for business and Microsoft teams. Both programs have a built-in function that can record meetings, which was used to be able to listen to it again and transcribe it. The transcripts were checked by the interviewees and are with their permission attached to this report in the appendix. The text refers to the interviews, and when necessary refers to a paragraph number in the interview, these paragraphs numbers are included in the appendix. Note that the interviews are conducted in Danish, and the transcripts have not been translated.

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<sup>3</sup> See disclaimer on the corona-crisis in chapter 1.2.

## 5 Analysis

### 5.1 Dwellings in Aalborg

To get a better understanding of the living preferences and moving habits in the different parts of the housing career, I would like to start out by addressing the context in which these take place. There will be an overview of what Aalborg municipality looks like in terms of the types of dwellings it contains in the different structures, as well as the demographic composition

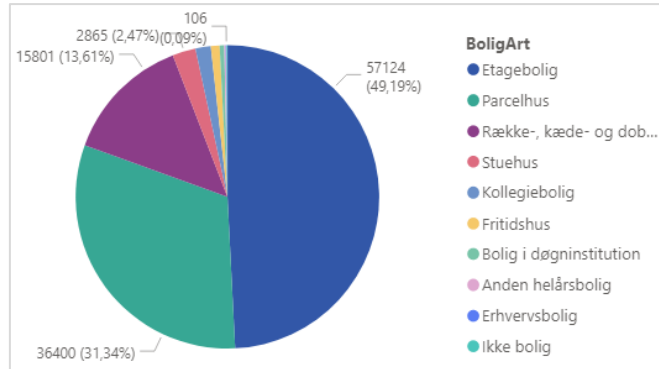


Figure 5.1.1. Division of all dwellings in Aalborg municipality by type.

and prognosis of the municipality. Dwellings in Denmark can be divided over an amount of different types, but in this research, I will be focusing on the following three types: Apartments, single-family detached dwellings, and rowhouses/duplexes<sup>4</sup>. The reason for this, is that the main body of dwellings (94%) consists of these three types, as can be seen in figure 5.1.1., and thus is it these types most people live in and move between. The other types are both rare, and in some cases specific to a certain demographic, like student housing or dwellings connected to an institution. For the same reasons, Aalborg municipality does not take the other types into account while developing the housing strategy.

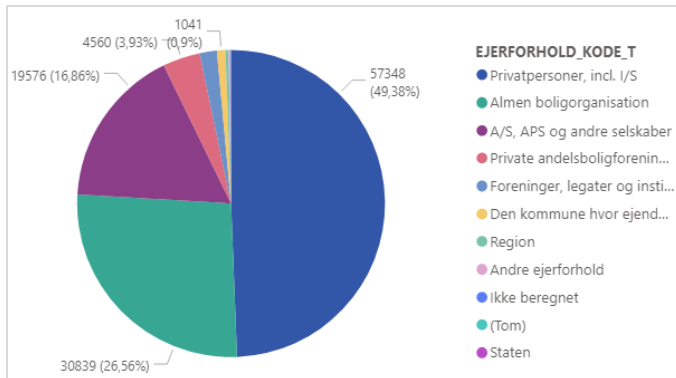


Figure 5.1.2. Ownership of dwellings in Aalborg municipality.

The number of apartments, row-houses and single-family detached (SFD) dwellings in Aalborg municipality is 109.325 in the second quarter (Q2) of 2020. Between 2011 and 2020, there has been built upwards of 13.000 dwellings in the municipality, most of these being apartments in the city. The development of dwellings in the municipality, the

city, and the remaining part of the municipality can be seen on figure 5.1.3. Regarding ownership of the dwellings in the municipality (figure 5.1.2.), almost half of them are privately owned, with just over a quarter of social housing. Other ownership types that occur relatively often are company owned (17%) and private housing cooperatives (4%). The ownership types do look different between Aalborg city and the other two urban

<sup>4</sup> Translation for legends can be found in chapter 1.1.

structures, namely that social housing (34%) and dwellings owned by companies (22%) have the bigger share in the city, with private dwellings down to 37%. Outside of the city, privately owned dwellings make up over three quarters (78%) of all dwellings, with social housing making up just under 10%. Of all the dwellings in the municipality, 4% are vacant, and 0,75% have never been in use. Comparing these percentages with those of Q2 from 2011 until 2020, there has been slight fluctuations, although only between 3 and 4%, in vacant dwellings, and a very slight increase in dwellings that have never been used (0,43% in 2011). In the different urban structures of the municipality, there is no significant difference in these numbers.

The division of dwelling types in the municipality has been mentioned above, but in the different urban structures of the municipality some differences can be identified (figure 5.1.3.). In Aalborg city, the residential body consists for just over two thirds of apartments, with about 20% SFD dwellings and about 10% rowhouses. This is quite fitting, as this is an urban environment with focus on density, and people living closely together, as well as close to their jobs and educations. When looking at the composition in the 11 towns with potential for growth, it looks very different. Two thirds here go to SFD dwellings, almost a fourth to rowhouses and only 8% to apartments. This fits the suburban identity of these towns. The third structure is the remaining part of Aalborg municipality, which consists of smaller towns, towns that cannot grow any further and generally more of a countryside area. This reflects in the fact that over three quarters is SFD housing, a fifth is rowhouses, and under 5% is apartments.



Figure 5.1.3. Development in dwelling in Aalborg municipality (top), Aalborg city (middle) and the remaining municipality (bottom).

## 5.2 Population in Aalborg

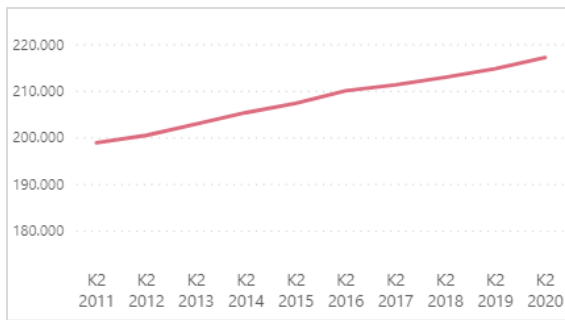


Figure 5.2.1. Population development in Aalborg municipality from 2011 to 2020.

As of Q2 2020, Aalborg has a population of 217.268. As mentioned in chapter 2 the population has been growing and has reached a point where it is no longer growing as fast as it has in recent years. Figure 5.2.1. shows the population development from 2011 to 2020 for Aalborg municipality. In a population prognosis that was published in 2019, it was mentioned that they expect a growth of 5,6%

in population, from 2019 to 2031. It is relevant to see what parts of the population expect the most growth, as to be able to properly develop as well as provide services like schools, elderly homes, and other age-related institutions in the right amounts (Jørgensen and Laursen 2019). In figure 5.2.2. I have provided a prognosis for Aalborg municipality, which shows the percentage of the population as divided by age in 2019, and how this is expected to look in 2030. The parts where the 2030-line lies above the 2019-line, are age-groups that will experience growth in this period.

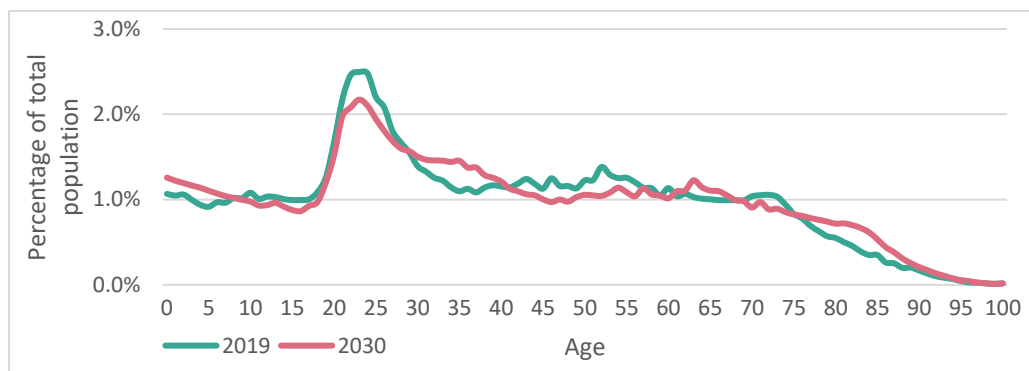


Figure 5.2.2. A prognosis showing the percentages of age-groups in Aalborg municipality in 2019 and 2030.

In Q2 2020, the division of age looks similar to that of 2019 (figure 5.2.2.). What stands out in both figures, is the peak around the ages 20-30. On figure 5.2.3., the absolute number of people is shown per age, and divided over the three structures within the municipality. This makes it clear that this peak is caused by Aalborg city alone, as it is very present here, but the other structures experience a dip in numbers around this age. This is not surprising, considering Aalborg is a city with a university and several other educational institutions, which makes it an attractive place to live for those who attend these institutions, as well as those that prefer an urban environment.

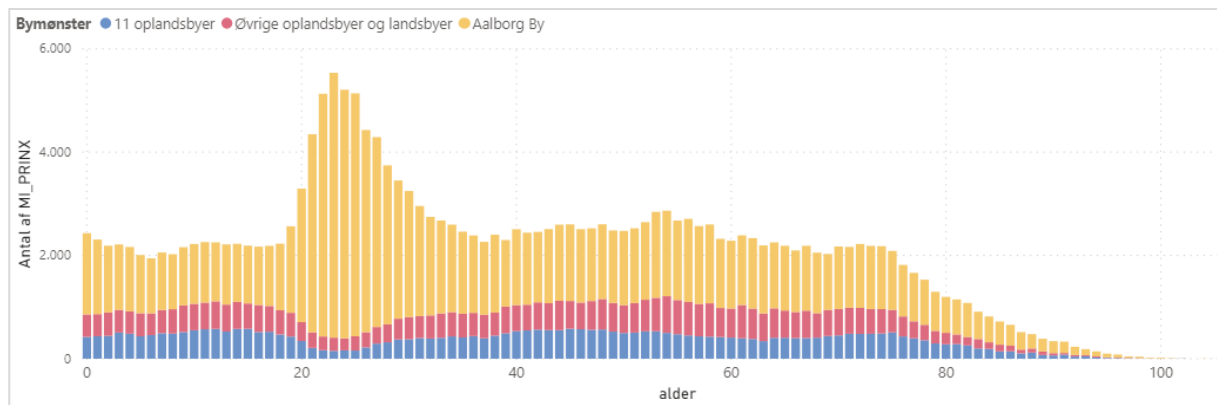


Figure 5.2.3. The population of Aalborg municipality divided over age, with the municipality being total, Aalborg city highlighted in yellow, the 11 towns in blue, and the remaining part in red.

Of the total population in Aalborg municipality, about two thirds live in the city. The remaining third is fairly evenly divided over the other structures, as can be seen on figure 5.2.4. Figure 5.2.5. shows a heatmap, in which the entire population of Aalborg is visualised by how dense the population is across the municipality. The map shows a particular area in the city, which is clearly densest, which is the city-centre. Outside of the city, the population is spread between the 11 towns, shown by the pink dots, and otherwise slightly scattered around the map.

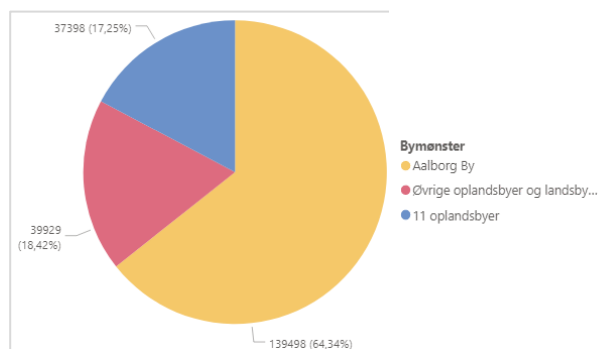


Figure 5.2.4. The population of Aalborg municipality divided over the three structures in which they live.

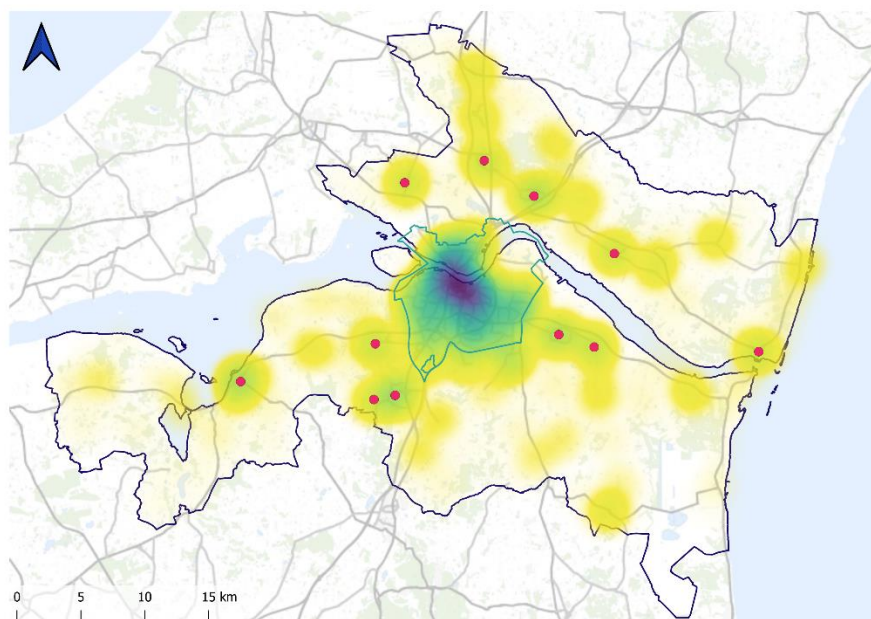


Figure 5.2.5. A heatmap of the full population of Aalborg

### 5.3 Life stage

0-5, 6-17

18-24

25-34

35-49

50-69

70-79

80+

To properly create a model on the housing career in Aalborg, it is relevant to divide the population in certain age-groups. I will be using the classification that was developed by the municipality for this reason, as it is designed to align with life-stage rather than it being an equal spaced division. The ages are grouped as shown in the table to the left and will be explained below. In developing a strategy for housing in Aalborg, it has been chosen to put extra focus on three specific groups of people. These ‘cases’ are families with children, elders over 80, and single-person households. The reason for this, is that these groups are the ones expected to experience most growth. I have chosen to include single-per-

son households in my own analysis, to see if they differ from the other classifications, and how. The single-family household will however not be incorporated in the model, as the group spans a wider age-group than any of the life-stages. For the three cases Aalborg municipality has extra focus on, I have included a heatmap, which is able to show where this particular population is densest in the municipality. It is relevant to look at families with children and older people, because they are key actors in the chain of migration. This is something that has gained attention in planning over the last years, as younger families (with children) seek to move into SFD housing, which can be occupied by elderly people wanting to move to a smaller dwelling, but not having the opportunity because these aren’t available in their direct surrounding, or because of other reasons. By developing dwellings directed at elders, and generally those who no longer have a need for an SFD dwelling, it is possible to free up these dwellings for younger families to move into<sup>5</sup>.

In the next section I will address each age-group separately. Starting with a short explanation on the life-stage associated with it, I will analyse what dwellings the people currently live in, where they tend to live, and what they tend to move towards in this life-stage, while visualising some of these statements. This will then be summarised to form a model depicting what the housing career looks like in Aalborg. The data on population and dwelling used here, are for Q2 2020, and the data regarding moves within the municipality includes all moves from 2013 to 2019. It is important to be aware that, since most dwellings as well as population are in the city, the moves within the city, or generally towards the city are the most frequent ones. It is therefore likely for these to be the most dominant type, no matter what life-stage. This is visualised in figure 5.3.1., which shows that 69% of all moves happen within the city-structure.

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<sup>5</sup> More on this in my previous project: *Starting a Chain of Migration - A quantitative study of elders in the city of Aalborg*

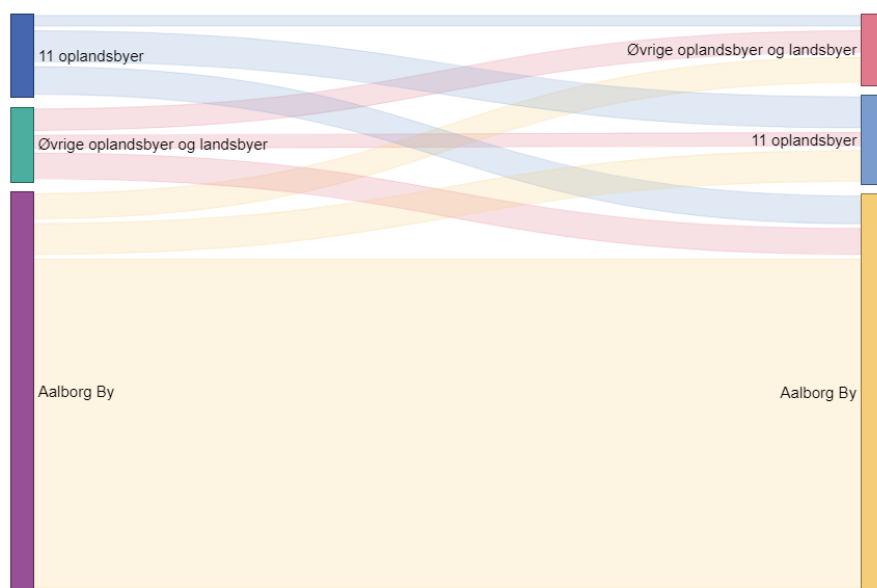


Figure 5.3.1. Sankey diagram showing moves between the structures within the municipality in the period 2013-2019. The structure people moved away from on the left, and where they moved towards on the right.

## Age 0-17

The group of 0-17-year olds contains children and teenagers, most often still living in their parental home. Moves that are made are decided by their parents. The group accounts for 18% of the total population and is one of the ones expected to grow most. Just over half of the people in this group live in Aalborg city, and the remaining part is fairly evenly divided over the other two structures (figure 5.3.2.). About two thirds live in SFD dwellings, with 20% in apartments (figure 5.3.3.). A similar division is true for ownership, as 70% live in a privately owned dwelling, and 18% in social housing (figure 5.3.4.). It makes sense for the largest part to live in SFD or privately owned dwellings, as they are minors that tend to live at home with their parents, and therefore are part of a family that likely needs more space.

Looking at a heatmap of persons in this age group (figure 5.3.5.), it can be concluded that they live fairly spread out over the entire municipality, with the population becoming more dense in the areas where it is to be expected (towns, the city). This life-stage accounts for 20% of all moves taken within Aalborg municipality from 2013 to 2019, and out of these moves, 70% have happened during the ages 6-17. 75% of moves have been towards the city, and the majority of those moves (60%) are within the city. 30% of moves have been from an apartment to another apartment, in general 55% of moves are to apartments, and 30 to an SFD dwelling. When looking specifically at 0-5-year olds, these numbers look different, as 45% of moves have been towards SFD, and only 34% to an apartment. Figure 5.3.6. contains a Sankey diagram, visualising the moves in the group 0-17.

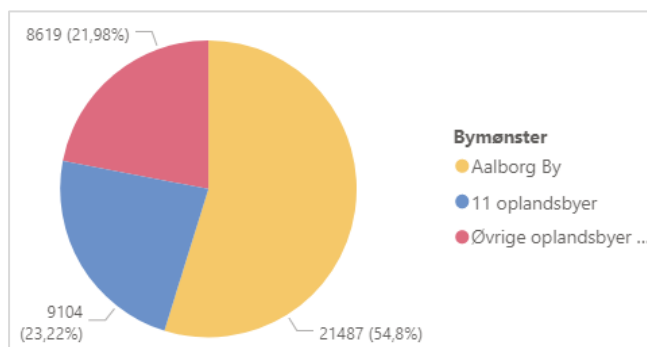


Figure 5.3.2. 0-17-year olds divided over the urban structures.

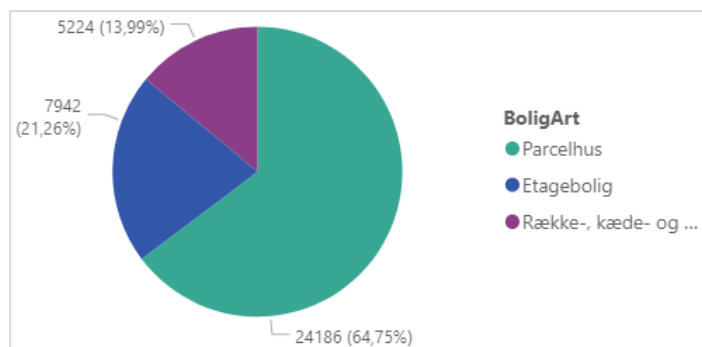


Figure 5.3.3. 0-17-year olds divided over dwelling types.

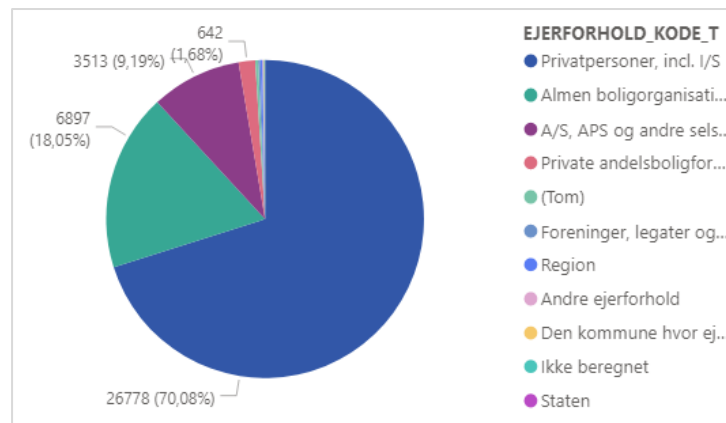


Figure 5.3.4. 0-17-year olds divided over dwelling ownership.

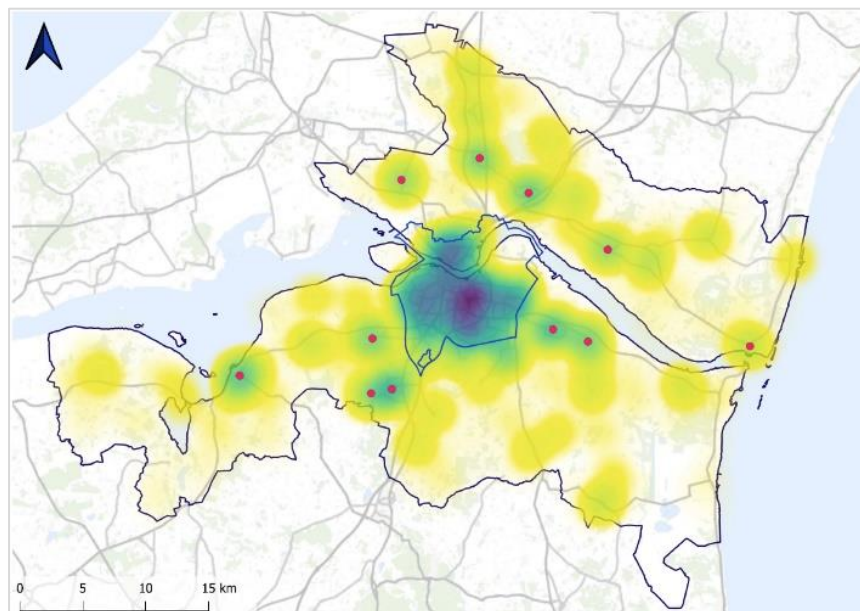


Figure 5.3.5. Heatmap of 0-17-year olds in Aalborg municipality.

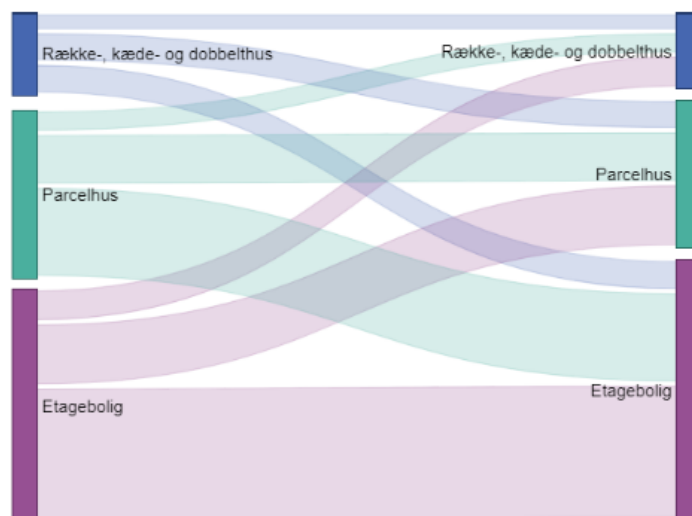


Figure 5.3.6. Migration of 0-17-year olds between dwelling types.

## Age 18-24

As mentioned before, Aalborg is a university city, and it is therefore likely that many of the people that are part of this group are students. They will be living away from home for the first time in a small apartment on a budget, perhaps alone or with a roommate or partner. This group accounts for 13% of the total population and lives mostly in Aalborg city. Around 15% lives outside of the city structure (figure 5.3.7.). Three quarters live in an apartment, and 20% in an SFD dwelling (figure 5.3.8.). Ownership of the dwellings in this life-stage is quite evenly divided in three, with privately owned dwellings, company owned ones, and social housing (figure 5.3.9.). The fact that the largest share lives in Aalborg city and in apartments do fit with the assumptions made about the life-stage.

This age-group accounts for 28,4% of all moves, which is the largest percentage of any age-group, meaning that this age-group is a lot more mobile than others, especially considering this group only spans 5 years. Three quarters of the moves happen within Aalborg city, and of all moves, 85% are towards the city. Of all moves in general, 74% are towards an apartment, and 54% of moves are from an apartment, towards an apartment (figure 5.3.10.).

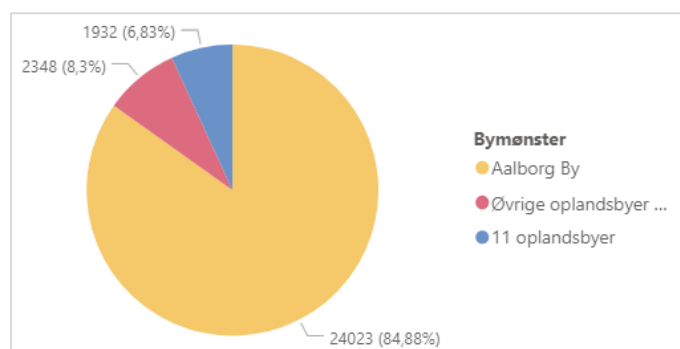


Figure 5.3.7. 18-24-year olds divided over the urban structures.

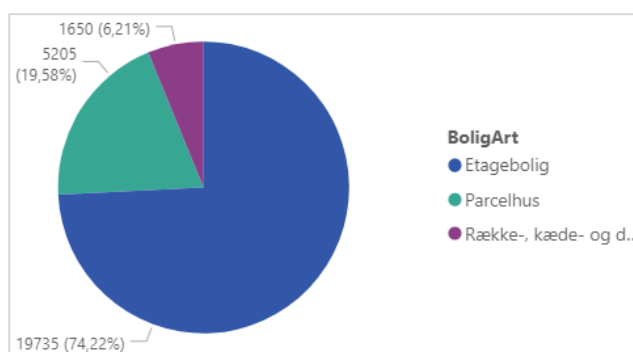


Figure 5.3.8. 18-24-year olds divided over dwelling types.

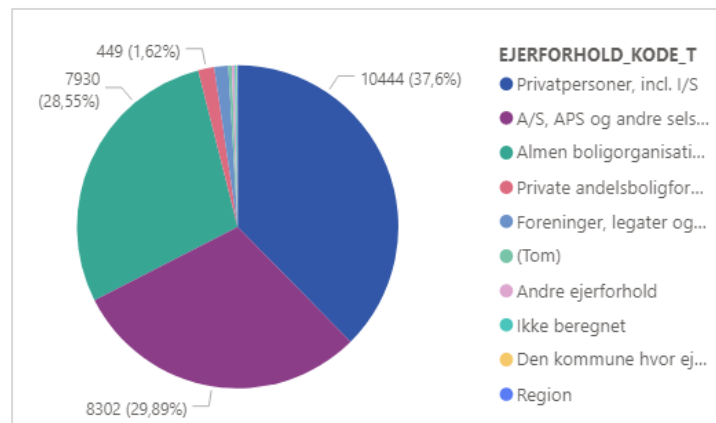


Figure 5.3.9. 18-24-year olds divided over dwelling ownership

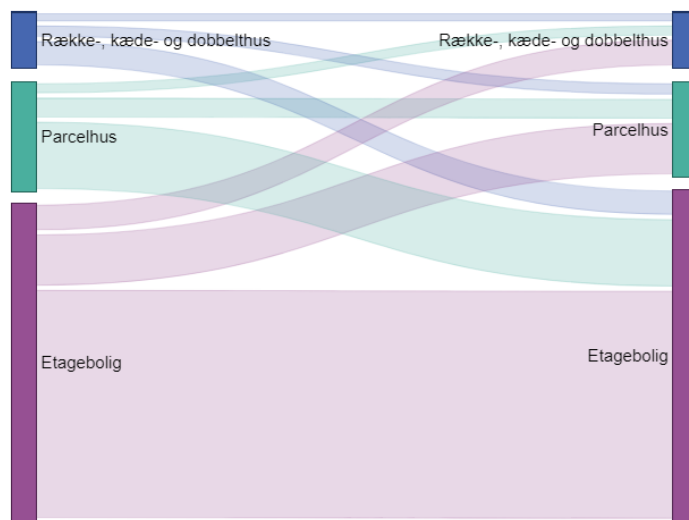


Figure 5.3.10. Migration of 18-24-year olds between dwelling types.

## Age 25-34

Around this age, people are about to end their education, and will move into the first steps of their career. The average age at which women have their first child is 29 in Aalborg<sup>6</sup>, so starting a family and buying ones first house are also likely events in this life-stage. The group accounts for 16,3% of the population, predominantly lives in the city (figure 5.3.11.), and still lives mostly in apartments, although the amount of people living in SFD has risen to a quarter by this time (figure 5.3.12.). The share living in dwellings owned by social housing associations and companies have gone down, and a larger share lives in privately owned dwellings now (figure 5.3.13.).

People in this life-stage are still very mobile, and account for 26,7% of the total number of moves. 82% of the moves are towards the city, and 10% to the 11 towns with potential for growth. 74% of all moves are staying within the city. 50% of moves are from an apartment to an apartment, but 15% are from an apartment to an SFD dwelling, and the total of moves towards an SFD dwelling is 24% (figure 5.3.14.).

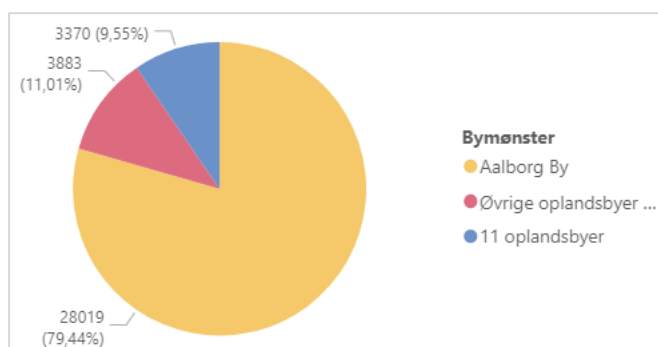


Figure 5.3.11. 25-34-year olds divided over the urban structures.

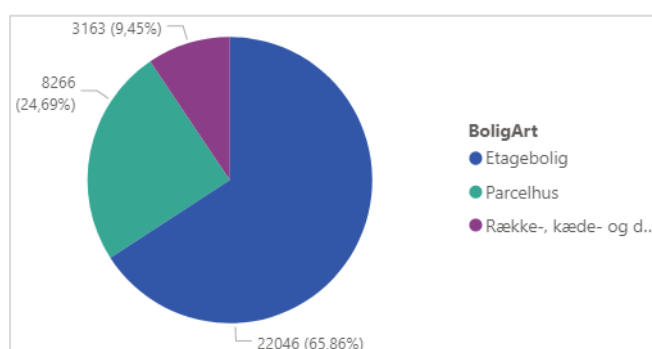


Figure 5.3.12. 25-34-year olds divided over dwelling types.

<sup>6</sup> Statistics Denmark - <https://www.statistikbanken.dk/FOD111>

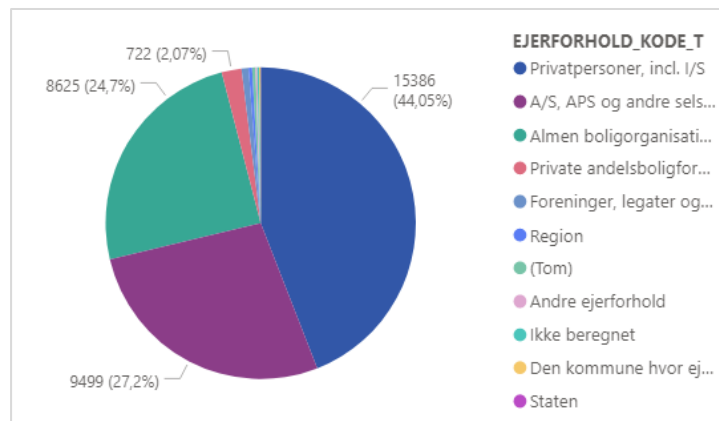


Figure 5.3.13. 25-34-year olds divided over dwelling ownership.

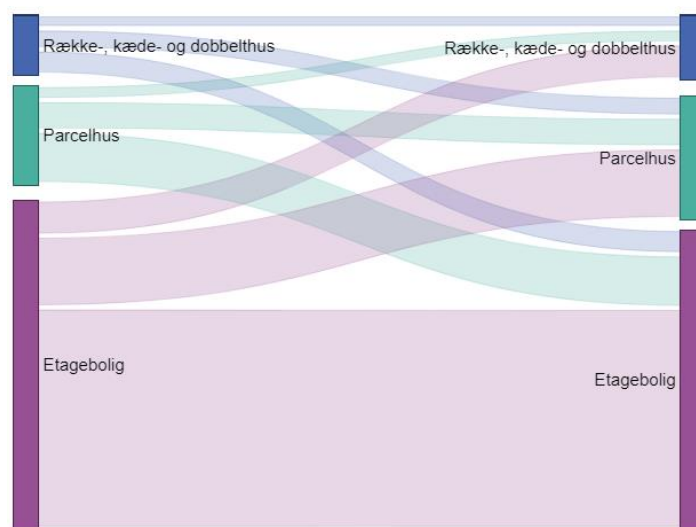


Figure 5.3.14. Migration of 25-34-year olds between dwelling types.

## Age 35-49

At this point in their life-stage, people start to be more settled in their career, family and housing life, living a stable routine. The children are living at home and going to school, and there is a need for more space in the dwelling. This group accounts for 17% of the total population and more than half of them live in the city, but the other parts of the municipality are getting more popular, with 21% living in the 11 towns as well as the remaining part of Aalborg (figure 5.3.15.). Over half of the people in this group are living in SFD dwellings, with about a third living in apartments (figure 5.3.16.). Again, the share living in privately owned dwellings has gone up, while the other ownership types have gone down (figure 5.3.17.).

12,8% of the total amounts of moves are made by this group, and most of these are still towards Aalborg city with 71%, with 17% going to the 11 towns. The amount of people moving towards apartments in this group is under half, at 47%, and 36% are moving towards SFD dwellings (figure 5.3.18.).

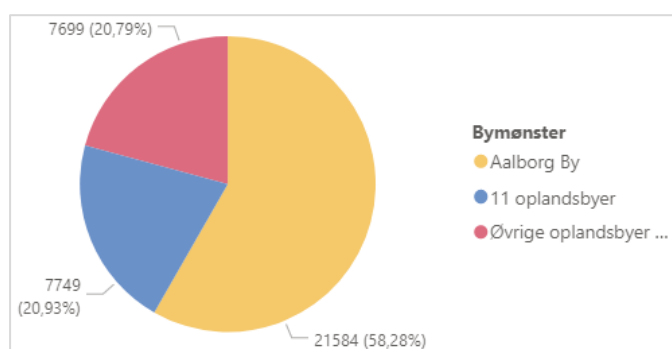


Figure 5.3.15. 35-49-year olds divided over the urban structures.

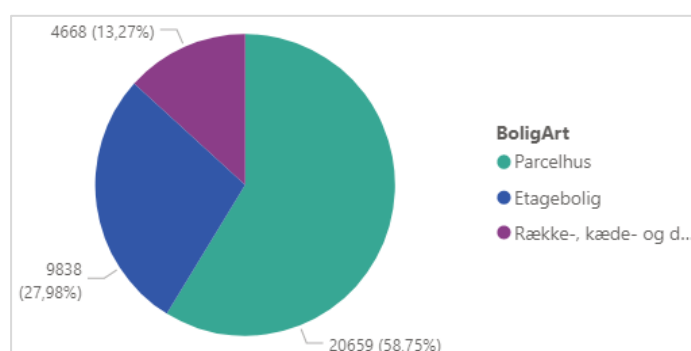


Figure 5.3.16. 35-49-year olds divided over dwelling types.

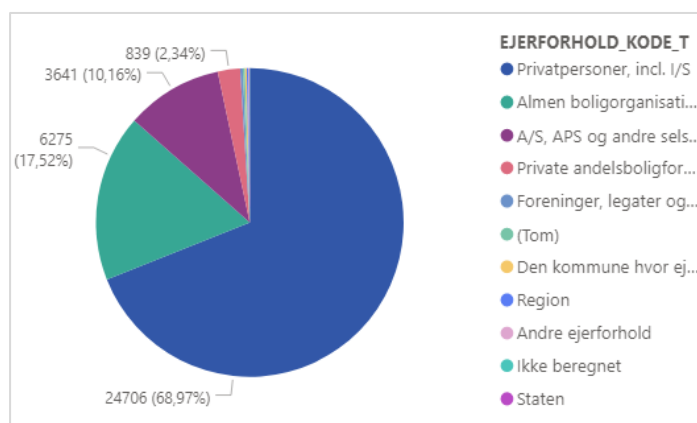


Figure 5.3.17. 35-49-year olds divided over dwelling ownership

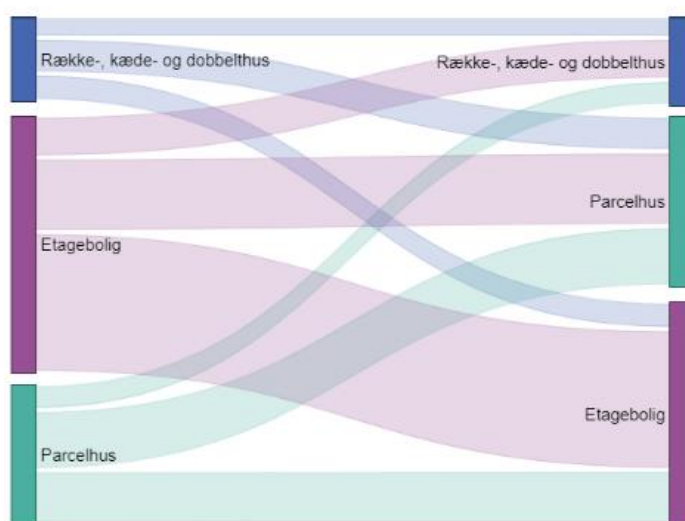


Figure 5.3.18. Migration of 35-49-year olds between dwelling types.

## Age 50-69

Around this age, the kids are starting to get older, and may be leaving the parental home soon. The people will often still have a job, but with the children gone may start having more time for themselves. This group has the largest percentage of the total population at 22,2%, but with 20 years, this is also the group that spans over the highest number of years. Over half of the people in this group are living in Aalborg city, with almost 20% living in the 11 towns and a quarter in the remaining part (figure 5.3.19.). Most people are living in SFD dwellings, but rowhouses are starting to increase in popularity in this life-stage, with about 17% living in that type (figure 5.3.20.). Regarding ownership, the division looks similar to the previous life-stage, although the percentage living in privately owned as well as company owned dwellings has gone down a little, while those that live in social housing has gone up slightly (figure 5.3.21.).

Despite this age-group being the largest in timespan, their percentage in the total of moves is only at 7,6%, meaning that people in this life-stage are less mobile than in the earlier ones. 74% of moves are towards Aalborg city, and 16% are towards the 11 towns. 57% of moves are towards apartments and moves towards SFD dwellings as well as rowhouses are both at just over 21% (figure 5.3.22.).

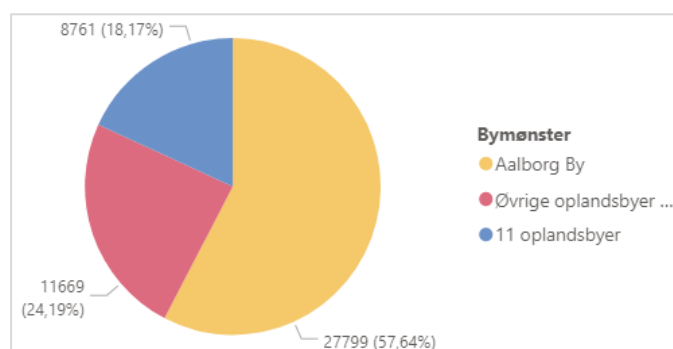


Figure 5.3.19. 50-69-year olds divided over the urban structures.

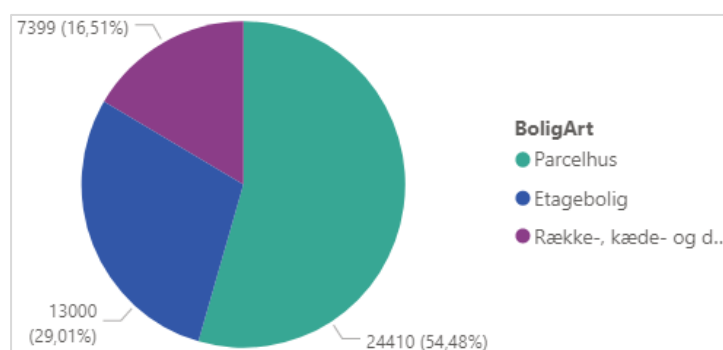


Figure 5.3.20. 50-69-year olds divided over dwelling types.

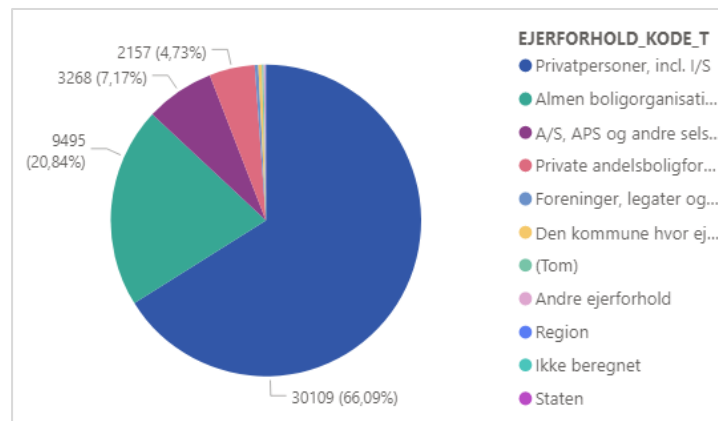


Figure 5.3.21. 50-69-year olds divided over dwelling ownership

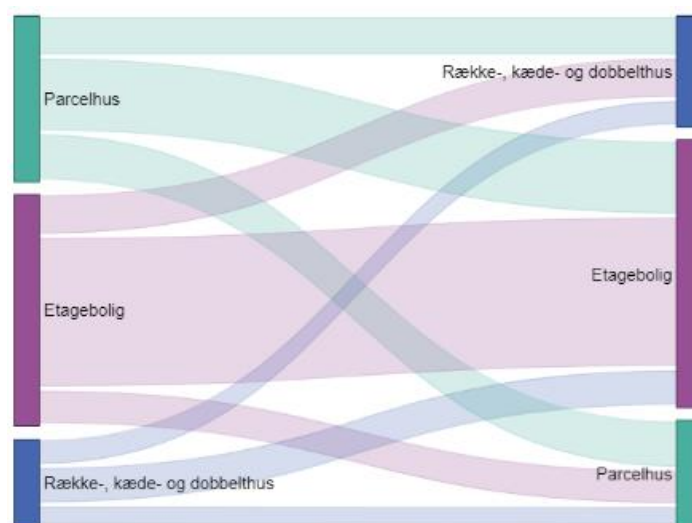


Figure 5.3.22. Migration of 50-69-year olds between dwelling types.

## Age 70-79

At this age people are likely retired and may be grandparents. They might want to move to a smaller dwelling which needs less maintenance, but prefer to stay within the same area, as to keep their social contacts and other familiarities. 8,9% of the total population belong to this group, and they tend to live in the city, although about 22% live in the 11 towns as well as the remaining part of Aalborg municipality (figure 5.3.23.). Just under half of the people in this group live in SFD dwellings, with a third living in apartments and 20% in rowhouses (figure 5.3.24.). The percentage living in social housing is still rising compared to the previous life-stage (figure 5.3.25.).

Accounting to only 2,7% of the total amount of moves, people in this life-stage are not mobile. Most moves happen towards Aalborg city with 71%, but about 21% of moves by people in this age-group are towards the 11 towns, and most of these come from within the same structure. In this age-group, 19% moved from SFD to an apartment. Generally, 63% have moved to an apartment, 28% to rowhouses, and only 9% have moved to an SFD dwelling, supporting the fact that people in this life-stage will seek to move to smaller dwellings (figure 5.2.26.).

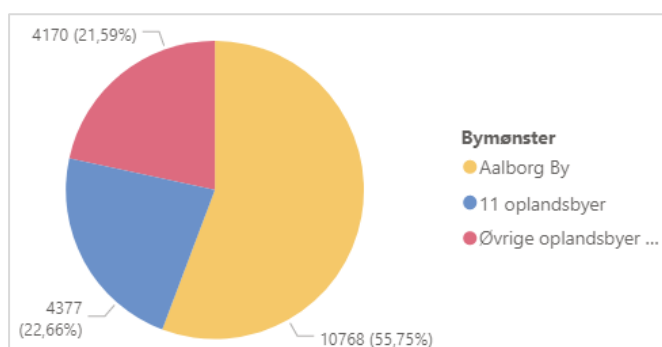


Figure 5.3.23. 70-79-year olds divided over the urban structures.

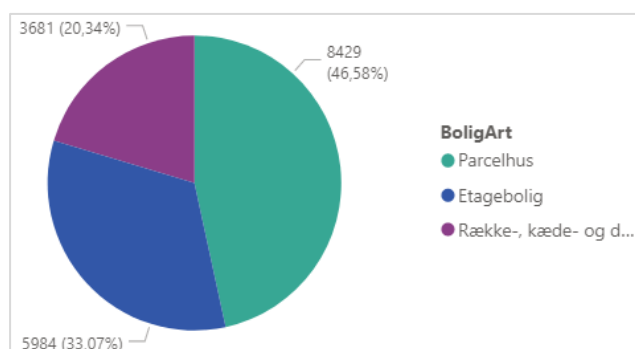


Figure 5.3.24. 70-79-year olds divided over dwelling types.

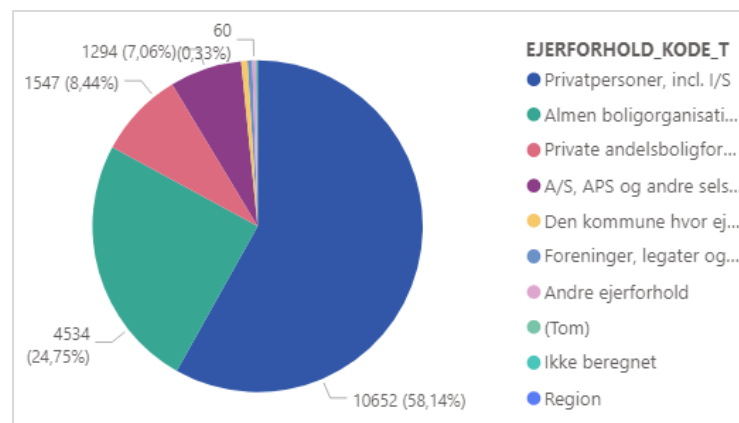


Figure 5.3.25. 70-79-year olds divided over dwelling ownership.

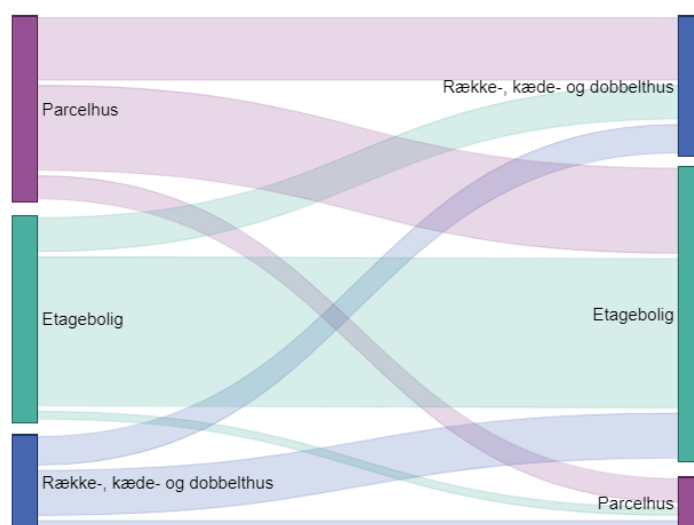


Figure 5.2.26. Migration of 70-79-year olds between dwelling types.

## Age 80+

The last age-group is those over 80. Elder below this age may still be quite mobile and healthy, but at 80 most people are reaching the age where there may be a need for extra care, and a dwelling that takes minimal amount of maintenance. People might move to a dwelling specifically designed for elders, or even nursing homes. This group accounts for 4,4% of the total population, and tends to live in Aalborg city, although around 22% lives in the 11 towns and 16% the remaining part of Aalborg (figure 5.3.27.). Just under half of the people in this group live in apartments, with a quarter living in rowhouses and 30% in SFD dwellings (figure 5.3.28.). Over a third of the people in this life-stage is living in a dwelling owned by a social housing association, and in this life-stage the municipality-owned dwellings have risen in popularity (figure 5.3.29). Both of these observations reflect the life-stage, as both social housing and municipality owned dwellings could be associated with homes providing extra care for those of older age.

The heatmap shows a spread over the municipality, but some centralisation happening in the city. This is partly because of a high density of people in this age-group around elderly homes (figure 5.3.30.). Out of the total amount of moves, this age-group only accounts for 1,6% of them, making them the least mobile, although the group does not contain as many people as others. When they do move, it is towards Aalborg city 72% of the times, and towards the 11 towns 19% of the times. Again, in this age-group, people tend to move to the urban structure they were already living at before the move. Very few (3%) moves are taken towards SFD dwellings, and most are towards apartments with 70% (figure 5.3.31.). It makes sense for it to be unlikely to move to an SFD at this age, as these often have more space which is not needed at this age and require more maintenance.

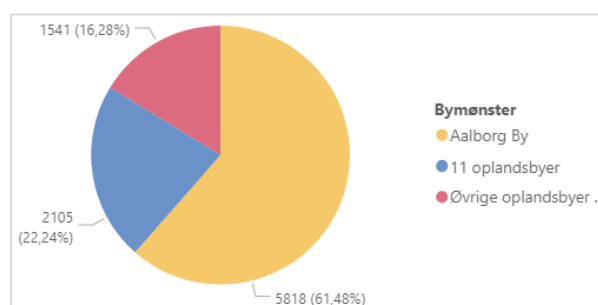


Figure 5.3.27. 80+ year olds divided over the urban structures.

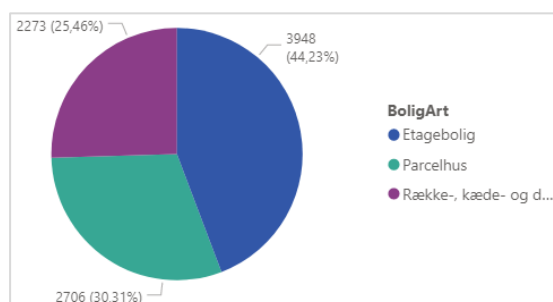


Figure 5.3.28. 80+ year olds divided over dwelling types.

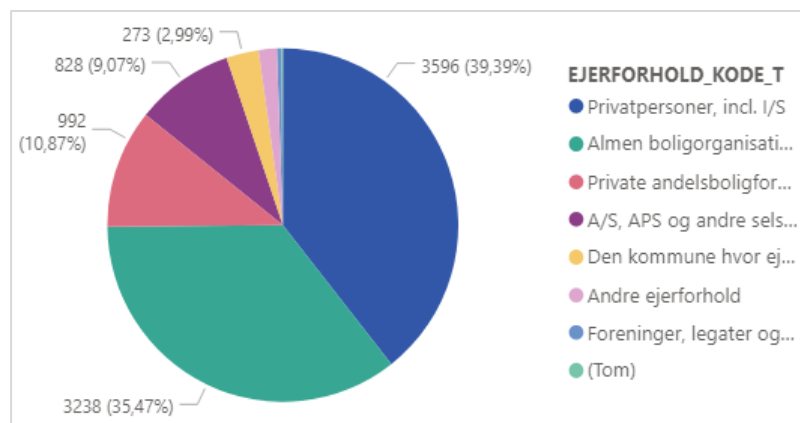


Figure 5.3.29. 80 + year olds divided over dwelling ownership.

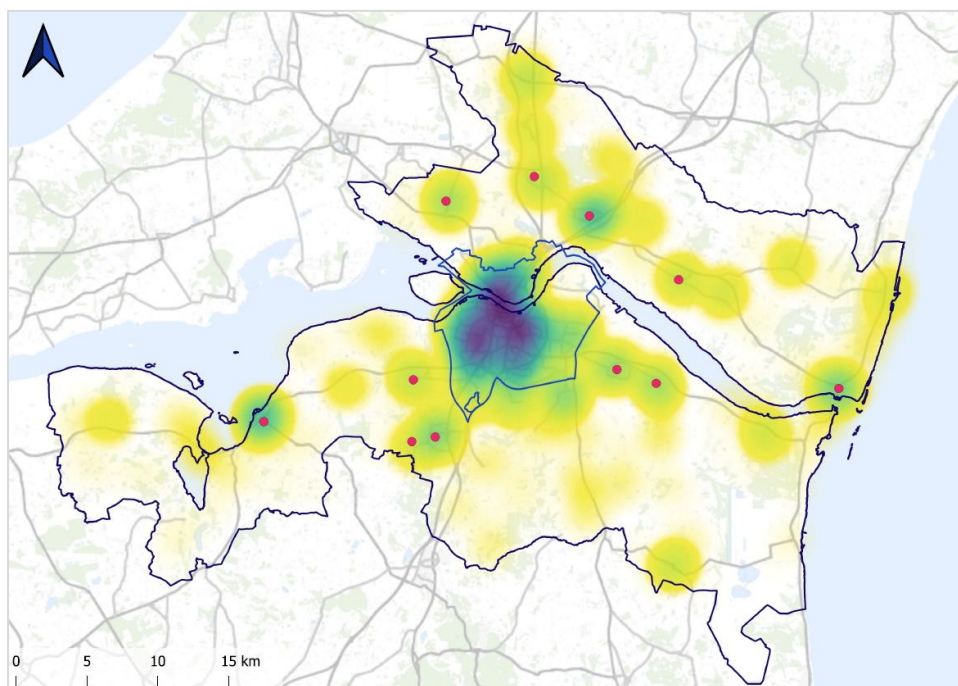


Figure 5.3.30. Heatmap of 80+ year olds in Aalborg municipality.

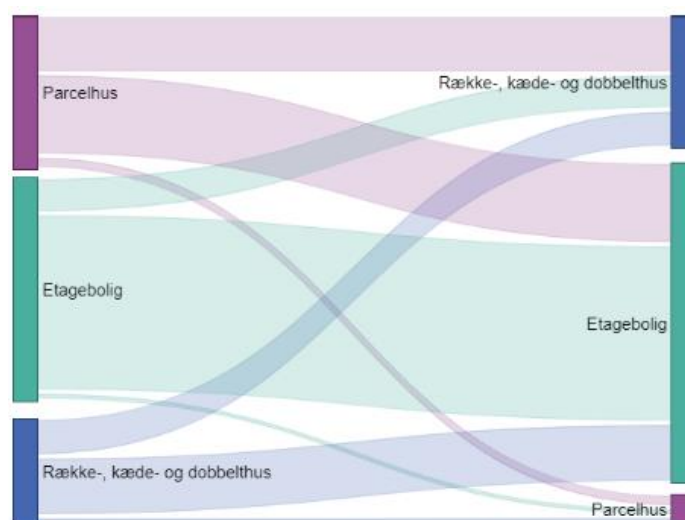


Figure 5.3.31. Migration of 0-17-year olds between dwelling types.

### *Single-person households*

This group is not based on age but includes every person over the age of 18 that lives by themselves. These people are registered as single men and single women in the LOIS database, and can be single for a number of reasons, including choosing to be so, or a divorce. This group makes up 35% of the population in Aalborg municipality, and tends to live in the city. Only just under a quarter of the people belonging in this group live outside the city (figure 5.3.32.). Two thirds of the people in this group live in apartments, with the remaining third evenly divided over the other two types (figure 5.3.33.). Singles have a higher percentage living in social housing than any of the life-stage groups (figure 5.3.34.).

On the map (figure 5.3.35.) it is clearly visibly how single-person households are centralised towards the city centre, more than witnessed in the heatmaps earlier in the chapter. The moves done by people in this group are often within the city, 74% of the moves are from Aalborg city and to the city. Regarding dwelling types, over half of all the moves are between apartments, although 18% of the people do move to SFD dwellings (figure 5.3.36.).

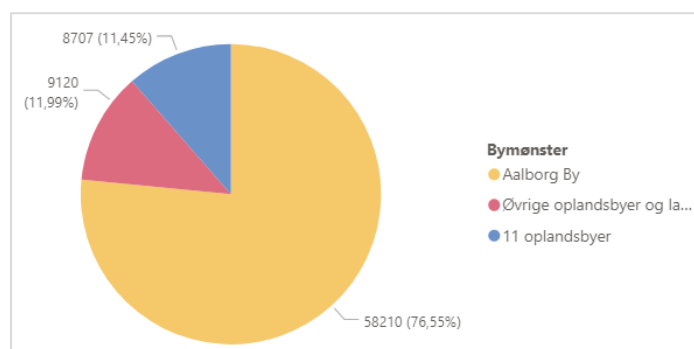


Figure 5.3.32. Single-person households divided over the urban structures.

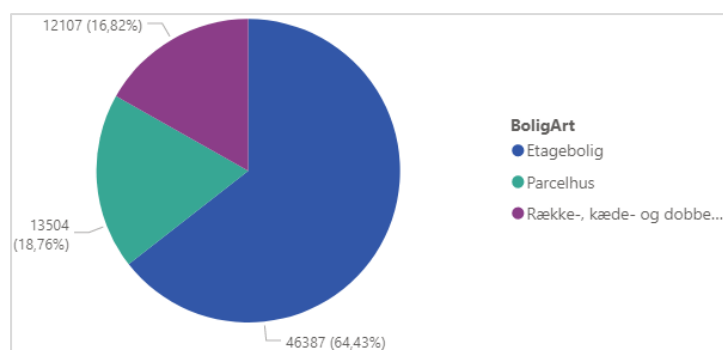


Figure 5.3.33. Single-person households divided over dwelling types.

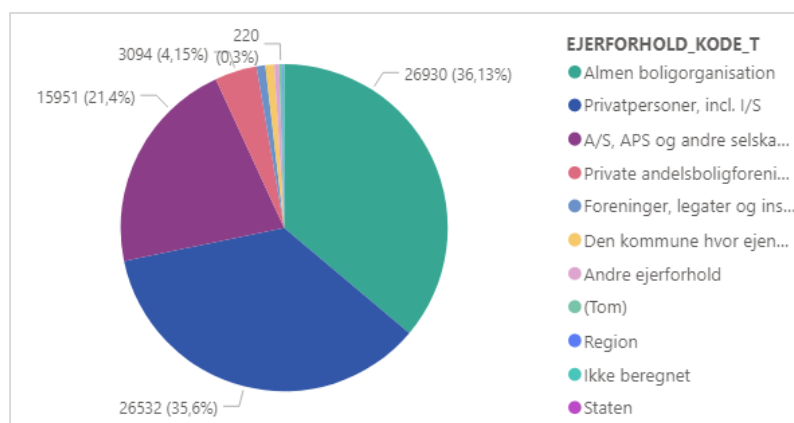


Figure 5.3.34. Single-person households divided over dwelling ownership.

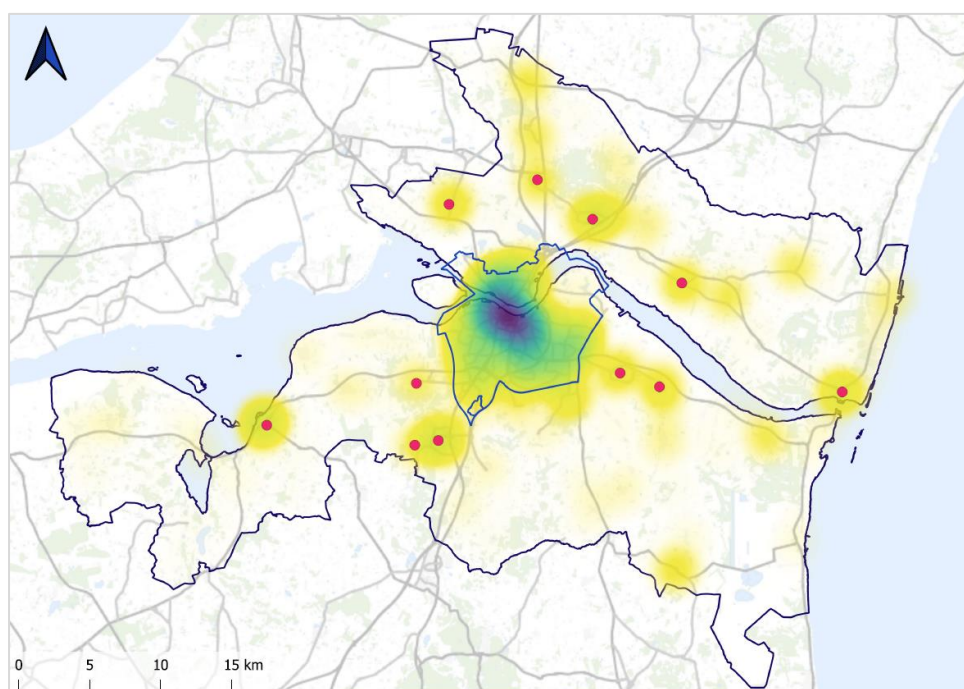


Figure 5.3.35. Heatmap of single-person households in Aalborg municipality.

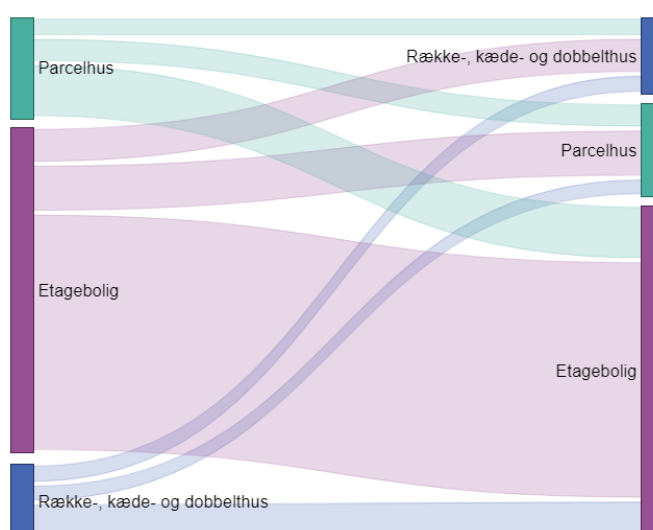


Figure 5.3.36. Migration of single-person households between dwelling types.

## 5.4 Housing career in Aalborg

Looking at each life-stage and analysing the tendencies regarding dwellings and location during this stage, the upwards move on the housing ladder seems apparent in each life-stage, until the point where a larger, SFD dwelling is no longer a necessity. At this point in the later life-stages, people tend to move down on the housing ladder, not because it is necessary or a negative thing, but because of practicality. Considering location, the city of Aalborg is the place with the largest number of dwellings. The high density of dwellings makes so that most of the population lives here. This is made visible on the heatmaps provided. The full population is quite centralised around the city centre, but has some dense points around it, mostly around the 11 towns or other towns. Families with children are quite spread out over the municipality, although still denser within the city than outside. 80+ year-olds are more centralised to the city, especially around the centrum, and to a certain extent the 11 towns, and single-family households are especially dense around the very centre of the city. Between life-stages there is a difference in the likelihood of someone living outside of the city, which follows the housing career in its first stages - after education it becomes more likely for a person to move away from the city, and in the later stages of the life-course it is increasingly likely for people to move towards the city again, although most people seem to stay within the urban structure they have established themselves, and move to a new dwelling in this area.

Most people tend to live in a dwelling connected to private ownership during most of the life-course, but this might not say much about them owning the dwelling, because the owner might not occupy the dwelling themselves, but instead rent it out. The percentage living in social housing reflects the life-course better, as these are larger when first moving out of the parental home, get smaller as one moves up the housing ladder, then get larger again when the downwards moves on the ladder start. Single-person households span a large age-group, and reasons for being single can be anything from not having found a partner yet in earlier life-stages, to having lost a partner in the later stages, and anything can happen in between. They tend to live in apartments in the city centre, as they likely do not need much space, and might prefer to stay close to education, the workplace or transport options. They are the group of people most likely to live in social housing, perhaps because of lacking that second income, or as explained in chapter 3.2., a temporary solution after having gone through a split. Because of the large age-span it is difficult to incorporate singles into a model, as their being single may not have much to do with the life-stage they are in. Another reason is that, as explained in chapter 3.2., this may be a transition period, and one may not be living in the dwelling that one would prefer. With this information, I developed a model as shown on figure 5.4.1.



Figure 5.4.1. Model of the housing career in Aalborg

The model includes a very short description of what the life-stage represents, and which tendencies might be associated with that. The difference in height represents the upwards and downwards moves on the housing ladder, as people in Aalborg tend to move up the housing ladder from living with parents, to moving to an apartments, to owning a house, until they reach an age of around 50. From here the tendency is to start moving to something smaller, as there is no longer a demand for more space, and the ability to maintain a large dwelling starts to decline.

## 5.5 Forming a housing strategy in Aalborg

After having analysed the data and having formed a model for the housing career in Aalborg, I would like to further investigate how this is used to construct a strategy for future planning. This I will do by going into more detail on how the housing strategy got started, who is involved in creating it, and what its goals are.

Following a growth in population and in number of dwellings, Aalborg municipality felt it was needed to develop a more specific strategy that focuses on these exact subjects. There has previously been plans for development of housing in the municipality, but these have primarily been directed towards social housing, and have not been able to guide the development of housing by private investors. To better coordinate housing development in the future, for both social housing and private investors, it was relevant to start developing a strategy. This strategy will be data-driven and have mapped the population and dwellings in the municipality, as a foundation for what future needs will be (Borg 2020. 4;6).

The goals for the strategy are several different ones. With it acting as a foundation for future planning, it should be able to ensure that future housing development will provide a mixed city in the form of dwelling types, prices, ownership, and demographic composition. It should also make sure that the supply of dwellings in the city matches the demand, by keeping track of population development and tendencies (Aalborg Kommune 2019a).

It is important this strategy connects to other strategies and planning structures present in Aalborg municipality, which is one of the reasons why the urban structures play a part in it (Borg 2020, 8). These do not only supply a geographical foundation, but also indirectly imply whether development in a place is possible, feasible, or how one should go about it. An example of this would be that the city of Aalborg is focusing on densification because expanding (building on ‘virgin’ ground) is impossible due to physical restrictions, as Aalborg is surrounded by wetlands, making it unsustainable and unwise to build there. The only places new development is possible, is in areas previously dedicated to industry, which has since moved away (Andersen 2020. 24).

The strategy works as a guideline rather than a rule. It is a tool, that in combination with other tools in urban planning can impact housing development. Having the strategy in place, it will act as a base for communication, and planners as well as politicians, housing associations and developers will have the same foundation, they use for planning future housing development. It will be able to influence what pieces of land will be sold to whom, and to an extent it will also be able to influence what can be built by private investors. Through local plans, the municipality can set regulations for most of the physical aspects of a building, but an example of what they cannot influence is whether the dwellings will be sold or rented (Borg 2020. 14).

The people involved in the process of developing this strategy have been employees at Aalborg municipality, both several people from the department of planning and strategies, but also those that deal with the selling of municipality-owned land, those that process requests for new developments and those in the economy department, that have experience dealing with data and making prognoses (Borg 2020. 16). In the process of developing the strategy, the citizens are not directly involved, but represented through the data that has information on their person as well as their past and current dwellings. This way they can get a good view of what people in certain identified groups prefer to live in (Borg 2020. 18). Although citizens do not take part in developing the strategy directly, they are able to get involved in other stages of the planning process. In public forums on neighbourhood scale, of which several have been in progress over the last year, citizens can voice what they like and dislike, and what changes they would prefer to happen in the neighbourhood. On a smaller scale, when planning concretely for specific areas, for example through local plans, the municipality does like to get the citizens involved as well (Andersen 2020. 12;14;24).

The data the housing strategy is built upon, is the same as the data used in this research and is analysed by people connected to the development of the strategy. The mapping of dwellings and population, as well as identifying tendencies for specific groups of people is put in connection with population and dwelling prognoses. By identifying how large certain demographic groups are expected to be at certain points in the future, and having insight in what type of dwelling they prefer to live in, as well as where they

prefer to live, it becomes possible to strategically place housing development, and be ahead of the demand, keeping the market in balance. The statistical analysis is performed through careful choices of which data and which elements to use, as well as how to put this together, and how to interpret what the numbers represent. The person in charge of interpreting the data, has the power to define what it means, and shape the discourse related to it.

The way the discourse is shaped in this case, is by using the concept of housing career, which by the interviewees is understood as less of a theoretical concept, and more of a method of generalising. When dividing the population in groups with similar housing tendencies, it makes sense to do this according to age, as this is what the data supports. Not everyone in this age group will fit the conclusion that is taken when analysing the data, there will always be people that don't do as others do, but the general public will behave as the analysis suggests (Borg 2020. 10;18). Tendencies for the housing career have changed a lot over time, as has been discussed in chapter 3.2., and will continue to change, which makes it important to refresh the data often. This is possible because of the tools used to analyse the data, and the live link to the databases in which the data is stored and updated. Keeping an eye on changes in tendencies allows to be able to make changes to the strategy when necessary (Borg 2020. 20;22, Andersen 2020. 26).

To sum up, the reason behind forming the strategy was to create a better oversight of dwellings in the city, and the development thereof. Especially the development by private investors has been lacking in this oversight in earlier planning, as social housing is planned for by the municipality. This strategy takes both into account. In the process of creating the strategy, it has been different branches of the municipality that got involved, with relatively little input from outside sources. The goal has been to create a foundation for conversation between actors involved in planning new developments, so they all have the same basic understanding of the municipality's context and needs. This means the strategy works as a tool, rather than a rule. They are mere guidelines which can be considered for future planning, and through other planning tools it can be ensured the guidelines get taken into account. The strategy is built upon data-analysis, modelled after the concept of housing career. The tools used for data-analysis have the ability to refresh data often, and continuously check whether the identified trends are still in effect or changing. This ensures that the strategy can be updated when necessary, and the guidelines will always be relevant to the current trends happening in the municipality.

## 6 Concluding remarks

### 6.1 Conclusion

The research question which this study seeks to answer is as follows:

**How can a discourse within urban development be influenced directly by data-driven analysis, using the concept of housing career?**

Supported by the following sub-questions:

1. *What is the overall context regarding demography and housing in Aalborg, within which the research is conducted?*
2. *Using the concept of housing career, what patterns can be identified in different life-stages?*
3. *How did the housing strategy get formed in Aalborg municipality, and what are its goals?*

The initial problem is based on the housing situation in Aalborg municipality. There has been a substantial growth in population and housing, but when the growth in population started to level out, the growth in housing did not, resulting in a perceived imbalance in the housing market. A response to this has been to develop a strategy which would set guidelines for future development of dwellings in the municipality. In this strategy, the concept of housing career is used to be able to predict the housing preferences of people in certain age-groups, which makes it possible to predict the demand of certain housing types, using quantitative data.

The housing career is a theory in the social sciences, which connects residential mobility to life-stages. It seeks to find patterns in what dwellings people move to, as a response to a certain event in their life-course. This used to be quite simple and linear, but with an increased individualisation in modern times, the housing career has gotten quite complex. In this research, I used this concept of housing career to create a model for residential mobility of certain age-groups in Aalborg, by boiling it down to a simplified version of looking at age, dwelling type, and urban structures.

Starting with a quantitative analysis of the current situation regarding demography and housing in Aalborg, it was concluded that the main part of the housing body exists of apartments, SFD dwellings and rowhouses. About half of the dwellings in the municipality are privately owned, but a large part contains social housing, as well as company owned or through a private housing cooperative. The initial problem states that there is an imbalance in development of dwellings and population, resulting in a perceived higher vacancy, but the analysis showed that the percentage of vacancy has not increased much, besides it having fluctuated a little over time. Most dwellings are located in the city, and most of these are apartments, whereas housing in the remaining part of the municipality consist mostly of SFD dwellings.

The population in Aalborg has experienced growth over the last decade and is expected to grow with 5,6% until 2031 (based on a 2019 prognosis). The demographic groups of children and people over 80 are expected to grow significantly. Two thirds of the population live in the city, and especially 20-30-year-olds have a spike in the city, where there is a gap for this same group in the other urban structures. Migration within the municipality happens mostly within the city.

To develop a model for what the housing career looks like in Aalborg, the population was divided into age groups. These groups are the same classification that Aalborg municipality uses, and the reason for this classification is because it depicts what the life-course in Aalborg may look like. After a more detailed description of each life-stage, the events that may occur in them as well as their dwellings, location, and migration tendencies, a model was developed which gives a quick oversight on what the housing career in Aalborg may look like, including the up- and downwards movements on the housing ladder (figure 6.1.1.).



Figure 6.1.1. Model for the housing career in Aalborg.

The same data has been analysed by Aalborg municipality, to generalise tendencies in the same age-groups, as to be able to predict what dwellings to build in future development. These conclusions form the housing strategy, which was initiated to create a better oversight of the dwellings in the city, and to function as a tool for them and other actors to use in future development, as well as a foundation for discourse thereof. The data-driven approach allows for being able to frequently update the data, follow tendencies, and apply changes if new tendencies arise.

In this research I considered data analysis a constructivist practice, meaning the conclusions that come out of data analysis are constructed by the person who analysed it. The quantitative analysis this research started with, was done by choosing a classification, parameters, and a goal for what needed to be analysed. All these things have an effect on what the analysis turns out producing. The data-analysis that is the base for forming the housing strategy in Aalborg is quite similar to the analysis in this project. It is about creating a discourse, which is to be used when communicating about future development

of dwellings in the municipality. The discourse is created by analysis of data, which is interpreted by having this goal in mind. As decisions are made of what to include in analysis, how to go about it, and how to phrase it, the conclusions pulled from the quantitative data are constructed to both comply with existing discourse in the municipality, and influence it. How the added part to the discourse is received remains to be seen, as the strategy has not yet been published.

## 6.2 Discussion

The construction of a discourse, through data interpretation or otherwise, comes with a lot of power. The way the discourse that is the housing strategy is formed, is through the practice of power by the people involved. Having access to the vast amounts of data, the possibility to identify tendencies and to use these as a strategy is powerful. Many people have been involved in forming this strategy. People with different backgrounds and jobs, but the majority of them work for the same local government. Through the interviews, it became clear there has not been citizen participation throughout the process, and the citizens are represented by being quantified into numbers and used as numbers in data-analysis. Their voices are not involved, but they do get heard in other stages of the planning process. Is this democratic? It may not seem so, but I do think this is the right way to go about it in this specific situation.

The reason for this, is that we indeed are working with large databases of raw data, which may be very complicated to understand, but include a lot of sensitive personal data. By having the analysis done by people who know how to work with it, the conclusions may be more trustworthy. By forming the strategy as a tool for future development processes, everyone involved, regardless of their skills with data-analysis, is able to have the same understanding of the context and needs of a concrete case, and will be able to have a somewhat equally informed opinion to bring to the discussion. It is however very important for the people involved in making the initial conclusions, to understand the amount of power they hold, being able to influence the discourse in this way that it may have a strong effect on the future physical surroundings.

## 7 Perspectivation

This study is conducted during spring 2020 and has been in its own way been influenced by the Covid-19 pandemic (see disclaimer, chapter 1.2.). The Coronavirus<sup>7</sup> has been spreading fast worldwide and the consequences are many, also in Denmark. Ever since the virus first started spreading in the country, predictions were being made concerning economy, demography, and housing. It is expected to have lasting effects on society in the future and may even have consequences for urban planning. I would like to address some of the predictions made over the last few months, and how this may affect planning in Denmark, as well as in Aalborg and the housing strategy.

In March 2020, the virus started to spread fast in Denmark, and from March 13, the country started to close down, starting with all public institutions. With unemployment rates starting to go up, the health crisis was reaching the economy, and an economic crisis would accompany the pandemic. Having learned from the financial crisis in 2008 however, help was offered by the government, to make sure this economic crisis will not be as dire. Economic crises influence the housing market, and by this point it was not yet known how the housing market would be affected, except that it would definitely be negatively affected in some form, says Curt Liliegreen, director of *Boligøkonomisk Videncenter* (Knowledge centre for Housing-economics), in a post on LinkedIn (Liliegreen 2020a). Two weeks later he elaborated in a new post (Liliegreen 2020b) that analysis had been conducted, and concluded the ‘light’ version of a financial crisis would result in an 8% fall in the housing market, 11% if Denmark would experience a second wave of infections. He elaborates that it is difficult to use normal models onto abnormal situations, and so these conclusions are not final. In a later post Liliegreen (2020c) concluded that the BNP would follow the same development as the financial crisis in 2008, but the housing market will not be as affected. The reason for this being that prior to the financial crisis in 2008, the housing market experienced strong growth, only to be brought down in a short period of time. In 2020, the prices had been rising more steadily, and were not at as high a point, and thus the fall did not hit as hard (Liliegreen 2020c).

At the end of March, Thomas Jensen, a consultant at COWI specialising in demographics, provided an analysis of how the crisis had affected municipalities in several ways during the first month and hypothesised how this would play out in the future. Demographics may be influenced by the death and fertility rate. The death rate might not be heavily influenced by the crisis, but financial insecurity may over long-term affect fertility rates, as people might choose not to start a family at this time. Migration however is heavily affected by the crisis, as the closed borders mean a lower number of immigrants, as well as migration between municipalities having fallen (Jensen 2020).

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<sup>7</sup> SARS-COV-2, popularly called ‘the coronavirus’ across the globe.

This point is elaborated upon by Karin Thuesen Pedersen, Urban Development Director at COWI, who stated that Denmark experienced a 10% lower number of moves between municipalities than in the same month in 2019. The effect this has on the individual municipalities, is that many will experience a fall in population, while the municipalities of the four largest cities in Denmark may experience a rise in population. The reason for this, is that these four cities, Copenhagen, Aarhus, Odense, and Aalborg are cities providing higher education and housing a lot of young people. As these people will experience more difficulty selling their home, this may stop them from moving away from the municipality, resulting in a growing population in these municipalities, and a falling one in those further away from the cities. This means that all municipalities need to keep a constant eye on their demographic composition, to make sure there aren't any housing developments directed to citizens who are no longer moving to the municipality, as well as to keep providing the right services in the form of schools and other institutions (Pedersen 2020a).

Ole Nielsen, director of *Himmerland Boligforening* (Himmerland Housing Association) has come with a plan which he deems can solve several problems at once. Himmerland Boligforening is based in Aalborg, and has housing across the region of Northern Jutland, which is the region having experienced the highest increase of unemployment in all of Denmark, with an increase of 0,7%. He states in an article that developing new social housing, as well as renovating older social housing, will be able to provide employment on short term, and at the same time make sure that the right supply of housing is available in the future, as the expected rise in population is of seniors, singles and lower income families, but the recent housing development has been directed to students and the more wealthy families (Himmerland Boligforening 2020). Another way the pandemic may influence future planning is discussed by Karin Thuesen Pedersen (2020b), as she points out that the call for social distancing has illuminated a paradox in urban planning. The larger cities have experienced growth and densification over later years, and prioritisation of building as many dwellings as possible has pushed recreational spaces to balconies. When people can go out to meet each other, this works fine, but the pandemic has shown that this is not always possible, and thus is not enough. For future planning it may be necessary to create more green spaces in the city, which can be used for people to meet, and yet still be able to keep their distance. The examples she offers in the article include a change to the traditional wide Danish shopping street, which can be turned by adding small green urban spaces, as well as rainwater basins that double as a recreational space, to accommodate climate issues as well (Pedersen 2020b).

It is important to note however, that much of these hypotheses and potential future changes in planning are not set in stone. The financial crisis in 2008 may have had similar effects, but this crisis is a health crisis first, with an economic crisis caused by it. The situations may be similar in some respects, but are very different in other aspects, and it is therefore impossible to see into the future and know for certain what is going to happen.

It has been pointed out by people mentioned earlier in this chapter, that it is important to keep following the tendencies, to make sure development happens in a balanced way (Jensen 2020, Pedersen 2020a), and regarding the housing strategy in Aalborg, this is the approach they are taking. The people involved keep updated on the situation and the prognoses made, but Anne Juel Andersen pointed out that it is difficult to know what to believe, as different sources predict different situations (Andersen 2020. 26). In this case, the dynamic nature of the strategy helps them out, as it is possible to frame the strategy based on the patterns that have been identified so far, but it is easily changed in the future by refreshing the data and keeping an eye on it (Andersen 2020. 26, Borg 2020 20).

At the moment of writing, the crisis is happening, although Denmark is in the process of opening up again. It is impossible to give any final conclusions yet, but it will be very interesting to see how any of these aspects mentioned, including urban development, the housing market and population, are influenced by this situation. Will Aalborg as one the four largest cities experience a growth in population, and will it become necessary to add a focus to the younger families that are not leaving the municipality? Is there going to be more focus on providing recreational spaces in cities? These questions are worth looking into when we get to the other side of this experience.

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## 9 Appendix

### 9.1 Transcript of the interview with Cathrine Borg

The interview was conducted and recorded using Skype for Business on May 18, 2020

CB – Cathrine Borg

YL – Ylona Vulker

BPS – Boligpolitisk strategi

1. YL – Til at starte med vil jeg gerne høre hvad din rolle er i projektet?
2. CB – Jeg er projektleder i den boligpolitiske strategi. Så det vil sige det er mig der står for at inddrage relevante sparringspartnere. Og sørger for at der er fremdrift løbende på projektet. At der bliver arbejdet på selve den boligpolitiske strategi så udkastet hele tiden opdateres med ny data. Alt hvad der ellers skal afdækkes deri. Og så holde møde med ledelsen for at få sparring og input til videre retning.
3. YL – Hvad er baggrunden for boligstrategien, og hvordan er I kommet til at der skulle udarbejdes en decideret strategi?
4. CB – Faktisk har der ikke været lavet en samlet boligpolitisk strategi tidligere. Der er jævnligt og løbende nye boligprogrammer som inkluderer de almene boliger i forhold til nybyg. Det er sådan at der på budgettet bliver afsat midlertidige kvoter til de almene boliger i forhold til at få dem opført til nybyg. Men det foregår ikke på samme måde i forhold til udviklingen af det private boligmarked. Og den her BPS er sat i søen for at kunne samle et strategisk blik på hvordan vi ønsker at fremtidens boligmarked skal udvikle sig i kommunen både inden for de almene boliger og privatbolig byggeri. Det har været målsætningen at man får udstøbet en politiks retningslinje for hvordan vi ønsker at den samlede boligmasse i kommunen skal udvikle sig.

5. **YL** – Har der været noget der har været til grunde for at ideen blev til? Eller var der bare nogen der tænkte, det kunne da være en god ide.
6. **CB** – Man kan sige at der udviklede mange nye boliger i kommunen i det sidste årti og jeg tror at hastigheden af boligudbygningen i kommunen har været med til at understrege at der et behov for at der er en dataunderbygget strategi for nye boliger vi skal opføre fremadrettet og hvorhenne. Tilbage i 2010 kom der en planstrategi hvor vækstaksen blev født. Det har været tankegangen for udviklingen og det bymønster der er blevet indrettet deri. Det har været bærende i det sidste årti, så på den måde har man haft nogle klare retningslinjer. Det nye er at vi nu kigger specifikt på det data som kommunen ligger inde med i forhold til at kortlægge de aktuelle flyttmønstre, men også koncentrationerne af de forskellige segmenter i befolkningen. Så sammenkobler vi det med befolkningsprognosen og estimererne over den alders inddelte befolkningsprognose at hvilke aldersgrupper af befolkningen er det vi estimerer at vækste mest med fremadrettet og hvilke boliger er det så er at de foretrækker og hvorhenne i kommunen. Så vi kan matche det i forhold til vores rummelighedsanalyser og hvor det er vi yderligere lægger nye arealer ud til fremtidig boligbebyggelse.
7. **YL** – Nu snakkede du om bymønstre, er der en specifik grund til at det giver mening at bruge de bymønstre i denne her kontekst?
8. **CB** – Det handler meget om at have en konsensus af alt det andet arbejde vi laver. Det er vigtigt at vi laver en BPS som ”taler samme sprog” og opererer med de samme afgrænsninger og inddelinger som vi i øvrigt arbejder med i vores politikker og strategier. Og når vi arbejder ud fra det bymønster der er gældende så matcher det det arbejde vi ellers har siddet med og det beredskab eller den politiske fokus som der ellers er gældende i vores arbejde.
9. **YL** – Hvordan er det du forstår boligkarrieren og hvordan bruges konceptet til strategien?
10. **CB** – Man kan sige at denne BPS er meget databaseret i den forstand at vi virkelig har dykket ned i sådan et skattekammer af en masse forskellige

oplysninger om hvem som bor i hvilke boligtyper, og også hvorhenne. Og hvis man flytter, hvor flytter man så hen, og til hvilken bolig osv. Og det har alt sammen gjort at vi har nogle mere detaljerede oplysninger til grund for fremtidig boligudvikling end der måske hidtil har været fokus på. Og så er kunsten ligesom at skære det til og sige, hvad er det der er allermest relevant af alle de her mange forskellige dataoplysninger som vi ligger inde med nu og hvordan kan vi operationalisere det. At mestre begrænsningens kunst i forhold til at sige det er det her vi har fokus på fordi vi ser en stor befolkningstilvækst indenfor en bestemt aldersgruppe og så dykker ned i deres bosætningsmønstre og boligpræferencer for ligesom at sige at fremadrettet er det nødvendigt at vi har en boligmasse der matcher den forventede befolkning som vi estimerer at få i kommunen. Og der er hele den her ide om befolkningens boligkarriere et begreb eller en metode til at forsøge at systematisere de her helt overordnede mønstre og tendenser som vi se (**støj på forbindelsen 08:28**) til de forskellige bosætningsmønstre som er meget afhængige af den livsfase som de enkelte personer har.

11. **YL** – Ja og så aldersgrupperne bliver delt op efter livsfase sådan lidt som der opleves her i Aalborg.
12. **CB** – Det der er relevant at huske i forhold til brugen af boligkarriere, er at det er sådan nogle idealtypiske opstillinger som forsøger at give et overblik og systematisere noget af alt det der data. Og det er en vejledende, mere end det er en endelig og eksakt facitliste. Det skal ses som nogle idealtypiske konstruktioner som repræsenterer størstedelen, men ikke nødvendigvis inkluderer alle. Så de er meget mere retningsgivende end de er facitliste, og det tror jeg er en væsentlig pointe at få fremhævet. Det er simpelthen en forsøg på at systematisere den viden og de oplysninger som vi ligger inde med i forhold til hvad flertallet gør når de er i den og den livsfase. Om man er ung og studerende eller man er dimittend og står som nyuddannet og har en masse opstartsfasen i sit liv, både indtoget på boligmarkedet, måske man skal ud og købe sin første bolig, og også at gøre indtog på arbejdsmarkedet og have sin første fastansættelse, altså første reelle indtægt efter SU'en osv. Der er der også flere som vælger at stifte familie, det er en livsperiode som er præget af opstart på mange fronter, hvilket også afspejler sig i forhold til flyttehyppigheden og også hvor

man flytter til af boliger og geografiske områder. Så det er sådan et eksempel på at forsøge på at operationalisere, og ligesom sige, den her viden vi har, hvordan omsætter vi den til en boligmasse som rent faktisk matcher den befolkning vi har i kommunen og også den befolkning som vi forventer og få fremadrettet. Og der er det med prognoser de beror på estimer og ikke på faktuelle historiske data som vi kan se og påvise, at sådan har det været. Så det er nogle kvalificerede bud, men trods alt estimer som vi gør os, og som ikke er mejslet i sten for det er stadig ude i fremtiden og vi sidder ikke med en krystalkugle, men vi forsøger og lave nogle realistiske prognoser for hvem det er der vil bo i kommunen fremadrettet.

13. **YL** – Når strategien er udarbejdet og færdig, hvad kan den så? Bestemmer den decideret over hvad der kan ske, eller er det mere en retningslinje og har den magten til at bestemme over hvordan man udvikler?
14. **CB** – En del af den BPS er at vi er inde og kortlægge hvad det er for nogle kommunale styringsredskaber vi som kommune har og kan bruge i forhold til netop at styre udviklingen af boligmassen. Der er faktisk nogle muligheder som er meget konkrete i forhold til hvad vi kan gøre i de forskellige lokalplaner og stille nogle krav der. Hvad er det vi kan påvirke, for vi kan ikke påvirke ejerforholdet, om en udvikler ønsker at en ejendom bliver lavet til ejerboliger eller lejeboliger, men så kan vi pålægge nogle andre ting omkring gennemsnitlig boligstørrelse eller terrænregulering, hvor tilladt eller ikke tilladt det er osv. Der kan være nogle andre styringsredskaber, værktøjer, til at få boligmassen til at matche de her estimer for hvem det der vil bo hvorhenne og i hvilken type af boliger osv. Strategien skal opfattes som sådan en retningsgivende politisk strategi for hvordan vi gerne vil udvikle fremtidens boliger og igen at det mere er retningsgivende/rammesættende, det er ikke et diktat, at sådan her skal det være fremadrettet basta. Den skal ses som et værktøj til at kunne hjælpe med at omsætte nogle af de her forskellige projektforspørgsler på boligudviklingen til at give mest relevante boligbyggerier, så vi hele tiden får kvalificeret hvad det er for nogle behov vi har og hvordan vi hjælper til at komme derhen hvor boligerne bliver omsat og absorberet i markedet. Det er klart at det er i vores interesse at de boliger der bliver opført,

bliver beboet af vores borgere i kommunen.

15. **YL** – Hvem er involveret i processen af udarbejdelsen af BPS?

16. **CB** – Det er meget forskelligt, det spænder meget bredt. Inde i Afdeling Strategi der lavede vi nogle grupper hvor nogen arbejder med kvalitet i byudviklingen, som var fokus for den seneste planstrategi og den anden gruppe havde fokus på boliger og på boligudvikling. Så vi har siddet en hel del, det har både været Støttet Byggeri altså dem der arbejder med sagsbehandlingen af almene boliger, så har det været Charlotte Z. Som har været med til at lave befolknings- og boligprognose. Så har det været nogen fra *Aalborg Kommune Arealer* som er det team som sidder og sælger kommunens arealer. Der har været en hel del indledningsvist i forhold til at hjælpe med at kvalificere hvad det er for nogle vinkler som skulle afdækkes ind i den samlede strategi. Især det afsnit vi har lavet om de kommunale styringsredskaber, der har det været planlæggerne som sidder og arbejder med lokalplaner og ellers har de her dialoger med vores udviklere og investorerne som ønsker at udvikle nye boligprojekter i kommunen. Min kollega Louise L. som også er sociolog har også været en del inde over. Det er ikke så længe siden at hun trådte ud af arbejdsgruppen fordi hun så kom ind i en anden. Og Anne Juel fik i den forbindelse en større rolle i BPS, også fordi vi har set at relevansen i at den kommer til at blive behandlet samtidig med hovedstrukturensom Anne Juel også sidder med i arbejdsgruppen af. Så der bliver en rød tråd i de ansatte som indgår i arbejdet og bidrager med input til BPS og så hvad vi ellers arbejder med i kommunen af lokalplaner og større strategier osv. Det er virkelig mange af de forskellige grupper og teams som er involveret i arbejdet og kommer med deres vinkler og faglige input, ud fra hvad de nu sidder med. Om det er salg af kommunale arealer eller om det er befolkningsprognose eller mere sociologiske vinkler også fra Louise L., eller det er lokalplansarbejdet osv. Dem som reelt får henvendelserne/forespørgslerne fra investorerne i kommunen. Så det spænder ret bredt, hvem der inde over. Det der varierer, er så omfanget af deres involvering. Nogen er med i den røde tråd, hele vejen igennem, og andre bidrager i enkelte afsnit, som er relevant for lige præcis dem og deres faglighed og deres øvrige arbejdsopgaver. Det varierer en hel del.

17. **YL** – Det er for det meste kommunale ansættelser, der er ikke nogen borger inddragelse?
18. **CB** – Nej. Nej det er der ikke i den her. Den del som er borgernær i den her BPS er der hvor vi er inde og kortlægge borgernes data. I og med at vi har adgang til BPR- og CPR-registret har vi virkelig stor viden om de faktuelle oplysninger om hvilke borgere rent aldersmæssigt, som bor i hvilken boligtypologi og i hvilket geografisk område af kommunen, og hvis når de så flytter, hvor flytter de så hen typisk. Hvor gamle er de når de flytter og hvad er husstandssammensætningen, hvilken størrelse bolig bor de primært i osv. Man kan trække helt utroligt mange oplysninger baseret på de her data. Så på den måde er der viden om borgernes bosætningsmønstre og boligpræferencer, men den kvalitative del indgår ikke i denne analyse.
19. **YL** – Nu her med Corona-krisen, hvordan indtænkes den, da det nok har påvirkning på forskellige fronter?
20. **CB** – Det er klart, det har virkelig påvirket hverdagens organisering på mange fronter over de seneste 9 uger er det blevet til efterhånden. Det er virkelig noget vi holder meget øje med i forhold til den her BPS. Faktisk så er det sådan at befolkningsprognosen ved at blive endeligt færdiggjort og færdigskrevet i øjeblikket og der har man faktisk besluttet at i den forbindelse, at man fortsætter på samme måde som man hidtil har udarbejdet befolkning- og boligprognose fordi det simpelthen er for tidligt at sige noget om hvad er konsekvenserne eller effekterne af Corona-krisen set i forhold til befolkning- og boligudvikling. Til september laves en midtvejsevaluering af den bolig- og befolkningsprognose der almindeligvis har et års varighed. Og så kigger man på hvordan ser status ud i september set i forhold til de prognoser og estimater man har haft mens man har lavet den nu her i foråret. Jeg tænker egentlig at det bliver samme procedure i forhold til den BPS som i høj grad inddrager den her befolkning- og boligprognose som en del af sit grundlag og også sit fokus fremadrettet. Tanken med den BPS er at den skal være dynamisk, fordi den er simpelthen så databaseret at de her data dem kan vi opdatere dagligt, hvis det var det vi ville. Det vil sige at vi kan egentlig løbende og hele tiden holde øje med at hvordan befolkningen og boligudviklingen udvikler sig i vores

kommune og dermed også foretage justeringer løbende i takt med at vi eventuelt ser nogle forandringer i bosætningsmønstre eller boligudvikling eller hvad det nu måtte være. På den måde tænker vi at det bliver relevant. Så kan det være at de opdateringer skal ske hyppigere end man ellers ville have gjort hvis der ikke havde været nogen Corona-krise. Det ville være mit bud, sådan lige umiddelbart. Vi har ikke i gruppen aftalt et eksakt interval for hvor hyppigt vi er inde og lave de her opdateringer, men det vil blive fulgt løbende, de konsekvenser der måtte være. Der er mange forskellige bud på hvilke effekter Corona-krisen kommer til at få i vores kommuner. Det der med de forskellige scenarier som måtte forekomme her post-Corona-krise er bare fælles i at være hypoteser eller scenarier som er vanskelige at kvalificere på nuværende tidspunkt fordi vi står overfor en global pandemi, som vi aldrig før har oplevet. Der er ingen fortilfælde som giver et sammenligneligt grundlag. Vi kan gå ind og sammenligne med hvad har fødselsraten eller befolkningens flyttemønstre været, eller boligudviklingen været i kølvandet af finanskrisen eller it-bobler eller oliekrise, men det bare ikke sammenligneligt med en sundhedskrise som vi står overfor i øjeblikket. Så på den måde er det virkelig vanskeligt at komme med nogle realistiske hypoteser for hvordan udviklingen ville være i kommunen ('set i forhold til' (?) 26:43) befolkningen og boliger i lyset af Corona-krisen. Det vi vurderer, er bedst er simpelthen at vi løbende er inde og opdatere data og så kigge på hvad viser de faktuelle oplysninger og om der er behov for at vi justerer vores fokus og anbefalinger for hvilke boliger der skal udvikles i kommunen.

21. **YL** – Når strategien så er færdigudviklet, så bliver den revideret i fremtiden?
22. **CB** – Den ligger ikke inde i sådan et rul som for eksempel kommuneplanrevisionen eller planstrategi hvor man er forpligtet til at opdatere den hver fjerde år, så på den måde er den ikke låst i at det skal være til den og den dato at der skal foreligge en ny. Der tror jeg vi er mere dynamiske og mere indstillet på at lave de løbende opdateringer og så kigge på, om der er noget som så viser at der er et behov for at få den justeret og så foretage det derefter. Så det vil være sådan en opgave i hele tiden og løbende at holde øje med udviklingen i kommunen. Og så tage bestik af situationen og finde ud af om den skal justeres i forhold til hvad det er for en boligmasse vi skal udvikle efter primært.

## 9.2 Transcript of the interview with Anne Juel Andersen

The interview was conducted and recorded using Microsoft Teams on May 19, 2020

AJ – Anne Juel Andersen

YL – Ylona Vulker

1. YL – Til at starte med vil jeg gerne høre hvad din rolle er i projektet?
2. AJ – Jeg hjælper Cathrine Borg med at få lavet den her strategi. Jeg har lavet meget strategisk arbejde gennem årene og har været med til planstrategier og hovedstrukturer nu her, så jeg tror det var derfor jeg ligesom skulle ind og hjælpe med det og få sammenhængen til de ting. Det er Cathrine der er projektleder på boligstrategien osv., men det er svært at sidde mutters alene med når man ovenikøbet er ny i systemet og det i virkeligheden skal hægtes op på kommunens strategier, så jeg synes at det er fint at jeg er med.
3. YL – Har du været med fra starten af processen, eller er det først senere du er kommet på?
4. AJ – Ja. Jeg blev trukket ind. Det var Cathrine og Louise L. der startede op. Det er vel et års tid siden, og så var det her for et par måneder siden jeg blev spurgt om jeg ville gå ind og hjælpe Cathrine for nu, var Louise L. også gået ud, så hun var ret alene med det.
5. YL – Hvordan har processen været siden du er kommet til?
6. AJ – Jeg har set en masse materiale og så har vi holdt nogle møder og så har jeg haft en masse spørgsmål og kommentarer og så har vi arbejdet med det sammen og så har vi nået til et nogenlunde sammenskrevet notat som vi drøftede med vores ledelse Peder B.N. og Henrik T. for et par uger siden hvor vi blev enige om at vi skulle lave en pixie udgave. Fordi det er rigtig vigtigt med alt det datadrevne, men det bliver også lidt tungt hvis det ligesom er det man skal læse om. Så det vi prøver nu det er at lave en version hvor vi bruger dataene som baggrund og som videns grundlag og så laver vi egentlig en pixie, altså et begreb for en kort rapport. Som er mere målrettet modtagerne. Hvor vi siger, vi har grund til at konkludere, sådan og sådan og sådan, og boligsituation er sådan og sådan, vi har de og de problemstillinger, og det betyder at vi skal arbejde med

nogle bestemte ting i nogle bestemte områder. Det er den forkortede udgave vi er gået i gang med nu. Men vores samarbejde det at vi mødes en gang imellem og så aftaler vi nogle delopgaver hver især og så snakker vi sammen igen. Det er den måde vi altid samarbejder på i kommunen. At der er en der har projektledelsen og så er man flere der tager ansvaret for opgaven og så har man nogle forskellige forcer og så snakker man sammen og så fordeler man opgaverne.

7. **YL** – Hvem er involveret i processen i udarbejdelsen af boligpolitisk strategi?
8. **AJ** – Først var det Cathrine Borg og Louise L. der arbejdede sammen. Siden jeg er kommet med der har vi holdt nogle møder udover Peder B. N. og Henrik T. så er det Anders F., som så imellem tiden er blevet direktør for by- og landskabsforvaltningen og så Jan C. som er økonom, der sidder i økonomisekretariatet og Jens E. Det er de par møder der er blevet holdt, og så er det Cathrine og mig der har arbejdet med det.
9. **YL** – Ikke nogen udefra?
10. **AJ** – Ikke nogen udefra, nej. Vi har søgt viden forskellige steder fra, og især Cathrine har deltaget i nogle forskellige kurser. Jeg har også været til et webinar i dag. Så det er den måde vi arbejder på. Hun har arbejdet meget med datamodellerne, om hvordan kan vi bruge dem og hvordan kan vi arbejde med dem, og så har vi prøvet at stykke sammen hvad vi kunne bruge det til i kommunens planlægning. Det pixien skal det er at formidle og få skabt et grundlag for politikerne til at kunne sige nogle ting. Nu ved vi noget, og der er noget vi gerne vil, og der er noget politikerne gerne vil. Det kan vi så bruge til at sige; når man by udvikler der og der og der, så skal man tænke på de og de grupper og det betyder at vi skal have nogle flere byhaver eller hvad det nu kunne være i forhold til det. Så det er meningen at det skal indflydelse på vores dialog med investorerne og boligselskaberne, men egentlig også indretningen af de boligområder vi planlægger.
11. **YL** – Hvad så med borgerne, bliver de involveret på noget tidspunkt?
12. **AJ** – Borgerne bliver involveret i planlægningen, de er ikke involveret i hvilke områder vi tager op først, udover på den måde at vi selvfølgelig har borgermøder hvor der er en offentlig debat, hvor der bliver tilkendegivet nogle forskellige

synspunkter på det. Nogen synes at Østre havn er for højt, og andre synes at det var forkert at bygge så meget på Sofiendal Enge og på den måde er der en masse synspunkter, som går ind og er en del af den politiske debat, men når vi kommer til konkret planlægning, så bliver borgerne involveret og inddraget med for-offentligheds faser og offentlighedsfaser ligesom i al planlægning.

13. **YL** – Ja sådan når det bliver mere konkret?

14. **AJ** – Ja, der bliver borgeren involveret og så bliver de selvfølgelig også involveret når det er almene boliger. Der har man et særligt beboerdemokrati hvor borgerne også er involveret.

15. **YL** – Hvordan er det du forstår boligkarrieren og hvordan bruges konceptet til strategien?

16. **AJ** – Jeg tror jeg tænker det mest som nogle fokuspunkter der er vigtige for øje, i forhold til hvad det er man efterspørger i de forskellige grupper. Jeg synes ofte man oplever i boligdebatten at nogen synes at det er meget vigtigt at man bor i et område hele sit liv, og så skal man kunne blive boende der. Der tænker jeg at det kan være vigtigt for mange at kunne flytte lidt rundt, ikke mindst når man er ung, har man som regel har lyst til at flytte fra det område man har boet i, men det kan også sagtens være at man har lyst til at flytte senere i livet. Det er min personlige mening, jeg synes sommetider at man får vægtet lidt for meget det der med at ikke at få lov til at gå 10 skridt, det skal foregå fuldstændigt der hvor man har boet og det er der hvor man også skal blive boende. Jeg tror det er vigtigt også at se på at der faktisk kan være nogle forskellige behov man har og dermed også en trang til at prøve noget nyt. Men jeg er med på at når man er udover ungdommen, og man flytter måske efter uddannelse og arbejde, så er der ligesom mange der bliver boende indenfor en 5km radius, og derfor er det vigtigt at der findes forskellige typer boliger i områder så man ikke får parcelhusområder i den ene del af byen og et lejlighedsområde i en anden del af byen kun. Der må gerne være lidt variation, men det er klart at i den tætte by, der har man ikke parcelhuse. Det hænger ikke sammen, så der kan man ikke få opfyldt den del af sin boligdrøm. På den anden side, så kan der sagtens tænkes mindre boliger ind i områder hvor der ellers primært er parcelhuse.

17. **YL** – Ser du på boligkarrieren som et koncept eller en teori?

18. **AJ** – Jeg gå ikke ind for at man skal putte snærende bånd ned over folk og sige hvad de skal, men jeg tror meget på at der sker en stor udvikling i de her år. Du kender sikkert den figur, som vi har brugt meget i vores arbejde, hvor hvis man går 40-50 år tilbage i tiden, så var ungdommen kortere og det var almindeligt at man flyttede i en familiebolig når man var i begyndelsen af 20'erne og så blev man forælder og boede der indtil man blev gammel. I vores tid, der er der flere faser, hvor det kan være der er meget større variation i hvornår man stifter familie, nogen gør det i begyndelsen af 20'erne, nogen gør det i begyndelsen af 40'erne. Der er meget større variation i forhold til hvordan mennesker lever deres liv. Så sker der også det at der nogle familier hvor børnene er flyttet hjemmefra, som ikke længere har lyst til at bo i den bolig hvor de har haft børn, men har lyst til noget helt andet. Så seniorlivet er også blevet meget længere, og det går i virkeligheden hos nogen fra 50 år indtil, hvor man ikke er så gammel at man ikke kan gå mere eller tage trappen, men man efterspørger lejligheder i stort omfang. Og mange af de lejligheder nede ved havnefronten er beboet af seniorer hvor børnene er flyttet hjemmefra, som du også har påvist i din opgave. Vi skal være bevidste om de tendenser der er for forskellige aldersgrupper, men jeg tror rigtigt meget at der er noget andet end alder der spilder ind, og det er livsform. Vi arbejder også med mangfoldighed som et tema og som en værdi i byudviklingen, hvor vi gerne vil have repræsenteret forskellige livsformer osv. Og det er derfor fint at blande ungdomsboliger og ejerboliger og alt det der, som vi skriver om i vores planer. Der skal vi selvfølgelig ikke være så naive at vi tror at vi får en fuldstændig blanding, for der er forskel på betalingsevne. Man skal ikke tro at de fattige generelt har råd til at bo i Hasseris bare for vi bygger nogle få almene boliger i Hasseris. Det er ikke kun et spørgsmål om at blande boligformer, det er også et spørgsmål om hvad man overhovedet søger og hvilket område man har lyst til at bo i. Der er ikke nogen der har lyst til at smide nogen ud, men nogle har måske ikke lyst til at bo i et område hvis det bliver for fint. Den diskussion har vi sommetider hvis vi laver byfornyelse og byomdannelse i nogle områder der har været forsømte, og der skal man tænke ind at der skal være plads til alle grupper på en eller anden måde. Det er en svær diskussion, men det er noget vi arbejder med løbende i alle vores projekter. Så synes jeg også at der er en sjov ting at vi mennesker vi ved godt at vi er tiltrukket af nogen der ligner os selv mere eller mindre, og alligevel så ønsker vi at bryde det og skabe variation. Det er hele tiden sådan en spænding mellem, der er ikke ret

mange mennesker der har lyst til at bo i et område hvor alle er anderledes end man selv er. Man har lyst til at genfinde nogen af sine værdier i området. Og så kan der være forskellig spændstighed i forhold til hvad man magter at have med at gøre. Hvem gider at bo i et område hvor der er fulde folk og hjemløse, det er ikke alle der gør. Der er sådan en spænding, og der skal vi være en by der tør at have områder med forskellige karakteristika og forskellig identitet. Vi kommer ind på det der spørgsmål om identitet som vi også prøver at arbejde med, at der skal være forskel på områderne, men der er ikke nogen af områder der skal være så specielle at andre ikke kan komme ind. Hvis du forstår hvad jeg mener.

19. **YL** – Nu nævner du aldersgrupper. Har i en anden inddeling af aldersgrupper end det der bliver brugt i andre former for planlægning? Er det så for at afspejle de der livsfaser så meget som man kan?
20. **AJ** – Jeg er faktisk ikke den til at svare på hvad vi bruger af aldersgrupper i planlægningen fordi jeg er ikke statistikker på den måde. Det ved jeg faktisk ikke så meget om. Den opdeling vi har med her, der har vi alle børn der bor hjemme i én gruppe fordi det er praktisk i forhold til at man er afhængig af forældrenes indkomst i forhold til hvor man kommer til at bo. Jeg ved ikke så meget om hvordan man ellers deler grupperne op.
21. **YL** – Ja, jeg tror det er sådan lidt forskelligt, alt efter hvor og hvem man lige er, men i stedet for at man bruger 20-30 år at man så bruger, sådan lidt mere, den aldersgruppe der afspejler hvor man er de studerende og så ...
22. **AJ** – Ja, det er rigtigt, det har vi forsøgt at gøre, for at kunne sige noget om studerende folk, altså, velvidende at det naturligvis ikke er alle, der er også studerende der er 38 år og alt det der, men det sådan for at indramme hovedgruppen at vi har gjort det på den måde.
23. **YL** – Så lidt om det der sammenspil med strategien resten af planlægningen. Hvordan indtænkes de bymønstre? Det der med Aalborg by og så de 11 oplandsbyer, og så også de øvrige, fordi det er for det meste i Aalborg by mange af flytningerne sker.
24. **AJ** – Den struktur vi har, det her som vi egentlig lige nu kalder bymønster, det ord det bruger vi ikke så meget, men den måde vores hovedstruktur er bygget

op, det er at vi skelner mellem Aalborg by og så de her 11 oplandsbyer med vækstpotentiale fordi at de har den rolle at de er oplandsbyer, så de tiltrækker folk der har lyst til at bo i en mindre by, men typisk er det nogen der har tilknytning til Aalborg. Det er derfor de viser sig levedygtige i den grad som de gør. De er simpelthen nogen der arbejder i Aalborg og som på den måde kan få et andet boligtilbud. Arealmæssigt, der har Aalborg omtrent brugt sine ledige områder, der findes altså ikke ret meget jomfrueligt jord vi kan tage ind og bruge til byudvikling i Aalborg by. Vi kan og ønsker ikke at bygge på lavbundsarealer af hensyn til klimaet. Og så skal vi tage hensyn til fremtidig vandindvinding, så derfor er vi presset på arealerne. Men til gengæld, så har vi al den industri som er lukket ned igennem de sidste 30 år, så vi har masser af arealer at bygge på. Og det er derfor vi har den strategi at i Aalborg by, der er det primært som tæt byudvikling. Og når det er parcelhuse i Aalborg by, der har vi nogle eksisterende områder som vi kan arbejde videre med og kan forfine, og det kommer an på økonomien hvad man kan gøre. Der er mange områder hvor folk køber et hus i et område, river det ned og så bygger de et nyt. Det er den måde man kan bygge nye parcelhuse på i Aalborg by. Bortset fra nogle få områder. Hvis man drømmer om at bygge et nyt parcelhus, så er det faktisk i oplandsbyerne at den mulighed den foreligger. Så det er sådan nogle ting der er givet af historien og landskabet, ... udfald ..., de her små byer uden for de her oplandsbyer med vækstpotentiale, de er defineret som sådan fordi der ikke er vurderet et vækstpotentiale. Der er ikke den store efterspørgsel efter at bygge almene boliger eller andre boliger i meget små byer langt væk fra Aalborg. Det er der hvor vi sommetider har en diskussion med nogen der siger at vi bare skal lave nogle flere udstykninger i små byer fordi de ville sagtens kunne blive solgt, men når vi så har nogen, så har de problemer med at blive solgt. Det er baggrunden for at man i kommunen har sagt at vi har de her oplandsbyer med vækstpotentiale, hvor der er mulighed for et bysamfund der kan fungere med kollektiv trafik og med detailhandel og by funktioner og institutioner. Dem vil vi gerne satse på, og det er derfor vi laver de her byudviklingsplaner for alle de 11 oplandsbyer med særligt vækstpotentiale. Det er den samme type byudviklingsplan vi også laver for bykvarter i Aalborg. Vi har lavet en for Skalborg, vi er i gang med at gøre det i Nørresundby, Vejgaard og Vestbyen. Det er nogle byområder med meget forskellige størrelser og karakterer, men vi tager egentlig en hel bydel og har meget grundig dialog med borgerne, rigtig meget borgerinddragelse, og prøver at diskutere, hvad skal fremtiden være, hvad skal udviklingsperspektiverne være for det her område og hvordan kunne vi tænke os boliger og hvad kunne vi ikke

tænke os af boliger, hvad med trafikken og hvad med byrummene og det grønne. Så på den måde kan man sige at borgerinddragelsen, som du også spurgte til tidligere, kommer ind i forhold til den konkrete byplanlægning

25. **YL** – Så som det sidste, hvordan har Corona-situationen påvirket processen?

26. **AJ** – Vi tager det på den måde at vi er åbne overfor at der kan ske ændringer på baggrund af Corona, men vi ved ikke hvad det bliver for nogle ændringer. Jeg synes man hører i øst og vest. I dag var jeg til et webinar, hvor der blev sagt at det kommer til at gå rigtigt skidt, og der bliver rigtig stor krise, og priserne falder og efterspørgslen falder, men vi ved det ikke. Samtidigt kan man læse i nordjyske sidste weekend at der faktisk er solgt flere boliger i marts og april end sidste år i samme måneder. Det er et åbent spørgsmål, og jeg tænker vi skal være undersøgende og vi skal huske at det er det er en dynamisk planlægning. Og vi skal virkeligt prøve at følge med i udviklingen og så prøve når vi kan se der sker noget, så er vi nødt til at tænke lidt anderledes i det her boligområde vi ellers er i gang med at udbygge. Vi skal prøve at være opmærksom på tendenserne, og jeg tænker at med de nye programmer som vi har taget i brug, der skulle der gerne være grundlag for at vi kan opfange tendenser, hvis efterspørgslen falder eller folk pludselig vil noget helt andet end det vi ellers plejer at se de ønsker sig. Så det er noget med at prøve på at være opmærksom. Fordi vi laver boligstrategien nu, så betyder det ikke at den skal være gældende i 10 år. Det er noget arbejde der løbende skal opdateres. Det vi gør nu til politikerne, det er at vi har undersøgt nogle ting, vi er i den her situation, og vi tænker at bruge det på den og den måde. Vi har nogle særlige grupper vi gerne vil fokusere på. Vi tænker at det er sådan og sådan her, at vi skal arbejde med det. Så er der rig mulighed for at tage op hvad der kommer til at ske i fremtiden.