

CITIZEN INCLUSION IN URBAN DEVELOPMENT PROJECTS

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Master Thesis

MASTER THESIS

UNIVERSITY

Aalborg University

MASTER'S PROGRAMME

Service Systems Design

PROJECT TYPE

Master Thesis (30 ECTS)

TITLE

Citizen inclusion in urban development projects

PROJECT PERIOD

February 2020 – October 2020

HAND IN DATE

October 5th 2020

ACADEMIC SUPERVISOR

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ACKNOWLEDGEMENT

We would like to acknowledge the contribution and give thanks to the individ who assisted with the development of this thesis.

Our heartfelt thanks goes out to Nicola Morelli, for acting as our supervisor and guiding us whenever it was needed, despite the turbulent and uncertain time, during which the thesis was written.

We want to give thanks to Peter Munthe-Kaas for making his experience an expertise available to us, and for providing valuable feedback on the result of the thesis.

We want to give thanks to Line Cecilie for providing so much of her valuable time and expertise, and for providing feedback on the result of the thesis.

Finally, we want to thank our families and friends, for support, patience and love.

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ABSTRACT

This thesis explores what constitutes the current citizen involvement in the urban development process of the center for Technology and Environment (TMC) in the municipality of Høje Taastrup (HTK). It also attempts to answer how an improved inclusion of the citizen perspective can be included in this process. The thesis is structured around IDEO's design thinking (IDEO, 2012), and utalizen Research through design (Lenzholzer & Brown, 2016), the approach of Research caps (Tortzen, 2020) and a consideration of the principles of Service design thinking (Stickdorn & Schneider, 2011) to answer the research question. The thesis concludes that citizen involvement in TMC is currently defined by a risk-averse nature and outdated practices of urban design. This is accompanied by a mentality that involves TMC believing that their current process is without flaws. This thesis suggests that improvements to the current process can be made by introducing a new urban design, introducing democratic innovation practices by facilitating the method of staging in the form of a guide. This staging guide involves altering the line of visibility, moving the arena of urban design into the urban space where the end user is present, and engaging the citizens by not just allowing, but actively facilitating that they have a role on the stage through which their perspectives can influence urban development.

KEYWORDS

Urban Design & Development, Citizen Inclusion, Public Sector Innovation, Staging, Democratic Innovation

READING GUIDE

This thesis is structured according to the 5 phases of IDEO's Design Thinking: Discovery, interpretation, ideation, experimentation and evolution, furthermore the thesis starts with an introduction and ends with a discussion.

ABBREVIATIONS

AAU - Aalborg University

HTK - Høje Taastrup Kommune
(Høje Taastrup Municipality).

SSD - Service Systems Design

TMC - Teknik og Miljøcenter
(Center for Technology and Environment).

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1. INTRODUCTION

1.1 INTRODUCTION

This thesis will explore the context surrounding urban development in the municipality of Høje Taastrup, and investigate what currently constitutes citizen involvement. The intention is to understand why the practices of urban development at TMC is so outdated. The thesis will be using IDEO's design thinking (IDEO, 2012) as the structure for a methodological approach involving exploration through the use of research caps (Tortzen, 2020). The research caps inspired approach will explore and analyse the context of citizen inclusion from several perspectives. This understanding will then be utilized to further explore how an improved inclusion of citizen perspective might be facilitated, using the methodological approach of Research through design.

The current landscape of design surrounding urban development is influenced heavily by a transition away from urban development motivated by economic growth of cities and countries as a means of staying competitive (Gospodini, 2002). The focus is on the citizen as the central element in the process of understanding the complex needs of a holistic urban context (Dovey, & Pafka, 2015). The inspiration for this thesis was founded on personal experience of the lack of representation of the citizen perspective, within the current process of urban development at TMC.

Before diving into the thesis, the design team would like to emphasize a special consideration. Part way through the thesis the global pandemic of COVID-19 took full effect on the world. This heavily impacted the design team's ability to experiment with collaborative design practices such as co-creation of democratic innovation. The public sector was also impacted by the pandemic. TMC shut down, and for the past many months

have ceased all urban development projects. It is therefore important to note that while the thesis started out in close collaboration with HTK's department of TMC, their involvement ceased completely after the start of the pandemic. Attempts to contact them have not been replied on, and it is unclear when or if this will change. In response to the pandemic, the focus of the thesis was changed to account for social distancing guidelines, and therefore minimized the amount of experimentation involved, in favor of a more literature based attempt at research through design. This involves focusing on the use of experts, as opposed to largest human centered experimentation.

1.2 POSITIONING OURSELVES

The following section aims to position ourselves as service systems designers. It will contain a defined description of this position in relation to other major positions with relevance to the thesis, that form the context that we position ourselves in.

We believe that our position as actual citizens within this municipality, produces an advantage in exploring the context behind urban development and citizen involvement. This advantage might be taken advantage of, through an approach that leverages three different perspectives surrounding urban development; The perspective of **the citizen**, **the municipality** and that of **the designer**. We believe that all three perspectives could be leveraged, but the primary position we will be taking in general throughout this thesis is the role of designer, as defined by Bason (2017). According to Bason (2017) designers are individuals that practice a design process constituted by a systematic and creative combination of different elements to achieve a particular purpose, but also involves visual and experimental aspects, with human experience and behaviour at its core (Bason, 2017).

1.3 LEARNING OBJECTIVES

1.3.1 Official Learning Objectives

As service systems designers we are expected to possess certain competences, skills and knowledge that has been obtained during the Service systems design education at Aalborg University. The goal of this thesis is therefore to demonstrate that we can apply the practice and theories of service systems design within our chosen theme, to master the profession of service design. The official learning objectives from the service systems design depart (Aalborg University, 2020) are as follow:

KNOWLEDGE

- Must have knowledge about the possibilities to apply appropriate methodological approaches to specific study areas
- Must have knowledge about design theories and methods that focus on the design of advanced and complex product-service systems

SKILLS

- Must be able to work independently, to identify major problem areas (analysis) and adequately address problems and opportunities (synthesis)
- Must demonstrate the capability of analysing, designing and representing innovative solutions
- Must demonstrate the ability to evaluate and address (synthesis) major organisational and business issues emerging in the design of a product-service system

COMPETENCES

- Must be able to master design and development work in situations that are complex, unpredictable and require new solutions (synthesis)
- Must Must be able to independently initiate and implement discipline-specific and interdisciplinary cooperation and assume professional responsibility (synthesis)
- Must Must have the capability to independently take responsibility for own professional development and specialisation (synthesis)

1.3.2 Personal Learning Objectives

Besides the official learning objectives set by the SSD department the group has also set personal learning objectives that are influenced by our interests and passions, but also by which field of service systems design we wish to work.

- Gain a deeper understanding for the field of urban design and citizen inclusion
- To understand these fields from different perspectives
- To gain a deeper understanding of the role of the service designer, in relation to the public sector, urban design and citizen inclusion
- Understanding how benefit can be made to TMC through service systems design

1.4 PROJECT MANAGEMENT

SCRUM

Scrum is an agile framework for organizing and managing work created by Rubin, K.S. (2012). According to Rubin the framework is made out of values, principles and practices which provide a foundation on which the user can apply their own process, leading to the practice of Scrum being unique for each project it is applied to. Applying the appropriate tools from the scrum framework means adapting the tools that make the process easier and not forcing project management practices, just for the sake of having them. The design group aims to utilize Scrum for productive distribution of tasks throughout the sprints, in order to effectively utilize the human resources available. The Scrum framework includes: roles, activities and artifacts and the team has chosen to utilize the following for this thesis project:

Roles: *Scrum Master and Development Team.*

Artifact: *Product backlog.*

Activities: *Sprints, Sprint planning, Sprint execution, Daily scrum and Sprint review.*

Roles:

It is the development team's job to determine how to best complete the tasks set by the product owner. It is the Scrum master's job to help the development team with problems and to make improvements to Scrum. The Scrum master functions as a leader rather than the typical manager.

Artifact:

The product backlog is a tool for cataloging and prioritising all the tasks needed to reach the project goal. The backlog is a constantly changing artifact that arranges the tasks from high-value to low-value tasks, in order to ensure that all high-value

tasks are finished first. The backlog provides an overview over the projects for the design group.

Activities:

Sprints are a way of dividing the project into cycles with predefined duration. Each sprint contains tasks from the product backlog that must be completed during the sprint. The ending of a sprint cycle functions as a milestone for the project. Sprint planning is utilized for determining which tasks from the backlog that have to be completed during each sprint. This sprint planning is done by the entire scrum team and ends up with a defined sprint goal. Every day the development team will utilize 10 minute Daily Scrum meetings. Each member will answer 3 questions: what have I accomplished since last daily stand-up? What do I plan to have done, by the next meeting? Are there any obstacles preventing me from accomplishing this? This ensures that progress is made each day and that obstacles are cleared at the beginning of each day. The sprint review is performed, after a finished sprint cycle. The goal is to review the work and the process. Unfulfilled tasks are moved to the next sprint. This ensures that a quality standard is met, and that obstacles are addressed.

SCUM will be facilitated using the online tool of www.Trello.com to structure and organize the process. During each sprint a canban (LeanKit, n.d.) inspired trello board is developed and divided into 4 cards: to do, doing, done and pending.

1.5 METHODOLOGICAL APPROACH

1.5.1 Design Thinking

IDEO's design thinking (IDEO, 2012), is a human centered design approach that structures the design process into five phases: Discovery, Interpretation, Ideation, Experimentation and Evolution. The Discovery phase of this thesis will involve the definition of the research question and exploration of knowledge and insights needed to answer the first part of the research question. The Interpretation phase of this thesis will involve case analysis and interpretation on these cases in order to initiate further insights. The Ideation phase of this thesis will focus on performing workshops in order to develop a concept that can help answer the research question. The Experimentation phase of this thesis will involve the development and testing of the concept. The Evolution phase will involve iteration on the concept, and the development of the final version of that concept. For this thesis an additional phase will be added after the five phases of IDEO's design thinking (IDEO, 2012). This final phase will be called discussion and will involve a discussion of the thesis, a conclusion to the research question and a reflection segment.

Design thinking is designed to lead the user from one phase to the next, equipped with the knowledge needed to continue the process. It is however an iterative approach. This is particularly prevalent in the phases of discovery and interpretation, since interpretations of knowledge often result in discoveries that lead to new possibilities for exploration (IDEO, 2012).

"The reason for the iterative, nonlinear nature of the journey is not that design thinkers are disorganized or undisciplined but that design thinking is fundamentally an exploratory process; done-

"The reason for the iterative, nonlinear nature of the journey is not that design thinkers are disorganized or undisciplined but that design thinking is fundamentally an exploratory process; done right, it will invariably make unexpected discoveries along the way, and it would be foolish not to find out where they lead." - (Brown, 2009).

For this thesis, design thinking (IDEO, 2012) has been utilized to structure the thesis around. The expectation of structuring the methodological approach around the five design thinking phases is that it will lead to a chronological and intuitive presentation of the insights and discoveries made through the process. It is expected to function well together with the methodological approach of research through design (Lenzholzer & Brown, 2016), because both approaches were designed for a design process. A visualisation of design thinking (IDEO, 2012) can be seen in figure 1. Figure 1 showcases how open-ended the process of design thinking is through each phase. It fluctuates throughout the phases to illustrate how the methodological approach of design thinking (IDEO, 2012) guides the project's open-endedness. Structuring the thesis around design thinking (IDEO, 2012) is also expected to synergies well with the project management tool of SCRUM (Rubin, 2012). This is because the SCRUM tool called design sprints (Rubin, 2012), functions well with design thinking (IDEO, 2012), if each design sprint (Rubin, 2012) is structured around a single design thinking phase (IDEO, 2012).

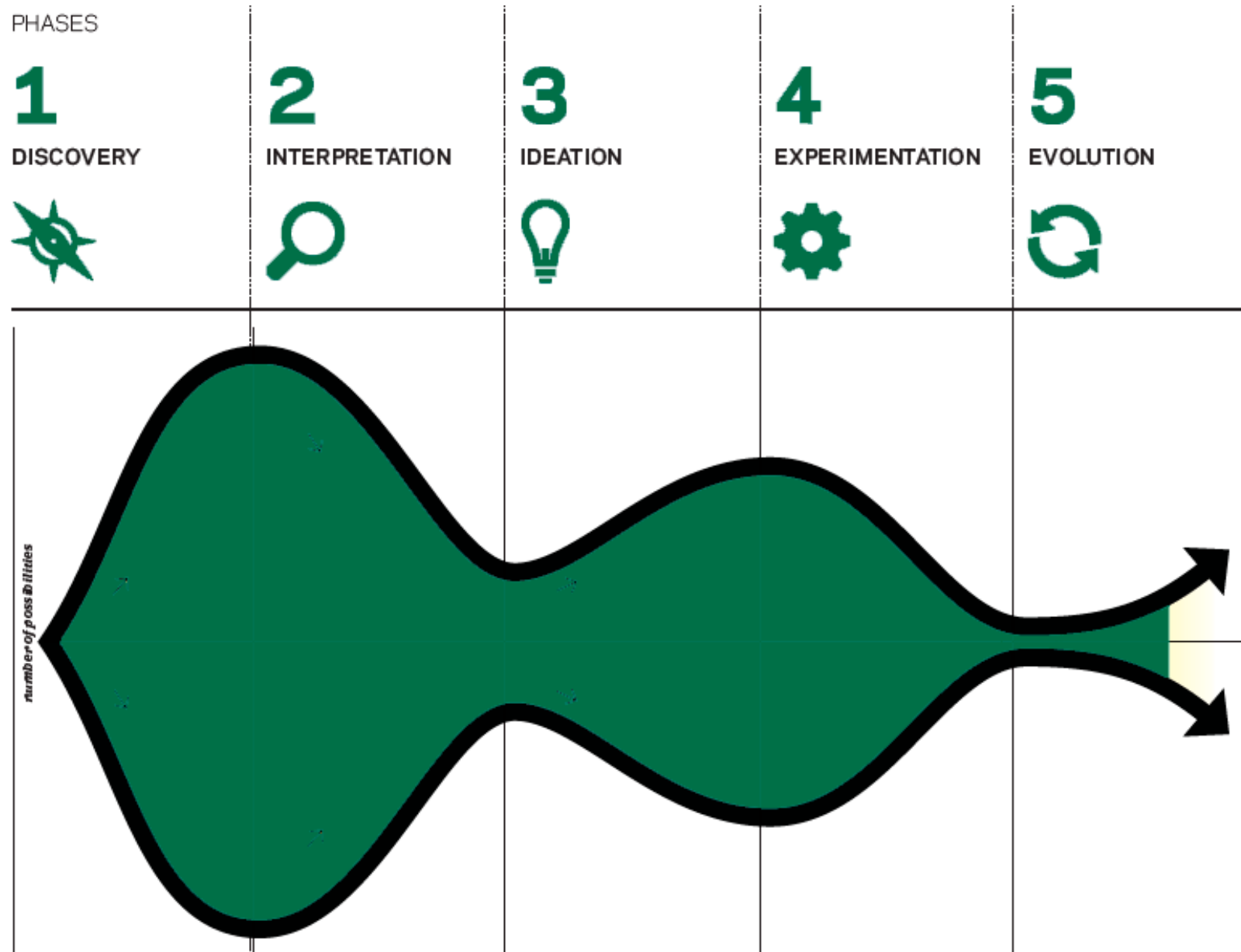


Figure 1: IDEO's iterative Design Thinking model and its 5 phases. It shows how the model opens up and closes in throughout the 5 phases along with the number of possibilities that can be taken during each phase (IDEO, 2012).

1.5.2 Research Through Design

Research through design (RTD) is a research method that forms the basis of the methodological approach for this thesis. RTD is a research method focused on active employment of a design process within the research process (Lenzholzer & Brown, 2016). According to Lenzholzer & Brown (2016) RTD is often a necessity when attempting to generate knowledge that is related to a design process, such as guidelines or prototypes. According to Lenzholzer & Brown (2016) RTD was created to address the problem that much of the information provided through academic research is not what urban planners report that they want or need. The information is often published in academic journals that are not readily available to practitioners, such as the urban planners of TMC. Furthermore the information often takes on a form that is not directly usable in the urban design process. RTD is thus a tool meant to address the gap between what is known and how this knowledge can be applied in practice (Lenzholzer & Brown, 2016).

Considering that the thesis aims to benefit TMC, and their urban design process and possibly the processes of other municipalities, RTD could be an appropriate part of the methodological approach to explore the area of this thesis.

1.5.3 Research Caps

An approach applied by Tortzen (2020) is that of inhabiting 3 separate perspectives in order to combine research insights with practical knowledge and methodological knowledge. This approach involves inhabiting several perspectives that individually present knowledge or interesting insights, but when analysed collectively as three perspectives on a picture, can provide further knowledge and insight. Tortzen (2020) describes a process of wearing and switching between several research caps, each providing their own point of view. Using this method in the methodological approach might assist the thesis with leveraging the various perspectives available to the design team behind the thesis.

1.5.4 Service Design Thinking

Service design thinking (Stickdorn & Schneider, 2011) is presented as an approach to designing for service. It involves 5 principles that are integral for designing, when the designer has a specific user in mind.

These five principles are:

- User-centered: Services should be experienced through the customer's eye.
- Co-creative: All stakeholders should be included in the Service Design process.
- Sequencing: The service should be visualized as a sequence of interrelated actions.
- Evidencing: Intangible services should be visualized in terms of physical artifacts.
- Holistic: The entire environment of service should be considered. (Stickdorn & Schneider, 2011)

These five principles (Stickdorn & Schneider, 2011) are meant to assist the thesis methodological approach of research through design (Lenzholzer & Brown, 2016), process of this thesis. While the pandemic might not allow for strong adherence to the 5 principles (Stickdorn & Schneider, 2011), they will still be of consideration when adapting approaches and attempting to answer the research question.

1.7 THESIS GROUP

The motivation for writing this thesis stems from both personal and professional reasons. The members behind this thesis are both citizens of the municipality of Høje Taastrup, and have been motivated both as citizens and designers, to question the municipality's process of citizen involvement. This initiated a three month internship at the municipality, with the role of consultants, which led to a deeper understanding of the problems, regarding the process of citizen involvement within urban development projects. Urban development and citizen involvement has been a passion for the group ever since attending the Service Design Ignition back in 2017, where the group was inspired and influenced by attending speakers, such as Christian Bason from Dansk Design Center. This passion was nurtured during the 2 years of the master of service systems design at AAU. Especially by the course of User Participation and Social Innovation, during which the group met guest lecturer Peter Munthe-Kaas, who would later have a huge influence on inspiring the group to pursue the topic for the thesis.

According to Bason (2017) having better citizen involvement can be beneficial for the municipalities and their urban development projects. It is therefore a motivation for the group to help their own municipality to uncover obstacles and opportunities within their current process and to assist the municipality of Høje Taastrup (HTK) to facilitate an improved inclusion of the citizen perspective into their current urban development process, which could benefit both the municipality and their citizens.



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2. DISCOVERY

In the first phase of this thesis, the goal is to situate the extent of the thesis through research methodology. This phase involves a short review of the literature expected to be of relevance to the thesis. The aim of this phase is also to define the scope of the research question that the thesis will attempt to address, and research the milieus surrounding the research question, while expounding on the methods, reasonings and positioning that has directed the research process of this thesis. The phase will contain an initial exploration and explanation of the context, a deconstruction of the research question and an analysis that leverages three perspectives to answer the first part of the research question. It will end on a discussion focused on what constitutes the current citizen involvement of the urban development process in TMC.

2.1 CONTEXT

The context surrounding this thesis is very complex. It involves exploring and defining the current state of literature, and the position of various topics in the field of service design, with relevance to the context. Consideration will need to be made about the position of this thesis, within the current field of design. In order to do this, the thesis will need to clarify and to expound several major design topics.

The thesis involves collaboration with the department of TMC within HTK. TMC responsibilities involve urban development. As part of the public sector, TMC doesn't put much effort into design practices, such as having clear definitions of what urban development constitutes.

TMC's view of urban design most closely resembles an old description from Gospodini (2002). Gospodini (2002) describes the urban design process as a product of globalization, which has resulted in the urban development consciously being "used" as a tool for economic development of cities in a competitive milieu. A tool for economic development, might be a limited and outdated definition of urban design. According to more recent literature urban design cannot merely be described as an empirical science (Dovey, & Pafka, 2015). Dovey and Pafka (2015) define urban design as involvement of socio-spatial knowledge that cannot be reduced to number, involving knowledge spanning both natural and social sciences. This put the emphasis on urban design and being a form of urban development that considers holistic urban context and the human perspective at the center. It is also emphasised however, that such metrics are harder to measure (Dovey, & Pafka, 2015).

"To understand the city requires an interconnection of sciences and humanities. To allow the measurable parts of cities to become the determinants of change is to risk killing urban vitality" - (Dovey & Pafka, 2015, p. 9)

Challenges related to measuring urban complexities have been defined by Tortzen (2020), as part of the urban design process, and the basis for place-based effort. Place-based effort is defined as the urban design practice of moving the arena wherein urban development takes place, from inside public-sector organisations, and out into the urban spaces (Tortzen, 2020). Urban design is thus a broad term, spanning both the old capitalistic and opportunistic practices, as well as modern practices of designing strategies for obtaining holistic knowledge of the urban space for development purposes. For this thesis, the definition of urban design will therefore constitute the design of the urban development process.

This thesis aims to explore the use of collaborative design methodology for the purposes of urban design. It is therefore imperative at this early stage of the thesis to define an umbrella term, under which much of the other methodology will exist under. Co-creation is defined broadly by (Sanders & Stappers, 2008), as the act of collective creativity, but these acts are more specifically referred to as co-design. Co-design more specifically being the collaboration of designers and people not trained in design working together in the design development process (Sanders & Stappers, 2008). Bringing co-creation into practice, is argued to change how we design, what we design, and who designs (Sanders & Stappers, 2008). As broad as the act of collaborative creativity is, much of the other methodology explored in this thesis will fall under the categorization of co-creation.

Municipalities are administrative organisational figures that bridge

the gap between government and citizen within a certain geographical jurisdiction. Municipality as a term originates from the latin word "municipes", meaning "duty holder". This duty might be referring to the citizens. Regardless, citizens are the primary users of services provided by the municipality. This includes the results of urban development projects. The involvement of citizens is thus a likely topic of this thesis, given that the human-centered design approach of IDEO's design thinking (IDEO, 2012) is part of the methodological approach for this thesis. Citizen involvement is a co-creative method defined by Christian Bason (2017) as the systematic act of placing the citizen perspective at the center of a development work. It is inspired by anthropological methods to attempt to inhabit and involve the perspective of the citizens, in order for public sector organizations to view themselves from the outside in. According to (Tortzen, 2020) citizen involvement is a tool. The goal of this tool is to empower the urban design arena to exist outside it's traditional boundaries. Tortzen (2020) defines the goal of this practice to be democratic innovation.

Democratic innovation is in itself a big topic. According to Tortzen (2020) democratic innovation is defined by two major elements when used in the context of public sector organisations. It constitutes the act targeted at fostering new channels for communication and participation. Furthermore it constitutes a new mode of governance for problem solving in collaboration with citizens. According to Adenskog (2018) democratic innovation exists under the umbrella term of co-creation (Sanders & Stappers, 2008), but is itself an umbrella term that captures organisations and institutions engaging with citizens in decision-making and policy-making processes. Adenskog (2018) expands on this definition claiming that it also is a practice of different political functions, such as the facilitation of spaces for the citizens to provide ideas and deliberation, under a framed agenda. Experimentation made on democratic innovation by an

urban living lab, defined it much more tangible (Björgvinsson, et al. 2010). According to Björgvinsson, et al. (2010) democratic innovation is the result of combining existing design practices. The first is democratic design, which is practiced by facilitating a design process that considers the existence and inclusion of unheard or marginalised groups and offers them a role in the process. The second part is practicing user driven design, which is a design practice that positions the end user at the center of the design process.

The urban landscape of the world is on a journey of steady growth, with no end in sight. According to the UN, this significant transition towards urbanisation is expected to result in 70% of the global population living in cities by 2050 (Frantzeskaki, et al. 2017). This urbanisation could mean that suburb filled municipalities, such as Høje Taastrup, that are distinct from the capital today, might in the future be a seamlessly integrated part of greater Copenhagen. The results of today's urban development projects are the urban landscapes that we need to inhabit in the future.

Denmark has a recognised history of experimenting with the role of governance and being early adopters of innovative approaches. The municipality of Copenhagen has pledged to be carbon neutral in 2025, and was also amongst the first countries in the world to experiment with organizationally embedded in house innovation labs, sometimes referred to as i-teams (Frantzeskaki, et al. 2017), (Bason, 2017).

In Denmark these innovative and courageous initiatives are most often found to take place within the municipality of Copenhagen, but smaller municipalities such as Høje Taastrup often fall behind in the adoption of the practices seen in the municipality of Copenhagen (Barfod & Petersen, 2019).

To the current plan and building manager of TMC within the

municipality of Høje Taastrup, their job is to ensure consistent urban development within the current standards, guidelines and strategic plans set in place (Barfod & Petersen, 2019). To the average citizen, the duties of TMC is to build, regulate, maintain and evolve the urban environment into one that is pleasing to inhabit. Our position as designers is that the duty of the municipality in terms of urban development is to put emphasis on urban development that considers holistic urban context and the human perspective at the center (Dovey, & Pafka, 2015).

The officially stated mission of TMC (HTK, 2020), is to provide a highly professional service, to be open and dialog-based and for all decision-making to be based on a factual and highly academic level.

The current process is not up to date with current standards for design practices. The result negatively affects citizens, and satisfying citizens should be one of the major "duties" considered by a municipality. This is important within the sub-department of Planning and Building in particular, as the citizens are the end-users of their urban development projects. The introduction of more human centered design methodology into the current process of urban development, within TMC, could lead to more citizens becoming involved in the development of the environment surrounding them. Furthermore this empowerment could result in a more meaningful experience of being a citizen inhabiting the municipality of Høje Taastrup.

For the municipality of Høje Taastrup, it appears that urban development conditions are not a priority, as the budget has been shrinking between 2019 and 2020, despite several major building projects taking place throughout the next couple of years (ØDC – Økonomistyring, 2018), (ØDC – Økonomistyring, 2019). This could be a systemic problem since citizen engagement in public spaces have been an issue for years (Barfod & Petersen, 2019).

The introduction of design approaches that focus on the inclusion of the citizen into the process of urban development, has previously been experimented with in other danish municipalities. It has shown great results both in the act of locating and defining problems and their sources, but also in exploring solutions to these problems (Sørensen & Torfing, 2016), (Frantzeskaki, et al. 2017). Urban development projects within the public sector often face wicked problems, which are defined as ill-defined problems. This can only be addressed through systematic experimentation and probing of the interrelations that dynamically constitute the holistic context (Bason, 2017).

Studies have shown that the public sector in particular can benefit from tapping into the ideas, experiences and resources of civic actors, while dealing with wicked problems. Simultaneously the echoing experience appears to suggest that this approach comes with a variety of challenges, obstacles and difficulties related to introducing innovative design approaches into the bureaucratic environment of the public sector and its civil servants. (Sørensen & Torfing, 2016), (Gardesse, 2014), (Bason, 2017).

It appears to be a repeating common conclusion amongst many sources, that managerial figures within public organizations hold a lot of responsibility for poor adoption and execution of innovative design approaches (Holten, & Brenner, 2015), (Sørensen & Torfing, 2016), (Frantzeskaki, et al. 2017), (Gardesse, 2014). However, field expert Christian Bason describes, in his book on Leading public design (Bason, 2017), the meeting between the two worlds of designers and public organizations, as a clashing of two great waves. Each field is fundamentally defined by radically different core values and principles, which forms a relationship that is ripe with contradiction, frustration and conflicts. There is thus plenty of opportunity for poor implementation of citizen involvement in the public sector, not only locally, but systemically and globally (Gardesse, 2014), (Frantzeskaki, et al. 2017), (Bason, 2017).

The public sector is framed more as a victim of overstimulation from a competitive field of designers bombarding them with storms of varying terminology; service design, democratic innovation, strategic design, macro design, public design, design thinking, human centered design, co-design and co-creation. This leaves public sector managers fatigued, confused and off-put. The chase for the most desirable outcome is thus abandoned in favor of the search for any acceptable outcome (Bason, 2017).

While the use of various design approaches within the public sector is on the rise, the current expert opinion is that much is still unknown about the actual practice, and even less is known about the approach to fruitfully practicing innovative design approaches within the public sector (Bason, 2017).

2.1.1 About HTK and TMC.

The municipality of Høje Taastrup (HTK) consists of 18 departments, some of which contain several sub-departments. The department of the center of technology and environment (TMC). TMC is divided into 5 sub-departments of Administration, Geodata, Climate, Nature and Environment and the sub-department of Plan and building. This thesis will focus on the department of TMC and will mainly affect the process of the sub-department of Plan and Building, where TMC's urban development projects are planned and organised (Barfod & Petersen, 2019)

According to consecutive interviews with the department authorities within TMC (Barfod & Petersen, 2019), the department has expressed interest in the innovation and evolution of their current processes of citizen involvement. Within this municipality, TMC is a department with a large amount of stakeholder interaction, and many different projects running simultaneously. TMC focuses on all cases involving construction work. This includes everything from the processing of citizens property alteration applications, to the strategic development of urban infrastructure and the adherence to established environmental and construction related protocols and guidelines. TMC contains around 32 employees, one center manager, one manager for each sub-department and collaborates with dozens of partners and outside consultants (Barfod & Petersen, 2019).

This thesis was initiated based on the findings of a report made by this design team, behind this thesis, hired as outside consultant, to conduct a stakeholder analysis report, as part of a three month internship (Barfod & Petersen, 2019). This stakeholder analysis included foundational knowledge on the process of stakeholder collaboration and citizens involvement and the lack of specific methods and approaches behind collaborations made by TMC in

relation to urban design projects. This analysis revealed a general lack of methodology behind the human centered portion of TMC's current urban design process and their citizen involvement.

One area that could benefit from a more human centered approach, is the process of citizen involvement, in relation to urban development projects. TMC currently chooses to involve the citizens in the end of a project in the form of town meetings (Barfod & Petersen, 2019). Town meetings might be excellent tools for probing a politically interested population, but these insights lack any context or depth, due to the passiveness of participation (Tortzen, 2020). Nor does this approach to citizen inclusion empower these citizens in any meaningful way. The municipality does not currently have a transparent enough process for citizens to overcome the knowledge barrier required to effectively contribute to projects with their experiences and ideas. Despite the citizens being the experts on inhabiting the public spaces that the development aims to integrate with. From the perspective of the municipality, the current involvement of citizens is conducted with the goal of locating any obvious obstacles, mistakes or oversights that were missed by TMC during development. This approach to citizen involvement is poor at leveraging them as the valuable asset that modern design processes have proven them to be.

While TMC contains experts from many different fields, no employees have expertise within the field of service design and innovation. This could explain why the process of citizen involvement often falls short, since there are no design experts to assist TMC with such tasks.

2.1.2 The Internship.

Before the initiation of this thesis, the group behind this thesis cooperated on a stakeholder analysis on behalf of HTK as part of a three month long internship (Barfod & Petersen, 2019). The group undertook the role and relationship of consultants for TMC. The group undertook the task of conducting a stakeholder analysis for an area of HTK called Hedehusene, specifically the main street and its immediate surroundings, to compliment the creation of a larger municipality report. The report was meant to guide future urban development projects in the area. TMC reports usually don't emphasise the external stakeholders. This internship would therefore function as an experiment into if and how the inclusion of such a report could benefit their process and eventual future urban development projects.

The group deliberately tried to differentiate their approach to the analysis from that of the usual municipality report, which is mainly based on quantitative data and reports such as local commerce trends, traffic density and corporate housing distribution etc (Barfod & Petersen, 2019). This was inspired by a perspective on urban design where citizens are the central driving force (Dovey, & Pafka, 2015). The stakeholder analysis was therefore based mainly on qualitative data from a human centered design approach that utilized observation methods, different methods of interviewing stakeholders, as well as following the navigational approach and staging a workshop to engage and analyse stakeholders, alongside daily entries in an autoethnographic diary study (Barfod & Petersen, 2019). The stakeholder analysis resulted in a description of each of TMC's major collaborative partners. Emphasis was put on the consideration of the citizens as stakeholders. The stakeholders were plotted on a matrix, in order to determine the right level of engagement with each stakeholder. This matrix was formed by gauging the influence and interest of each stakeholder and

positioning them in the matrix, in relation to each other, based on these variables (Barfod & Petersen, 2019).

The analysis emphasized the treatment of citizens as stakeholders, due to the low level of citizen involvement observed in their current process, and since studies showed many benefits from public sector inclusion of citizens in the process (Bason 2017). This resulted in segmenting the local population based on their behaviour of interaction with the main street, since different journeys and goals led to encountering different problems and frustrations, and since citizens are not restricted to one single journey but can rather navigate from one journey to another at will (Barfod & Petersen, 2019). This would allow the municipality to choose to improve specific experiences of the main street with human centered decision making, rather than having a team of experts attempt to decide on the next urban regeneration project for an area of the city they have never even visited.

During a presentation, performed to the entire department of TMC with the results of this experimentative addition to the municipality report, some managers expressed interest in the new perspectives presented, while others were sceptical about the value provided and the frustration related to altering the approach they have long had. The most important takeaway was a dialog with the TMC center manager, who expressed interest in the analysis result but also uncertainty about their ability to recreate such a process or even how to effectively utilize the results in their existing process. An offer was made to continue the partnership with them through the master thesis. Since concern was expressed on the utilization of the insights, more focus might need to be put on facilitation. We decided to limit the scope to a single stakeholder, to make room for the focus on facilitation. This involved a negotiation of which stakeholders should be the focus, where we argued that room should be made for the inclusion of

citizens in the arena of urban development. This eventually led to the initiation of this thesis, with the aim of exploring how to improve the involvement of citizens for urban development projects within TMC.

2.2 RESEARCH AREA

The thesis will seek to achieve and build upon this foundational understanding of the context around urban development within TMC and the current involvement and role of citizens. This understanding will allow exploration of the problems and obstacles currently hindering citizen inclusion within TMC. This allows the scope of the thesis to be narrowed down to addressing the located obstacles that are resulting in the observed lack of citizen involvement.

During the internship, a theory was formed based on researchers such as Bason (2017), Tortzen (2020) and (Sanders & Stappers, 2008). If citizens could be involved more in the urban development process, it might benefit both citizens and HTK. The initial direction for this thesis would therefore be to investigate the municipalities current process, for urban development and citizen involvement. The thesis will explore and analyse literature about successful introduction of design approaches in the public sector, as well as the benefits of citizen involvement in the public sector. Bason (2017) is particularly focused on how the merging of the landscapes public sector organisations and the landscapes of design is full of obstacles and frustrations. He describes public sector processes as in need of substantial change. Even though Bason's (2017) suggested practices are well founded in his many years of experience, a major obstacle might be that municipalities don't possess the competences and experience to practice these theories. In order to explore this subject, a methodological approach involving research through design (Lenzholzer & Brown, 2016), would be appropriate.

With knowledge on both the current state of citizen involvement and the problems related to it within TMC, together with the

empirical knowledge of conducting ideal citizen involvement, the thesis will attempt to address the current lack of citizen involvement by designing an a way of facilitating the practice of citizen involvement within TMC's current process for urban development projects. The focus here will be on making the actual practice of involving the citizen perspective a digestible and approachable experience for the managers and employees of TMC.

2.2.1 Research Question

"What constitutes the current citizen involvement of the urban development process in TMC, and how might we facilitate an improved inclusion of the citizen perspective into the current process."

Research question breakdown:

"What constitutes the current citizen involvement of the urban development process in TMC, and how might we facilitate an improved inclusion of the citizen perspective into the current process."

Orange: Understanding WHAT the context is and WHAT the problems are, in order to improve on them.

Blue: Understanding HOW others have addressed similar problems and conclude HOW the municipality might successfully overcome their problems.

Green: Understanding HOW we might communicate and deliver these possible solutions to the municipality, in a format that empowers the municipality to address the problems. (at a later time since corona has stopped all current non-critical work)

2.3 THE 3 PERSPECTIVES

The goal of the first part of our research question is to build an understanding of the context surrounding citizen inclusion in urban development projects at HTK. With an understanding of what this currently constitutes, it will allow for the exploration of frustrations and obstacles, alongside analysis of the cause and origin behind them. Following the research principles of Etherington (2004), part of this process will consist of reflexive research, which involves acknowledging the subjectivity of the subject and leveraging the available access to a diverse set of perspectives, in order to better comprehend the context as a whole (Etherington, 2004). This process can also be described as insider research (Greene, 2014), which constitutes the act of reflecting on one's own insider knowledge within a field, while studying it. This provides the benefits of insider knowledge, social setting awareness and expediency of access. Collaborating with and observing the municipality during the internship, being citizens of the HTK and possessing a design background with experience in both human centered design and urban design, has provided three different perspectives on the context. By leveraging the advantage of possessing three different perspectives on what constitutes citizen involvement of the urban development process, the thesis will attempt to explore and understand this context. In the following three perspectives, some insights will draw on observations, while others draw on the competencies and expertise from members of our network with more experience in the fields of urban design, citizen participation and public sector collaboration. These insights will be interspersed with secondary research (This is service design doing, 2020), which This is service design doing describes as research of existing literature, also often referred to as desk research. This interspersed literature aim to give context and

validity to some of the reflections being made throughout these three perspectives. They also aim to combat the bias that the subjective research can have. By structuring the research this way, the aim is to understand the relationship between the municipality and the citizen by leveraging our internship knowledge of the municipality, empathizing with the citizens through our own experiences as citizens and then bridging that gap between them by looking at it from a designers perspective. The expectation is that this will allow for each perspective to add context to the others, which might lead to further insights.

2.3.1 Perspective 1: The Municipality

The first part of the research question reads ***"What constitutes the current citizen involvement of the urban development process in TMC?"***. In the attempt to answer this, the group initially assessed research conducted prior to this thesis, during an internship of three months at the municipality department of TMC of Htk. During this internship an autoethnographic research method called "Diary studies" (Barfod & Petersen, 2019) was used to analyse the experience of stakeholder involvement within TMC. According to Etherington (2004) autoethnography is a method of research, wherein the researcher immerses themselves into an organisation for months as an employee. The diary studies variant of autoethnography focuses on documenting the experiences of the immersion into an organization, in this case as an employee. This is done to collect data over a long period of time and is often, as it was in this case, combined with in-depth interviews, similarly to cultural probes (This is service design doing, 2020). According to Etherington (2004) autoethnography is useful early in the research phase, and affords the designer an understanding of cross-channel experiences within an organisation. It was originally chosen for the purpose of understanding the context of the urban development process within TMC. The thesis is therefore leveraging the insights of the

diary study as a foundation for understanding the context of citizen involvement in the urban development process from TMC's perspective.

This diary study analysed the current methods of stakeholder inclusion and collaboration within TMC (Barfod & Petersen, 2019). This has relevance to the thesis, since this stakeholder analysis attempted a radically more human centered approach, than typical TMC analyses. Furthermore it took an alternative position from TMC, by considering citizens as a major stakeholder in urban development projects. Thus the analysis also included the citizens' relation with the process of urban development for a specific town of Hedehusene within HTK (Barfod & Petersen, 2019).

Immersing ourselves into the municipality, observing and documenting their methods for inclusion of the citizens, provided a perspective that reflected the values and reasons behind the municipalities current citizen inclusion. The autoethnography conclusion was that TMC currently does not attempt to include citizens as stakeholders in their urban development processes. TMC has no interest in giving the general citizen a voice, due to the barrier of knowledge that the general population needs to overcome, before the municipality considers their input valuable, according to TMC managers (Barfod & Petersen, 2019). This could explain the lack of democratic innovation, currently present in TMC. TMC prefers to attempt to anticipate which segments of the population will be vocal about the specific urban development projects. Then preemptively seek out a representative of those segments and adopt them into the project with the role of experts. Through individual expert interviews with these representatives, they then attempt to locate any obstacles or frustrations this segment might have with the projects, in order to attempt to preemptively address these. While this might be an acceptable approach to damage control of a project during development, it

appears to be an inadequate representation of citizen inclusion, as it fails to generate any of the value or benefits found in other studies of citizen and public governance collaboration (Barfod & Petersen, 2019).

In a comparative analysis of several danish cases involving civil sector actors and public sector collaboration (Sørensen & Torfing, 2016), local governments were found to often fail to tap into the experiences, ideas, and resources of civic actors. When attempting to identify or define problems and challenges Sørensen & Torfing (2016) found that collaboration with citizens is the only approach that addresses the problem of sectorial, organizational or mental boundaries being the determining factors for participation in the process. This will usually lead to the creation of "in-house innovation" which fails to solicit or exploit input from external actors in possession of assets that are important for innovation such as experience, knowledge, creativity, financial means, courage, and organizational capacity (Sørensen & Torfing, 2016). This holds importance because the analysis found that when actors possessing different resources, competences, or ideas were brought together in processes of creative problem solving, they were likely to produce a better understanding of the problem at hand (Sørensen & Torfing, 2016). This was found to lead to four major benefits;

- 1)** Building strong local commitment and ownership amongst citizens.
- 2)** Assistance with discovery, definition and innovative solving of unmet social problems.
- 3)** Forming lasting mutually beneficial relationships between those involved.
- 4)** Multiplication of local projects that are amenable to upscaling and innovation diffusion (Sørensen & Torfing, 2016).

Citizen inclusion is therefore not driven by economic concern alone, but also the recognition that an increase is occurring in the proliferation of wicked problems, defined by Bason (2017) as problems that require holistic understanding to be addressed. This is why the design group considered service systems design as particularly qualified to tackle this thesis, since it involves the practice of viewing the system holistically (Stickdorn & Schneider, 2011). Failure to recognize and address these wicked problems are often due to a lack of public innovation (Sørensen & Torfing, 2016), such as the lack of citizen involvement in TMC.

Furthermore reports from the European Commission (Sørensen & Torfing, 2016) indicate that considerable obstacles to public innovation come from lack of management support, staff resistance and the presence of a risk-averse culture in the public sector and governance (Sørensen & Torfing, 2016). This is a sentiment that echoed in a study on the effects of management style on organizational change, performed on 351 subjects, from two Danish organisations, two separate times (Thøgersen, et al. 2020). The study found evidence of both direct and indirect effects of management on an organization's ability to evolve and innovate (HTK, 2020).

Interviews conducted with the center manager of TMC Lars Christensen and plan and building manager Poul Hvidberg-Hansen as part of the autoethnographic diary study reflected this risk-adversity, and staff resistance towards the practice of any actual change (Barfod & Petersen, 2019). These insights indicate that managers might possess at least some responsibility for the current lack of citizen inclusion. It also affirms the belief that the problem is not only a lack of knowledge on facilitating citizen inclusion, but also an aversion to practicing unfamiliar methods and approaches. Alternatively it might constitute an aversion to organizational change in general, since any change will present an initial challenge, regardless of possible benefits. This might also explain why the perspective on urban design held by TMC still

resembles a tool for economic growth, instead of the more modern interpretation as a possible source of social and political benefits (Gospodini, 2002).

Since this belief was built on the autoethnographic diary study performed while working on a case for the specific town of Hedehusene, it was deemed important to confirm that our experience and understanding of what constitutes citizen involvement in urban development projects did not only reflect projects in Hedehusene, but rather that they accurately reflected the context of the general urban development process of the whole municipality. To achieve this reassurance the thesis was initiated with preparatory research (This is service design doing, 2020). This is service design doing (2020) defines preparatory research as a research method for digging deeper into the client's perspective. The aim of preparatory research can be to learn about an industry, an organization, competitors, similar products, goods, services, or comparable experiences. This can be achieved through workshops with managers, as a collaborative semi-structured approach to acquiring insights (This is service design doing, 2020). The Managers of TMC were therefore invited to participate in a digital workshop where the thesis group and the managers could collaborate and elaborate on the process of urban development projects, and what constitutes citizen involvement from their perspective.

Digital Workshop

Together with the center manager of TMC and the plan and building manager, a digital workshop was planned and conducted, wherein the two managers deconstructed and mapped out their process for an urban development project from start to finish. The workshop was conducted with the online tool of Miro <https://miro.com>, which allows participants to create and edit the same "boards" simultaneously.

These boards can be made up of a large variety of elements, and Miro is therefore a flexible tool to fit many types of collaborative workshops. Throughout the workshop communication was done via [Microsoft Teams](#), because this was the standard used by the municipality, and thus made for the easiest method of communication and asking in-depth questions. This workshop utilized Miro to create a template for a deconstruction of the process for an urban development project. The template was both inspired by customer journeys (Stickdorn & Schneider, 2011), and Service Blueprints (Stickdorn & Schneider, 2011), but was simplified for the benefit of the participants, to ensure that it was easy to comprehend and navigate. During the workshop, the participants mapped out each task involved in the urban development process, as well as the owner of that task, the goal of that task, the internal and external partners involved in that task and when the citizens were involved in the process. They were also asked to vocally reflect on their perception of the overall quality and their satisfaction with each task involved in the process, as it currently exists. They were asked to rate it on a numerical scale from 0 (lowest) to 10 (highest), as an indicator of satisfaction. They both faithfully gave their process 10 out of 10 for every single task. This indicates that there might be a lack of critical self-assessment within TMC, and thus motivation to initiate organisational change. One of the few benefits of not performing democratic innovation is the ability to avoid criticism and for TMC to be afforded the ability to perceive themselves as perfect.

The board mapped out which internal and external actors were involved in each part of the process. This deconstruction clarified which point in the process involved the citizens, which the participants elaborated on in depth through conversation during the workshop.

The completed board along with the workshop dialog revealed which tasks involved internal actors, along with who and when,

while it also likewise revealed external collaborations, which is what TMC considered citizen involvement as. The first task was "identifying stakeholder, and important political and non-political considerations", which involves various consultants from relevant fields of study that HTK don't possess. Another task was "forming a local-plan", which involves both engineer consultants and landscaping architects. The next task involving external partners was "involvement of substantial stakeholders from the local community", which involves a development team working with residential specialists and experts of the subject area. This is the segment of the process that contains the recruitment of citizen representatives for anticipated vocal groups, which are then given a role of experts, which is what TMC constitutes as citizen involvement. While this process might fall under the broad umbrella term of co-creation, it does not constitute democratic innovation, since citizens are not afforded a voice, and are not the driving force of the process. The following task is "processing interests and developing a final concept" which also involves specialists and experts of the subject area as well as local spokesmen. It involves taking the feedback and insights from recruited citizen representatives into consideration regarding the concept development. The last task involving external stakeholders is that of "Final approval of the urban development project", which involves the press, citizens and possibly any overlooked interested parties. It is simultaneously the reveal of the project, furthermore it is an observation of the reaction from various sources including the general population. During this task TCM is expecting any overlooked groups of citizens to vocalize their dismay, and thus lead TMC to locating any missing sensitive areas of a project. An important note here is that TMC might enable feedback here, but their hope is to get as little as possible, with the goal of avoiding the need for changes and iterations.

When it comes to urban development projects the citizens of HTK are the most common users of the end result. Workshop dialog

with TMC managers indicated that the opinions and adaptation of the citizens is frequently what determines if a development project is a successful or not, in the long run. Which completely contradicts their citizen inclusion process, at least seen from a designers viewpoint. TMC currently lacks anything a designer would consider structured or strategic methodology and approach of locating and including them in their development process (Barfod & Petersen, 2019). Performing the previously described task of what TMC considered citizen involvement, is

performed through frameless meetings with unstructured dialog based brainstorming. This was meant to explore how the managers, who function as decision makers on urban design, view the process. It should be noted that both managers were given notice far in advance that the workshop would involve them expounding on the urban development process. Having given the managers time to prepare, meant that this deconstruction might reflect a hightent understanding of the process and will at the least reflect their average understanding of the process. The deconstructed process can be seen in Figure 2.

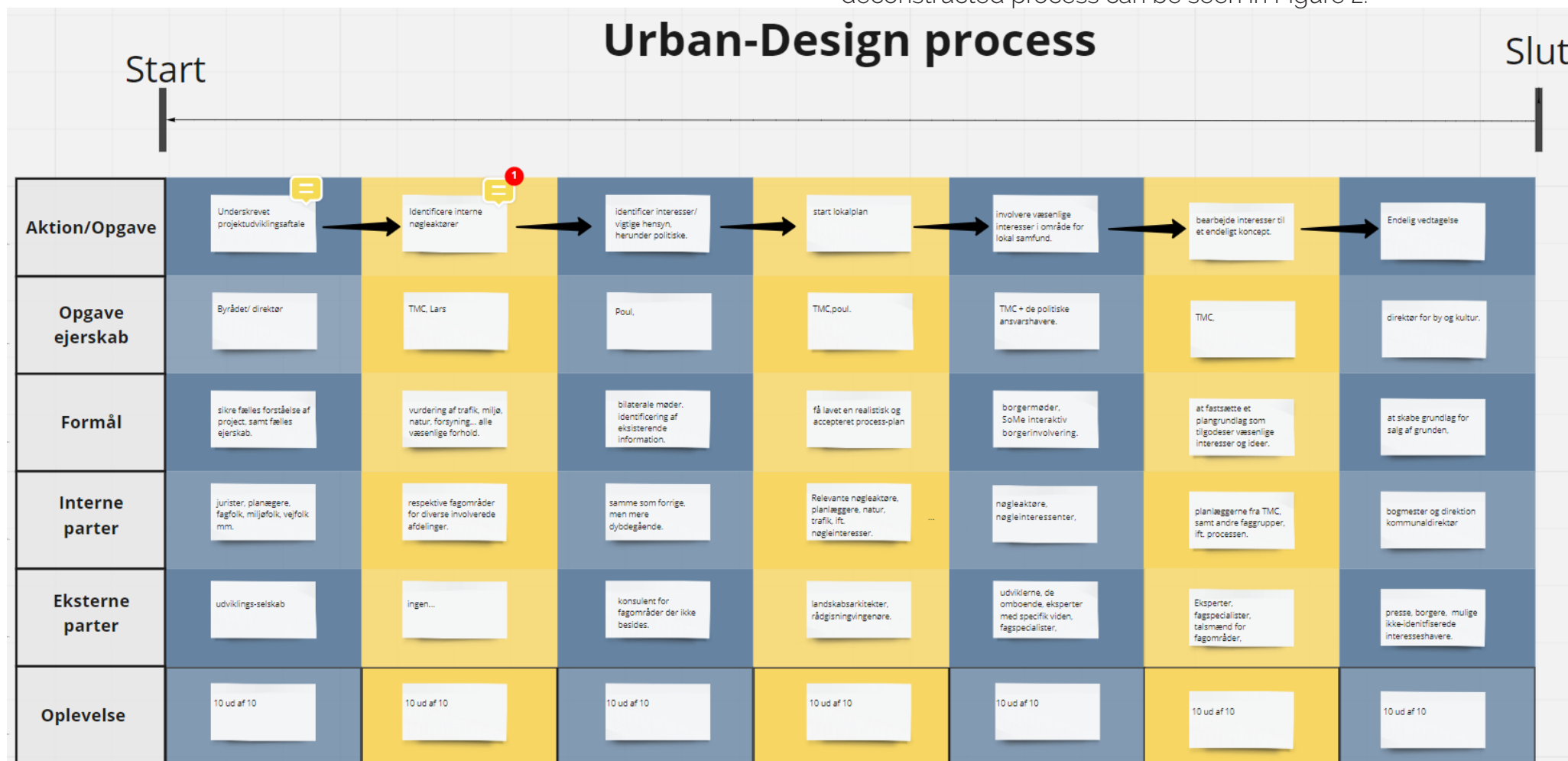


Figure 2: Lars' and Pouls deconstruction of TMC current urban design process.

According to plan and building manager Poul Hvidberg-Hansen, open-call citizen involvement is very rarely used to judge, guide or test the concepts or designs of urban development projects. Mainly because that approach, while appropriate under other HTK departments, would make it impossible to understand which viewpoints are being represented by each citizen involved, and because often random citizens will only involve themselves entirely to push their own agendas, instead of what is better for the community as a whole. Poul therefore does not consider it a constructive approach, despite the possibility that the problem is less about problematic citizens, and more about poorly facilitated inclusion.

Frustrated citizens were encountered as part of acting as municipality representatives and interacting with the local population, when performing research such as the service safari (Barfod & Petersen, 2019) and staging a workshop (Barfod & Petersen, 2019) in a public setting. Citizens repeatedly demonstrated outbursts of opinions on subjects that they did not appear to have any in-depth knowledge on, nor were they interested in having a discussion on these subjects and merely wanted to vent their frustrations. Inversely the group also experienced citizens claiming to have no opinions on a subject, but then through framing the dialog during staging as a loose conversation rather than an inquiry, that same citizens had insights to share anyway. The group acknowledges plan and building manager Poul Hvidberg-Hansen's perspective on the constructiveness of open call citizen involvement, as it makes it difficult if not impossible to know the mind-set, perspectives, experience or competences of the participant's. This lack of context damages the validity and reliability of participant involvement. According to Metzger, (2013) understanding and acknowledging the participants background and viewpoint is of vital importance, and is referred to as knowing the stake or placing the stake that makes them a stakeholder in that particular project.

In participatory design, the designer must be able to provide stake or know the stake of involved stakeholders, in order to analyse and derive meaning from not only the individual stakeholders statements, but also from their interactions with other stakeholders (Metzger, 2013). The surface level dialog taking place at open-call citizen meetings with the municipality thus loses its reliability and most of its value, without knowledge of the stake of the citizens participating, which makes open-calls unreliable as a method for citizen inclusion.

TMC lacks methodology for locating which citizens to include and stakeholderise them, but TMC also lacks methodology for how to facilitate their inclusion in urban development projects. The current approach consists of individual meetings and expert interviews between recruited citizens and TMC employees and/or managers. This tendency can be located repeatedly amongst the literature. According to a Danish case analysing collaborative innovation for urban settings (Sørensen & Torfing, 2016), It was found that municipalities ability and willingness to empower the citizens involved in collaboration was of crucial importance to the process, if the goal was for the involvement of citizens in the development process and to bring about any form of value creation. It was however common for local government actors to be uncomfortable sharing their power, agency and decision making with citizens. Citizens would not equally share the responsibility, and municipalities would thus, from their perspective, be positioning themselves at greater risk, as an organization, compared to the traditional top down design process (Sørensen & Torfing, 2016). Being focused on the risk, TMC is thus not incentivised to perform urban design that involves citizens or facilitates democratic innovation.

2.3.2 Perspective 2: The Citizen

This perspective will explore what constitutes citizen involvement in relation to the process of urban development, from the citizens point of view. The goal of exploring this perspective is to emphasize with the citizens, to understand their mindset, their frustrations, goals and general expectations when it comes to getting involved in local public governance affairs. The aim is also to enable reflection on this perspective in comparison to both the municipalities perspective and the upcoming designers perspective, which both contain opinions on the citizens and their inclusion. This perspective will both investigate the local citizens of HTK, but will also be comparing them to the general citizen perspective represented in literature and recent local debates. We will also explore our own subjective experiences as citizens of HTK.

During the research conducted during the internship at TMC, many observations and insights were acquired from the citizens of Hedehusene, through several different methods (Barfod & Petersen, 2019).

The citizens were approached three different times. First through a service safari (Stickdorn & Schneider, 2011), secondly through a short survey, and thirdly through mobilizing them through a public staging of a workshop inspired by the navigational approach (Munthe-Kaas & Hoffmann, 2017), (Barfod & Petersen, 2019). Through these interactions, citizens expressed genuine intrigue at the idea of being approached to have their voices heard, but this also showcased how foreign the concept of being involved was to them (Barfod & Petersen, 2019). These interactions made enough impact on some citizens that they recognized us several months after, during a separate project. It was made clear by some citizens, during the staging of a workshop, that some citizens only chose to participate because they were intrigued by

the format of the staging of the workshop, even though they would not normally have shown interest in participating in TMC's projects. This might indicate that an amount of gamification or creativity might assist in mobilizing the less interested or more guarded citizens during other TMC projects. The staging workshop also clearly showcased that most citizens have opinions and thoughts on urban development, especially when it is in close proximity to them, but many need the exploration of their opinion facilitated, in order to discover and express it. While these insights are interesting they left a lot of the citizen perspective unexplored.

Both of the designers behind this thesis are citizens of HTK and as such possess personal experience of the citizen perspective. One designer has lived in HTK for their entire life, and can therefore provide the perspective of a well rooted citizen. The other designer has lived there for 5 years and can provide the perspective of a relative newcomer to HTK. Up until the internship, citizen involvement never had a presence in our experience as citizens, and urban development was something that took place in the background of everyday life. The urban space gives a very weak sense of ownership, and meeting places or similar spaces that are comfortable to inhabit are very rare. This makes navigation around the municipality very goal-oriented. The majority of the time you are either on your way to or from a specific destination. As citizens we never got the impression that our preferences and experiences were of relevance, and assumed that whatever reason guided the direction of urban development, was probably too complex for us to comprehend. Due to this being our own subjective experience, it is also relevant to investigate the subjective experience of other citizens, in order to obtain a more diverse representation. This is also relevant in order to combat our bias, and to see if our experience correlates with the common citizen's.

Interviews: Citizens

In order to further explore the citizen perspective, the thesis has included a series of semi-structured interviews (Bjørner, 2015) with randomly approached citizens. To get an idea of the general views on HTK, urban development, and the citizens role, from the citizen perspective. These interviews were semi-structured and consisted of prepared open ended questions, designed to guide the flow of the conversations over the three topics, while allowing the interviewer to explore further by adding follow-up questions, when it appears appropriate to the situation, and might lead to further insights. During the pandemic interviewing was difficult, but emphasis was put on social distancing guidelines and respecting participant personal space.

A dozen citizens were interviewed, across a broad range of ages, ranging between 19-76 years, and a broad amount of years lived in the municipality, ranging between 4-52 years. The interviews can be found in appendix 1. The interviews revealed that citizens appear very neutral towards HTK and their urban development activities. They generally didn't consider HTK particularly good nor bad at urban development. When investigating the level of knowledge citizens possessed about urban development, every citizen could name at least one urban development project that they were aware of, however several of the interviewed citizens initially expressed uncertainty on what exactly constituted an urban development project. Awareness of these projects were reported to come from social media, local newspapers and news-sites, word of mouth or personally noticing the presence of urban development while navigating HTK. Only one of the interviewed citizens had previously taken part in an urban development project, in relation to him once being a store owner on the main street of Taastrup. His role resembled that of typical stakeholders more than it resembles that of a citizen however. From the citizens point of view, citizen involvement in urban

development was generally a foreign concept, which is not surprising, considering TMC already confirmed during the internship that they don't utilize the citizens in the current process. The amount of interest that citizens had in getting involved in general was surprisingly low. Citizens expressed that proximity to the urban development projects were of big importance to their interest in participation, or in other word, the more that either the problems or it's solution impacted them personally, the more interest they had in getting involved. The level of ownership over the urban space reported during these interviews were very low, which might be correlated to the importance of development proximity for their interests.

It appears in general as if citizen engagement is more reactive than active, and that citizens might be viewing urban development as problem solving, rather than a constant ongoing evolution of the public space. The interviews indicated that citizens view their current role as problem locators, since they are the ones inhabiting the space, but they don't view the process of developing a solution as "their job/responsibility". Though the interviews citizens also consistently expressed uncertainty on how to go about involving themselves in the process, should they wish to. Citizens generally consider it the municipality's prerogative to initiate and facilitate citizen involvement. Lastly, during the interviews, citizens unanimously considered citizen involvement as an important element and as something that needs to be facilitated, regardless of their own interest or disinterest in getting involved.

Debates

During the investigation of the citizen perspective, it was insightful to explore both the national and local debates amongst citizens from 2020, in order to see which topics are currently trending. These articles are far from academic, but were chosen because they might more accurately reflect the perspective of htk citizens, than any academic text would, due to information coming directly from the citizens.

Debate-posts published on Byrummonitor were found to be debating the passive audience role that they feel citizens are given by municipalities that utilize public town meetings as the main method for communicating with their inhabitants (Boye, 2020), (Svendsen & Jensen, 2020). In one debate, the town meetings are criticised and calling it a simple theatrical performance that clearly divides the room into a passive citizen audience, and a municipal-representative in the spotlight and controlling the show. It is also criticized for building up a knowledge barriers between citizens and municipal-representatives, throwing around unexplained terminology, and by never attempting to facilitate that participants are invited, in a strategic or context aware way, and based on who is impacted by or relevant to the topics that are up for discussion. It might be less democratic, but citizen inclusion should be about value creation through insight, it should not be about the municipality gaining social or political currency (Boye, 2020).

In response to this, a separate debate was published by Svendsen & Jensen, (2020), in relation to citizen involvement for urban development projects. It argues that citizen involvement does not equate to simply asking citizens what they want. From an anthropologist background, It is argued that it is necessary to strategically utilize a human centered approach early in the development process, and that municipalities should feel

obligated to build a fundamental understanding before they start planning. The debate-post concludes by saying that municipalities need to take their citizens seriously, not just literally. They need to respect the citizens expertise, and not simply ask citizens what they want directly. The citizen is an expert in the experience of the environment they inhabit, not in problem solving or urban development. The post voices an expectation directly at the municipality, asking them to consider "why" they include citizens before they ask "how" (Svendsen & Jensen, 2020).

Based on these recent debates surrounding public sector citizen inclusion, it appears that the citizen perspective constitutes an awareness and frustration over the out-dated methodology utilized by danish municipalities. It echoes the municipality perspective by bringing to attention the barrier of knowledge that inhibits interaction between citizens and municipality. It also depicts a citizen perspective where citizen expectations are growing alongside their willingness to offer their time in exchange for proper utilization of that time.

Exploring debates local to HTK through the local newspapers website <https://sn.dk/taastrup>, led to the discovery of many citizens voicing frustrations about HTK's and TMC's approach to urban development, despite only looking at posts published within the last few months. One article focuses on frustrations with the seeming lack of strategy between the demolition and construction of housing, and how it negatively impacts many of the largest segments of the municipality's inhabitants (Hjuler, 2020). Another debate-post voices frustrations over placement of a playground in an area that locals consider unsafe and regularly inhabited by addicts (Abid, 2020). A third debate discusses the hazardous and unsafe conditions of a newly built road around central Høje Taastrup (Dzougov, 2020). A fourth debate-post discusses frustrations over the systematic prioritisation of new development projects over renovation and regeneration projects

for the existing urban space. The debate then transitions to frustration with the inconsistency between the municipality's actions and their arguments for going against the preferences voiced by the citizens (Lemmé, 2020).

These local debates all share the common theme of citizens not feeling that the municipality is showcasing adequate awareness of the citizens wants and needs. These posts could be indicating a local trend of citizen awareness of urban development. It might also be an indication that citizen expectations are growing, and that the outdated methodology and lack of transparency provided by HTK, needs to be addressed. The observation that so many frustrations are voiced through the local newspaper might also be an indication that citizens are lacking a proper channel through which to reach the municipality. Alternatively it might mean that the existing channels don't facilitate this communication sufficiently. According to Tortzen (2020), her experience was similar to that of this perspective that citizens were not satisfied with the communication channel provided by local public governance organisation. Citizens express that existing channels of communication felt like they were intended to give the illusion of influence rather than actually allowing for engagement.

Interactions

We investigated from the citizens' perspective what methods of contacting HTK's department of TMC, should they wish to involve themselves on their own initiative. This revealed that through the municipalities official website, it is possible to contact them during work hours through email or phone call. This will get you into contact with the support team and not with any managers or project leaders that can assist with citizen involvement. Citizens can also contact the municipality through social media, but this form of interaction is very informal and public, and has no guarantee that messages will even be read. For specific projects they will sometimes add a separate contact email, through which citizens are allowed to provide remarks on the project (Høje Taastrup Kommune, 2020). In other cases the municipality will announce urban development plans, but only after final decisions have already been made, and in this case the only means of contact that the municipality provides, is in the form of a link to a complaint formula that the citizens can fill out (Høje Taastrup Kommune, 2020). It is not surprising that citizens are frustrated. Not only is their input not sought out, but is also simultaneously preemptively applied with negative connotations by HTK. From the citizens perspective it could be perceived that not only are their input and experiences not needed, they are also not wanted.

The general perspective on citizen inclusion in urban development of TMC appears to be a mix of negative and apathetic. Some citizens express that they are frustrated over the state of urban development and the lack of engaging citizen involvement. Other citizens expressed that they lack a reason to care about getting involved in a city, since they feel no ownership for the spaces they inhabit.

2.3.3 Perspective 3: The Designer

This section will explore the context of citizen involvement in TMC's urban development process, from the perspective of a designer, in an attempt to answer the first part of the research question. This perspective will focus on observations made as designers at HTK, while utilizing secondary research (This is service design doing, 2020) of literature, to support, compare or add context to the designers perspective, alongside expert interview with designer Peter Munthe-Kaas (Appendix 2).

Renowned author, and leader of Danish Design Center Christian Bason, remark in his book on "Leading public design" (Bason, 2017) how the meeting of the world of design and the institutional and governance context of public organisations, can be depicted by a metaphor of two great waves crashing against one another, causing unpredictable ripples (Bason, 2017). Admittedly this is dramatic, but also affirms the experiences had by the group during the internship (Barfod & Petersen, 2019), as they immersed themselves into the world of public governance at the beginning of the autoethnographic research period. According to Christian Bason (2017), despite both designers and public sector organisations both praising innovation and change, they possess very different appetites for it. This leads to relationships full of frustrations when it comes to managing expectations (Bason, 2017).

Bason (2017) describes from the perspective of the designer the goals of inserting themselves into the environment of public sector organisations. The goal are:

- To achieve a deeper and more nuanced understanding of problems and opportunities from a human perspective.
- To achieve the creation of tried and tested solutions, service

- To improve or rethink organisation and governance models.
- To increase ownership of new ideas and of organizational change inside and outside the organization. (Bason, 2017)

According to Bason (2017), often mentioned benefits of achieving these design goals within public sector organisations consist of:

- A better service experience for end-users, such as citizens or businesses.
- Increased productivity in public service production.
- Better outcomes for citizens and businesses.
- Enhanced democratic participation, openness and transparency.
- Empowerment of organisations to practice a more effective and precise innovation process. (Bason, 2017)

This thesis has observed the urban planning process of TMC with the expectation of finding an organization that focused on remaining relatively stable, with predictable routines and practices, that values the rule of law, the operating principles of regulation, financial and budgetary demands and following the roles and norms of professional public administration. While this was fundamentally what was observed, it was surprising to find a great gap between the values that the managers would preach for political reason, and what values they would practice and express through actions. While center manager Lars Christensen would preach values such as innovation and following good administrative customs, it appears from the perspective of the designer to be driven by a political agenda. In reality, the observed practiced values of TMC, appeared to, above all, be to mediate risk, according to the autoethnographic study (Barfod & Petersen, 2019).

A study surrounding citizen involvement with the local government located in Paris, France, concluded that public sector organizations showcase great difficulties in sharing power over a project with involved citizens. This was expressed using a scale with 6 levels of participation, ranging from low participation to very participatory (Gardesse, 2014). The levels proceed from low to high as follows: Information, Dialog, Consultation, participation, Co-production, Co-decision as shown in figure 3. According to Gardesse (2014) the citizens level of participation that they studied, would fluctuate between the Information and Dialog level, and occasionally almost achieve the consultation level, but failed due to the municipalitie's inability to allow citizens any initiative during dialogs related to urban development projects and urban planning.

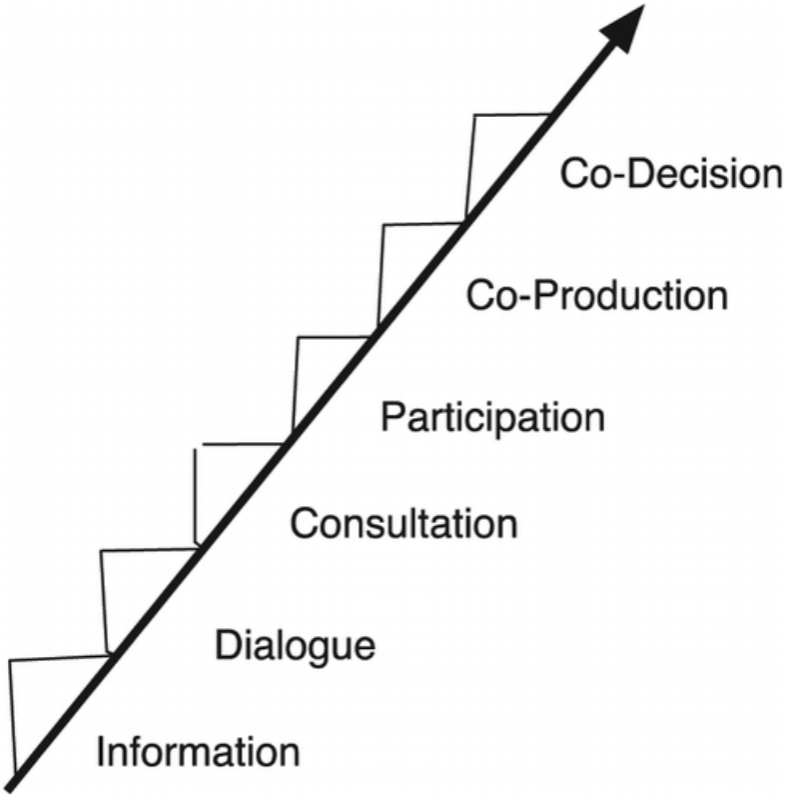


Figure 3: The citizens level of participation (Gardesse, 2014)

Danish author Christian Bason presents a similar framework called "The ladder of citizen involvement in decision making" (Bason 2017) , however, his representation only consists of three distinct levels with less nuance in between.

| Level | Role of citizen |
|--|------------------------------|
| Citizen control Delegated power | Decision making by citizen |
| Placation Consultation Informing | Decision making with citizen |
| Therapy Manipulation | Decision making for citizen |

Basons model: Figure 4: "The ladder of citizen involvement in decision making" (Bason 2017)

The first level consists of "Therapy, Manipulation", and involves public governance making decisions and designing for the citizens. This treats the citizen as a recipient of the result of the design process, whose needs are studied and met based on the designers assessment of the situation. The second level consists of "Placation, Consultation, Informing", and constitutes a spectrum of involvement of actors, whether it be end-users, managers or staff, into the process of discovery and co-creation. The third level of involvement consists of "Citizen control, Delegated Power", and requires public governance surrender decision making power and to focus on facilitating the empowerment of citizens as designers.

During the months of collaboration with TMC, the group experienced first hand the struggles and frustrations that accompany an attempt to establish and facilitate citizen inclusion in a process with TMC. Managers at TMC struggled to understand the difference between designing with the citizens and designing for the citizens. As was expressed in the municipality perspective, they perform highly controlled and structured expert interviews, on specific chosen citizens, as their citizen inclusion, but at no

point are these citizens given initiative, or knowledge past that needed to answer the question.

The literature of Bason (2017) and Gardesse (2014) highlights that, from the perspective of the designer, defining and choosing the appropriate approach is just as important and must precede defining and choosing the appropriate tools and methods for including the citizens into the urban development process. In other words, proper urban design should supersede a focus on proper co-design methodology.

Interview: Peter Munthe-Kaas

During the exploration of the designers perspective on citizen involvement and the urban development process within the public sector, a semi-structured interview (Bjørner, 2015) was conducted with a researcher within the field of urban development design and development of new practices within the field of public sector collaboration Peter Munthe-Kaas (Appendix 2). He possesses a Post-doc from Aalborg University and has spent the last 10 years working with action research and action learning within the realm of public innovation and experimental urban development.

The goals of the interview was to get the perspective of Peter Muthe-Kaas as a designer, on the current context surrounding the urban development process in public governance. His experience, and perspective would allow for a more nuanced reflection on HTKs process, in particular through comparison with the experience of working with other Danish municipalities. During this interview he elaborated on some of his previous experiences with public sector collaboration, and urban development in particular. He expressed that design practices are clearly and thoroughly documented and presented in order to

accommodate judgement and evaluation, but that public governance might not necessarily prefer evaluation, because it enables criticism, which from a political perspective is best avoided. Hence this explains the bureaucratic nature of public governance, for whom It does not come naturally to distribute power or knowledge, since they benefit politically from the lack of transparency (Appendix 2).

Munthe-Kaas' perspective as a designer is that they thrive on a lack of transparency, as it makes it easier to evade criticism and avoid questioning, that might lead to political backlash. Whether or not this is the case, TMC has also showcased difficulties with surrendering any significant degree of power or influence to other stakeholders during urban development projects, indicated by the map of activities developed during the digital workshop with TMC managers during the preparatory research (Figure 2). Munthe-Kaas also shared an anecdote from his past experience with public sector urban development, wherein a manager had been challenged to visit the actual location for a development project and discuss it with the citizens. The anecdote's point was that the manager had expressed great discomfort while engaging with citizens, since they often appeared to have a much greater understanding of the situation than himself, leading him to feel that his authority was greatly compromised and diminished. This once again indicates a politification of the process resulting in a much higher concern for how a process reflects on people in charge, than there is for validity of the processes or quality of the result.

Secondary research indicates that the clashing of methodological approaches between designers and public governance, is not only an issue in general, but also in particular for designers attempting to introduce a desing approach into the urban planning process (Gardesse, 2014). According to Gardesse (2014) previous attempts to introduce design approaches into the urban planning

process, revealed certain obstacles. During the practice of participatory design, the use of methods were not uniform, and the use of individual methods of citizen involvement would be utilized very inconsistent in practice. Among the fluctuating variables of the citizen involvement were timeframes, the actors involved, the procedures used, the issues, as well as the level of participation expected by different actors (Gardesse, 2014). While such variations are not inherently bad for the process, this study concluded them to be the result of negligent articulation and documentation of goals and expectations (Gardesse, 2014). In other words, the lack of transparency within the process of public sector organisation is so great that it even prevents themselves from following a consistent or coherent process.

During the collaboration with TMC this lack of transparency on consistency was reflected through our struggle to clearly manage or comprehend expectation. One example would be the task of a stakeholder analysis, despite the manager not knowing what it was, and upon request of previous analysis as a framework, could not provide any. The task had been presented with no expectations of what it would entail, and with members of each sub-department in TMC expressing different and inconsistent expectations of its contents. As designers we struggled, because without any clear expectations from the manager on it's intended use or any previous analysis to frame the report around, future readers of the analysis will struggle to compare the past results to current ones.

This could be an indication that the practices of public governance representatives of urban development projects, necessitates a more structured and facilitated approach, that allows for fewer variables, and possess better articulated alignment of expectations, for both the participants and the public governance representatives who are controlling the process.

Besides the general need for more thorough articulation and practice of methodology within the public sector, from the designers perspective, this thesis also aimed to explore the benefits of citizen inclusion within the process of urban development.

According to a danish study containing a macro-level dataset based on a survey for public sector managers with a high response rate equivalent to one in six public workplaces in Denmark, a correlation was found between active innovation, frequency of reported citizen involvement and perceived public value creation (Thøgersen, et al. 2020). In other words, actively attempting to innovate based on motivation to experiment with, in this case, introducing new channels of communication with the public, increased both process efficiency, quality of the service delivered and citizen involvement. Furthermore this study found that attempting to actively innovate, but with motivations based on financial or economical reasons, would also result in a more efficient process. However, this innovation was also reported to lead to lower quality of the service delivered, lower employee satisfaction, and less citizen involvement. This quantitative study could therefore indicate that innovation with the goal of increasing citizen involvement and the overall quality of the service delivered, requires financial resources. It could also indicate that increased citizen involvement is not a result of innovation itself, but a result of attempting to improve quality of the service delivered, or inversely that the increased quality of the service delivered might be the result of increased citizen involvement. As is typical for data driven studies, this dataset provided insights on what is occurring, but much less insights on why it might be occurring.

When investigating why citizen involvement might lead to increased quality of the service delivered for urban place making, a study by (Frantzeskaki, et al. 2017) had provided interesting insights from analysing systems of theoretical/

conceptual constructs and governance approaches of transitions theory across geographical contexts. The study was performed across several “mega-cities”, such as New York and Tokyo, as well as several medium sized cities, such as Copenhagen and Portland. This study found regarding urban place making activities, such as urban development projects, that mutual engagement of local authorities, such as municipalities, together with local businesses or citizens had great influence on the ability to understand the urban context, related perspectives and socio-technical transformation potential, regardless of city size. Among the conclusions from this analysis was that these understandings hold great value to urban place making processes, due to the fundamental complexity and variety of urban spaces, as well as that of the population who inhabit these spaces. According to Frantzeskaki, et al. (2017) the understanding of the urban space and inhabitant contexts, derived from citizen involvement, can inform decision making, and thus lead to context aware urban place making which in turn leads to increased quality of the service delivered. However similarly to Christian Bason in his book, *Leading public innovation* (Bason, 2017) and the French participatory study (Gardesse, 2014), Frantzeskaki, et al. (2017) claims that a requirement for this citizen involvement is civil society empowerment, a.k.a. empowerment of citizens, as reconfigured urban governance. This involves local public governance providing spaces for citizens for free expressions, and enabling citizens to articulate social needs, through development of social competences and soft skills through support and direct interaction with local governance and that this support is adjusted as these competences mature. In other words, citizens need to be empowered to overcome the barrier of knowledge that enables them to get involved, and as the citizens' competences grow, so should the empowerment and involvement adapt and change to account for their improved ability to understand and engage with the process. This notion bears similarities to the insights from the autoethnographic study

performed at TMC (Barfod & Petersen, 2019), where TMC voiced frustration over citizens' lack of knowledge and understanding of urban development during their involvement to be beneficial enough to be worth performing. However as mentioned by Thøgersen, et al. (2020) the benefits of citizen involvement might be difficult to achieve, if the process is driven by economic goals, since the benefits of citizen involvement for the TMC won't be of a financial nature. According to Frantzeskaki, et al. (2017) the benefit that it provides the municipality, is in development of social and political capital, which should interest TMC, since TMC processes, as mentioned in the municipality's perspective, appear to be very aware and influenced by political nuances of public governance.

2.4 INSIGHTS & DISCUSSION

This segment will discuss the insights found as part of the discovery phase of this thesis. Through positioning, this thesis has explored what constitutes citizen involvement in the urban development process of TMC from three different perspectives. This involves empathising with both the municipality and the citizens before approaching the context as designers. By leveraging these three perspectives, it enables an analysis of the differences and similarities between each of them. By taking a step back, and viewing the entire context, it can allow each perspective to add context to the others, which allows for theorising on possible correlations, connections and parallels within the context.

In an attempt to view the larger picture depicted by each of the three perspectives, a synthesis wall was formed (Service design tools, 2020). According to Servicedesigntools (2020) and This is service design doing (2020), The goal of a synthesis wall is to acquire a visual representation of collected insights, to allow for analysis and synthesis of insights, as a method of debriefing at the end of a research phase. It is performed by identifying and clustering the insights from the research. According to This is service design doing (2020), this is typically done through physically making a catalog of insights notes, and hanging the material on a wall or surface to allow for repositioning and clustering, to enable the analysis of different patterns and topics. In this thesis, the synthesis wall was performed digitally, on a computer, by leveraging the same process of cataloging, clustering and repositioning. Insights clusters were formed in accordance with sources and the three perspectives. A representation of the synthesis wall can be seen in figure 5.

The synthesis wall (This is service design doing, 2020), visualises the three distinct perspectives, and how exploring each perspective has to be approached differently. The perspective of the designer had to be derived from literature, and the exploration of experiences of designers in relation to public sector collaboration. The citizen perspective was derived through methods of empathizing, such as interviews and an exploration of local debate trends. The perspective of the municipality was constructed through collaboration with and immersion into the environment of TMC as representatives over a longer period of time, and through workshops aimed at exploring, mapping and discussing their current behaviour.

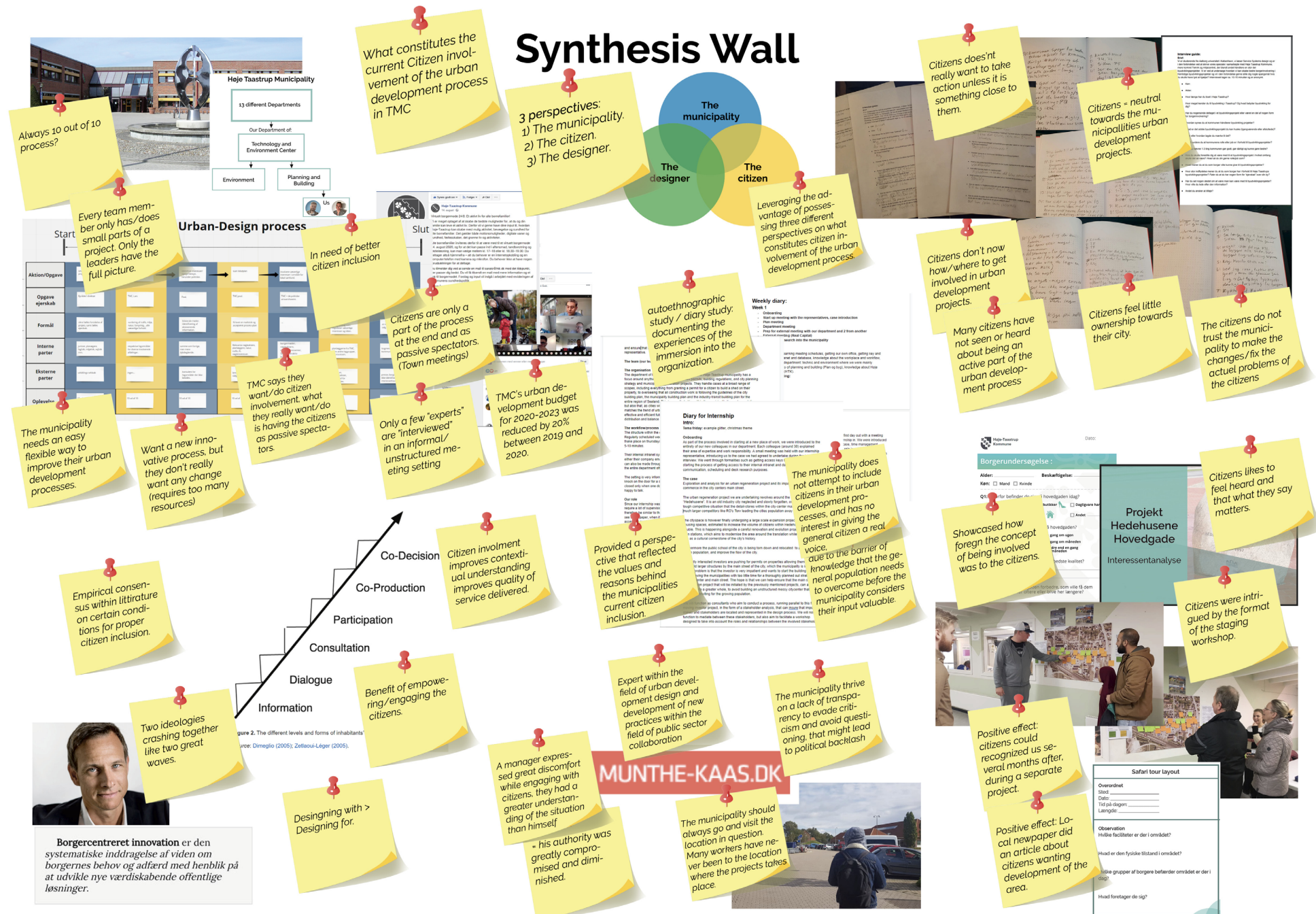


Figure 5: Synthesis wall over the insights from the 3 perspectives.

Both the citizen perspective and the municipality perspective had clear differences between what they say, and what they do. In order to analyse these divergences and differences, the method of empathy map was used. The empathy map is designed to identify inconsistencies in perception for a user or team, and functions by dividing knowledge into four categories: What is said, what is done, what is thought and what is felt. According to Service design tools (2020) the empathy map is most effective when analysing individuals. Sanders (2002) have a similar framework divided into Say, Do and Make, which they argue effective to use whenever dealing with tacit knowledge, being knowledge that cannot readily be expressed through words. We decided to apply empathy map framework from Service design tools (2020) on each of the three perspectives, in order to analyse and understand the tacit knowledge within each perspective.

The municipality

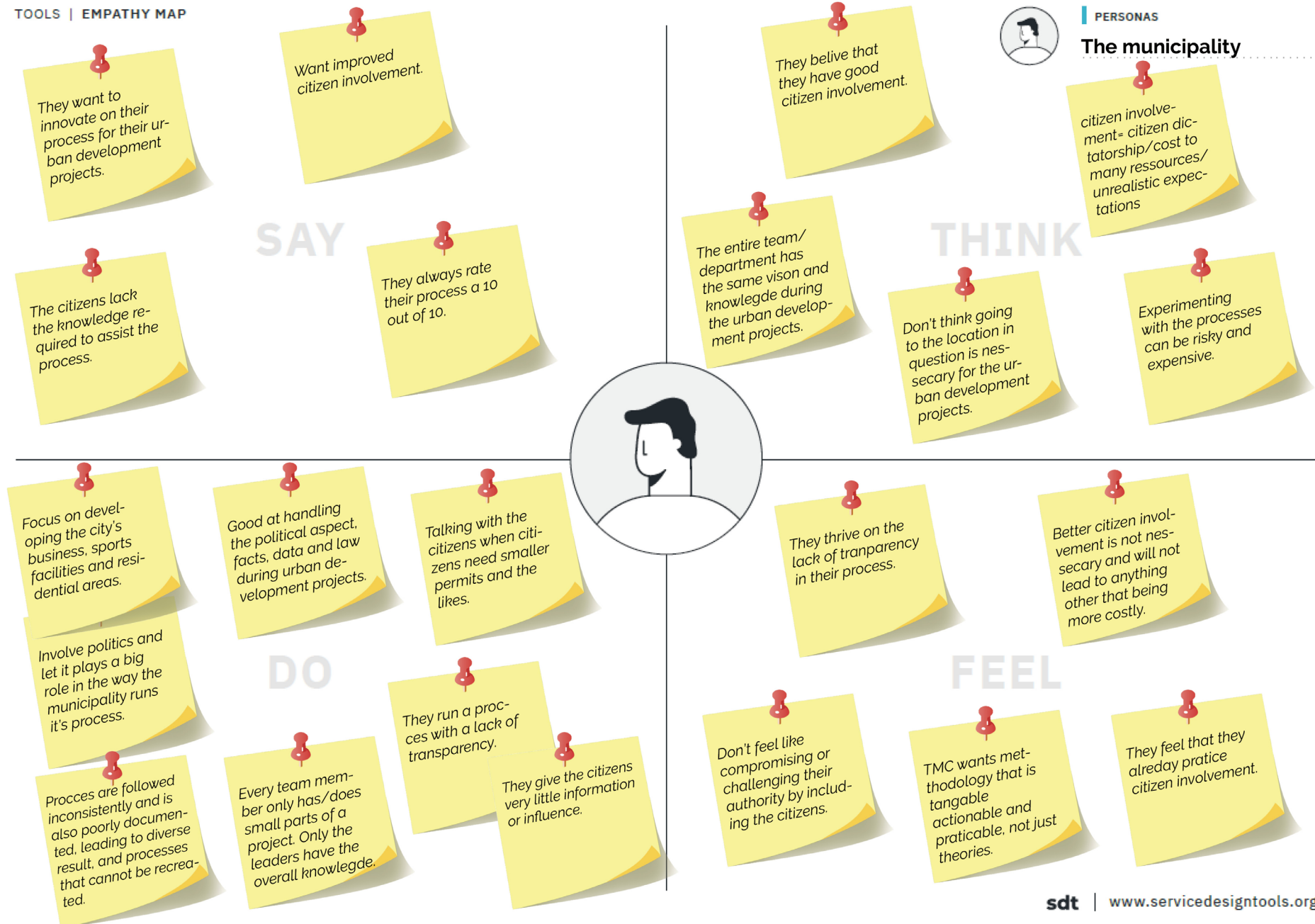


Figure 6: Empathy map of the municipality, created from the insights gained from municipality perspective.

The citizen

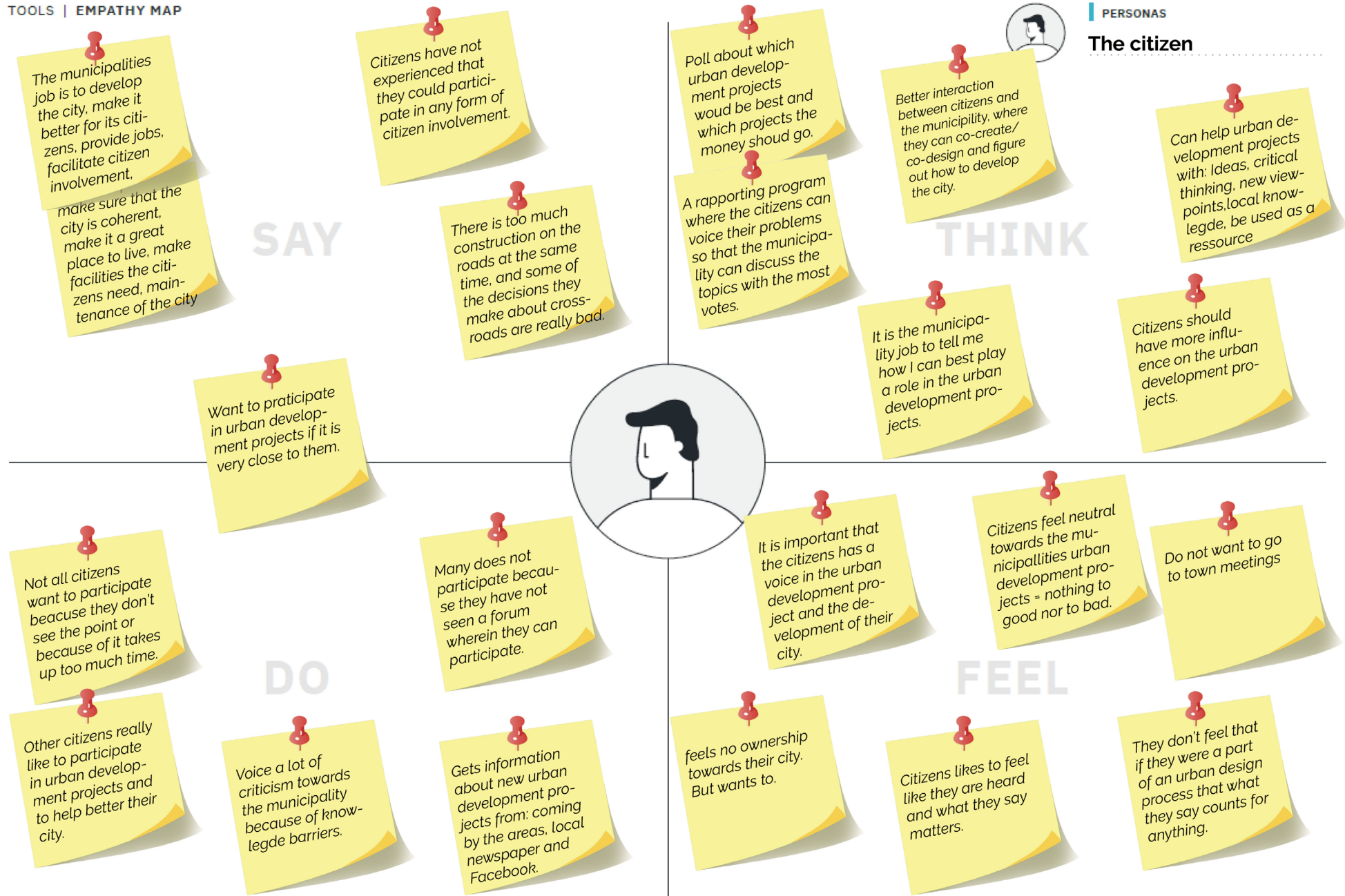
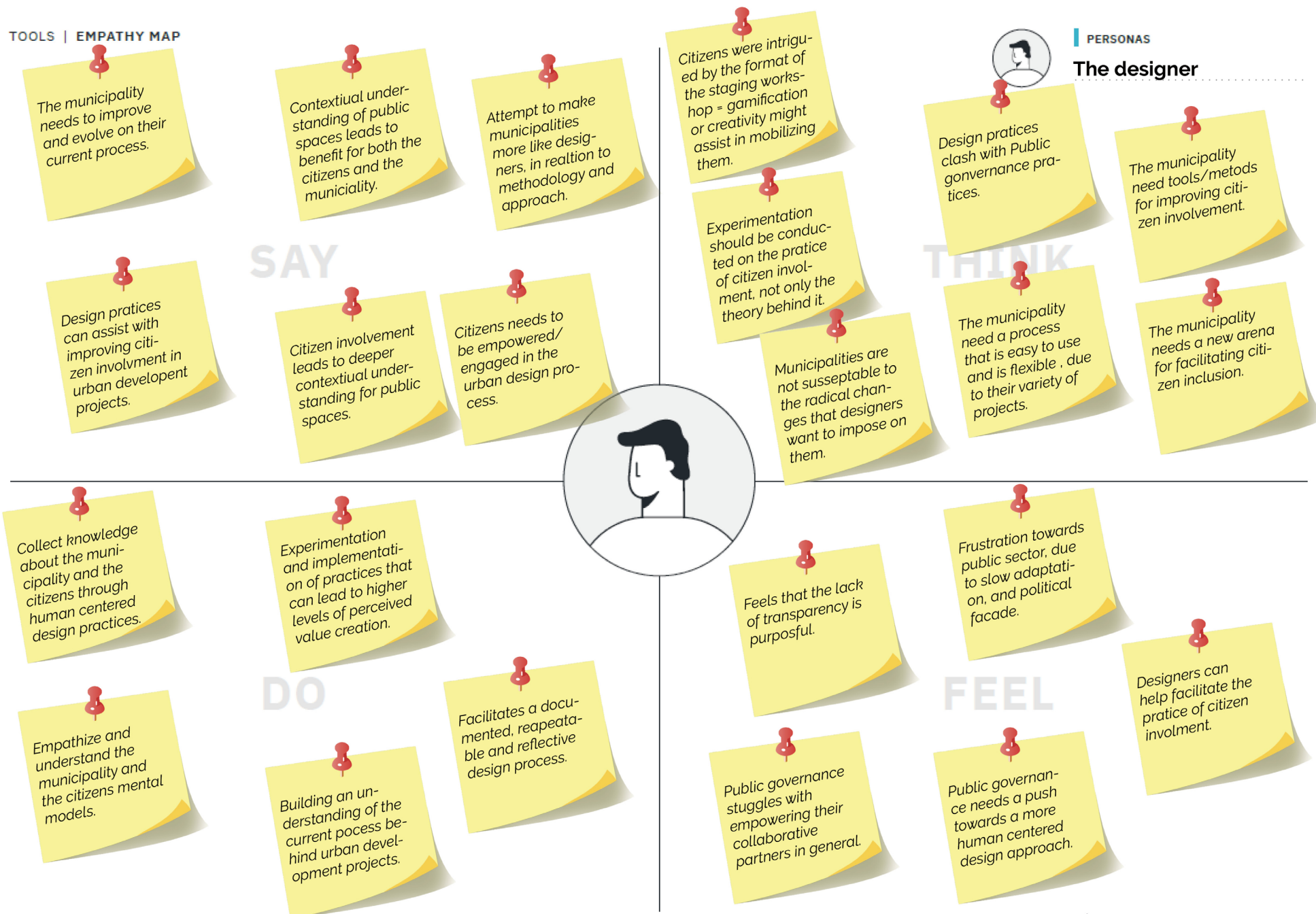


Figure 7: Empathy map of the citizen, created from the insights gained from citizen perspective.

TOOLS | EMPATHY MAP



PERSONAS

The designer

Figure 8: Empathy map of the designer, created from the insights gained from designer perspective.

According to the autoethnographic study, and the stakeholder analysis it was part of, TMC does not practice citizen inclusion, as it is defined by the design perspective (Barfod & Petersen, 2019), (Bason, 2017). According to the workshop with TMC managers, that deconstructed their current urban development process, TMC defines citizen inclusion as the selective inclusion of citizens to fit specific roles and perspectives, which TMC has deemed important for consideration in order to mediate risk of conflict or need for iterations. They consider their own urban development process to practically be completely satisfying, based on the ratings given to each phase of the process during the deconstruction.

Politics appear to influence the municipal process, and are deeply rooted into their motivations and practices. Their citizen inclusion reflects this, by its apparent basis on the goal of avoiding political backlash from mistakes or oversights, and not from an ambition to be innovative, despite what their officially stated missions claims (HTK, 2020). Bason (2017) describes this phenomenon as a difference in appetite for innovation when comparing the typical design ideology with the typical ideology of public governance (Bason, 2017). The political repercussions related to failing to produce the desired results, makes public governance a poor arena for experimentation, as it possesses negative political consequences that the field of design doesn't have to worry about, because failure from the designers perspective merely is a theoretical learning experience. It is therefore important for this thesis to acknowledge that the perspectives of public governance are different from that of a designer. Public governance isn't motivated by the pursuit of knowledge, or the typical financial motivations of the private sector, but TMC might be motivated by the social and political currency that can come from an inclusive process and improved results.

Citizen inclusion has been a subject of study for years, and is by

no means an emerging subject. Citizens were found to express a growing awareness of the urban spaces they inhabit, while also clearly indicating the need to be given a voice. This is not simply a need to be heard, but an expectation to be allowed a seat at the decision making table. While not all citizens are interested in actively getting involved in the urban development process, they still express an expectation that involvement should be possible. According to the designers perspective, citizen involvement is a mutually beneficial collaboration for both citizens and the municipality, in theory, but that including citizens according to design practices, can prove difficult to achieve for public governance due to several obstacles. A common theme across the three perspectives is that of the presence of a knowledge barrier that prevents citizens from getting involved in the urban development process, due to insufficient knowledge on the subject, and a lack of sources of this knowledge. The municipalities acknowledge and agree on this knowledge barriers existence, but view it as a reason and excuse not to attempt to include the citizens in their process, believing that the lack of knowledge makes the citizen insights lack validity and reliability.

TMC believes they can overcome this issue by involving citizens through recruitment of individual citizens and using them as experts and representatives of specific subjects or territories of interest. This approach is intended to mediate-risk and avoid political backlash as explained by Munthe-Kaas (Appendix 2). It achieves knowledge on specific subjects that TMC desires to investigate, but fails to achieve the benefits associated with actual citizen inclusion, found in the literature. It fails to empower citizens or enhance democratic participation, it fails to tap into the vast amount of contextual knowledge that citizens can provide, it fails to increase feelings of ownership and it fails to improve or rethink organisation and government models. A value proposition (Smith, et al. 2015) for the current urban development

process is designed around “pains” and “pain relievers”, instead of value creators as can be seen in figure 9, and clearly highlight how the risk-adverse nature of the current urban development process in TMC is skewed. TMC fails to tap into the gains and opportunities that we as designers see when looking at a value proposition with no real gain creator. This might once again affirm that the values on which TMC bases their urban design are not ideal for facilitating democratic innovation or even general co-creation.

Citizen inclusion is a well explored subject in design literature, and that further theoretical validation would be redundant, as designers the impression received from HTK was that they claim to be interested in innovating on their process, but is actually interested in the social and political currency related to being innovative, but they don't appear willing to undertake the risks and costs that accompanies innovating on their current process.

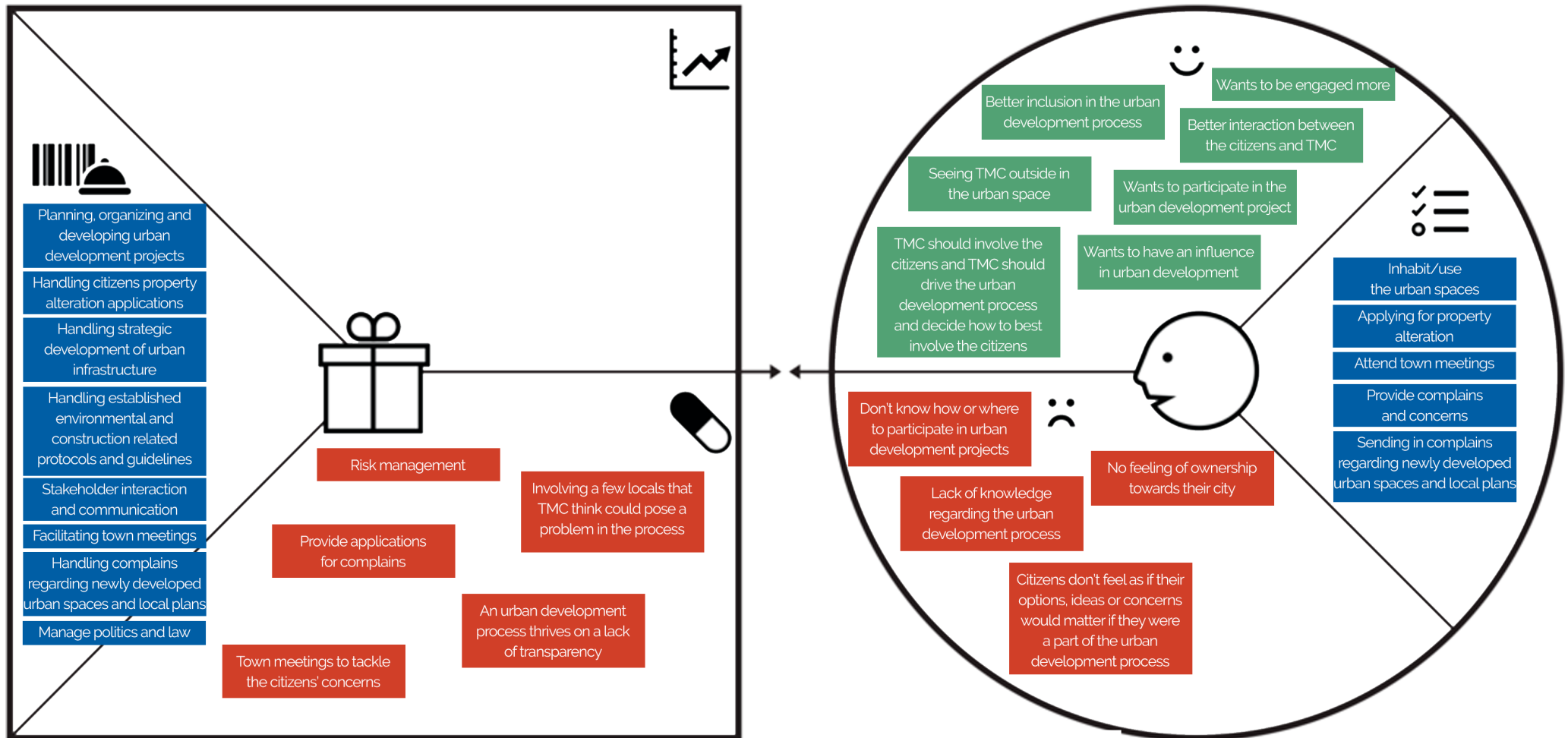


Figure 9: A value proposition map over TMC current urban development.

According to Bason (2017), the Danish municipalities have massive room for improvement to make on their current design process, along with a vastly different appetite for innovation than the typical designer. He argues that this would require an extensive shift in design ideology (Bason, 2017). Despite research on improving design practices in public governance having been existing for many years, it still isn't integrated into the municipalities development process, according to the deconstruction of the urban development process in TMC (figure 2). Gardesse (2014) concluded, in their attempt to implement changes to participatory design practices involved in urban development in a municipality in Paris, that the municipality was unable to overcome the transition to the new design practice, and would default back to their original planning process. It might be possible that the vision that Bason (2017) has for the ideal design process for municipalities, are too radical of a change to be successfully introduced. Given that the published budget for urban development at HTK was recently reduced by 20%, (ØDC – Økonomistyring, 2018), (ØDC – Økonomistyring, 2019), it can be argued that the current conditions for radical changes or innovating of the urban development process is even more unrealistic than it would have been otherwise. It might therefore be more realistic, to focus on smaller gradual implementations of design practices, than the radical ones presented by Bason (2017). The analysis of the municipality perspective revealed that TMC doesn't possess any employees with expertise in citizen inclusion or design practices in general. When attempting to answer the research question of how to facilitate the inclusion of the citizen perspective in the current urban development process, it will be beneficial to focus on guiding TMC austere through the use of a few design practices, rather than focusing on radical changes to the process, that might only work in theory.

The context that constitutes the current citizen involvement in the urban development process of TMC has formed a situation where

citizens feel left out, the municipality believes they are performing optimally, but lack the required competencies to properly facilitate citizen inclusion. The designers possess these competencies, however they struggle to implement them into practice, due to the vastly different ideologies and values held by the fields of design and public governance. The context that currently constitutes citizen involvement in the urban development process in TMC is detrimental to the citizens that want to influence the public spaces they inhabit. It is also detrimental to TMC itself, whose risk adversity could continue to hinder and stagnate the municipalities urban development process, resulting in poor employee satisfaction and poor perceived value creation and quality of services delivered.

3. INTERPRETATION

The second phase of this thesis will focus on analysing and interpreting information in order to derive tangible insights of relevance to answering the research question. The phase will therefore include a case analysis, focused on cases with particular relevance to either citizen inclusion or the public sector urban development process. The phase will analyse and discuss, based in the discovery phase insights and the case analysis, how an improved inclusion of the citizen perspective in the urban development process might be achieved.

3.1 CASE ANALYSIS

In order to explore how it might be possible to improve the inclusion of the citizen perspective into the process of urban development, an analysis was conducted on a variety of cases including HTK town meetings. This case analysis was conducted with the goal of obtaining information about how previous projects have handled development related to the public sector, and had attempted to include the citizen perspective previously. By "cases", we are referring to an amalgamation of reports including methods, approaches and principles. Achieving the goal would add knowledge of methods, approaches and principles to the project, which would assist with answering the second and third part of the research question: how might we facilitate an improved inclusion of the citizen perspective into the current process? Analysing these cases will allow for deeper reflection on the current process of TMC, as well as discuss appropriate additions to their process that could facilitate citizen inclusion.

Exploring literature about design practices used by municipalities was challenging. Finding methodology that can assist in facilitating citizen involvement is difficult because much of the literature that explores participatory and collaborative methodology is not studied in relation to public sector and therefore doesn't account for or address the benefits or challenges or the difficulty that implementation into public sector specifically entails, however those project conducted by municipalities where this situation is represented, is most often very poorly documented, thus still lacking the insight into these beneficial and challenging aspects.

In order to showcase this analysis, the cases have been divided into individual analyses and reflections. After individual analysis, a

collective comparison and analysis will be conducted as part of a discussion.

CASE 1

Source:

<https://www.altinget.dk/kommunal/artikel/ninna-hedeager-involver-borgerne-i-byudviklingen>

CITIZEN CONSULTATIONS.

Location: Copenhagen municipality

Description

A series of 36 citizens were chosen to take part in these citizen consultations, aimed at reducing traffic density within the city of Copenhagen. The goal was to gather a higher amount and variety of input on the subject, to supplement the regular consultation insights. The choice of citizens was facilitated to represent the composition of the population in Copenhagen. The citizens received informative briefs from stakeholders and experts, to prepare them for inclusion in discussions on advantages and disadvantages of two separate scenarios developed by a collaboration between Copenhagen's TMC department and external consultants.

Reflection

This article was chosen because it described a successful design practice, by the Copenhagen municipality, that attempts to overcome the barrier of knowledge between them and the citizen by informing them before involving them. This article still showcases the general struggle for municipalities to surrender their power, since the municipality is still the ones dictating the scenarios being discussed and which citizens that are included in the discussion. They could surrender more decision making power to the citizens, by giving them the initiative to participate, but it is still commendable that they attempt to overcome the knowledge barrier before starting discussions, while also performing open discussions, enabling citizens to participate in conversation, instead of just answering questions, thus avoiding that the converse is controlled and dictated by the municipalities.

CASE 2

Source:

<https://www.tandfonline-com.zorac.aub.aau.dk/eprint/vnkclA6WDVI-CYSdxW4gm/full>

THE NAVIGATIONAL APPROACH.

Location: Urban waste management in Copenhagen

Description

The study used two cases involving recycling centers and a recycling collection point, to experiment with a three stage process for urban design that promotes innovative and non-traditional practices that allow the mobilisation and reconnection of citizens and urban planners, while transforming not only what constitutes the urban planning process but also the urban planners themselves. The three phases of this approach are sensitivity, staging and mobilization. The first phase, sensitivity, is about sensing the urban space that you aim to influence, in order to gain a contextual understanding of it. The second phase, staging, is focused on leveraging this contextual understanding, to build a stage for conversation about the urban space, between developer and inhabitant. Staging is described as a prototyping practice and focused on experimenting with possible futures by making adversarial character of urban spaces visible and thus utilizing the often agonistic relationships and insights that are found there.

"Staging means intervening in the socio-material context, creating one or more new proposals that prompts participation and involvement. Staging could be seen as rehearsals of future socio-material practices and involves more or less temporary 'performances' in which the actors take on new roles and relationships" Munthe-Kaas & Hoffmann, (2017)

The last phase is mobilization. Mobilization is the result of staging and constitutes a re-imagination of the socio-material context as well as the ability to unite actors in a new performance of the urban space. If staging is the planning process, mobilization is the execution of that plan.

Reflection

This approach is human centered and provides methodology that focuses on the user exploring the context before trying to involve citizens. The focus of the approach is overall to better understand the urban space, in order to facilitate a better understanding of the citizens inhabiting that space. It is very interesting how the urban space and the context surrounding it is portrayed as an organism that changes its inhabitant but is simultaneously changed by them and their perception. The stage metaphor is an interesting way of framing a space where exploration and development is made, since it can clearly define a concrete scope and geographical territory for human centered research. The lack of a clear scope is one of the aspects of human centered design that TMC finds intimidating (Barfod & Petersen, 2019). The navigational approach is great for guiding its user to consider the context before immersing themselves in it, but as an approach it might lack the concreteness of methods and frameworks that TMC is reliant on.

CASE 3

Source:

<https://www.tandfonline-com.zorac.aub.aau.dk/doi/full/10.1080/17535069.2015.1050207>

AGONISM AND INTERVENTIONIST APPROACHES

Location: Copenhagen

Description

This paper explored three cases and the impact that physical presence of the urban planners that are responsible for urban development projects can have on the physical city, citizen participation and professional urban planning. They called this an interventionist approach to urban planning. They concluded that physical presence in the urban space and its environment can lead to more diverse groups of stakeholders and new possibilities for collaboration, by creating concerned citizens and developing stakeholderliness in them through physical presence in the urban space. This results in new relationships between citizens and urban planners, and develops feelings of ownership amongst the citizens of the urban spaces. The physical presence allowed for what the urban planners anticipated and feared to be expressions of conflict-oriented or antagonistic perspectives, from citizens. The conclusion was however that being open to antagonism led to the discovery and mutual recognition, many viewpoints, and an open dialog that could transform antagonistic citizens into concerned and involved citizens through the transformation of antagonism into agonism, as citizens were empowered and offered a voice.

Reflection

This approach to initiating urban development projects, could benefit TMC by forcing them to inhabit the urban space they wish to impact. There is a focus on moving the arena of design away from the traditional municipality setting. This approach might also allow them to tackle the confrontational fear of citizens that their risk adversity has produced (Barfod & Petersen, 2019). This could enable them to develop a physical presence in the municipality, and assist in turning the antagonistic relationship with the citizens and the cities into a constructive agonistic approach to utilizing citizen frustration. This could have particular relevance to HTK due to the large presence of ghettos and ominous insecurity amongst citizens around the municipality (Barfod & Petersen, 2019). The simplicity and lack of resources required to simply place yourself into the urban space could be intriguing to TMC, the previous collaboration with them has indicated that they prefer more concrete and goal oriented citizen interaction (Barfod & Petersen, 2019), and they might therefore struggle with inserting themselves unprepared into the urban space.

CASE 4

Source:

<https://centerforborgerdialog.dk/wp-content/uploads/2020/01/vaeksthus-ledelse-af-samskabelse-web-250919.pdf>

CO-CREATION (APPROACH)

Location: Various dansih municipalities

Description

With a basis on 12 different projects performed in 10 different municipalities from 2 different regions, this study focused on the introduction of co-creation into different aspects of municipal activities. This also included experiments with citizen inclusion and experiments within the TMC departments of Hjørring and Sønderborg municipality. The study found that utilizing co-creation as a self made approach in municipality processes leads to improved innovation, quality, democracy, ownership, and community, within the municipality. The way this approach is designed involves two phases, planning and executing. The planning phase involves, framing, unpredictability, communicating, target-group recruitment, involvement level and process planning. The execution phase involves course correction and relating to the project manager. The two phases of the co-creation approach is preceded by a separate preparatory phase called clarification, and is followed by a separate phase called recognition. The clarification phase focuses on managing the goal, scope, risk, political representation, ownership, responsibility, organisational resourcefulness and preparedness. The recognition phase includes reflecting over the results of co-creating, what experiences were gained, and what could be improved.

"Co-creative thinking requires a slightly different type of employee than is traditionally found in technical and environmental administrations. In co-creation, project managers and employees are very exposed, for example in the press. It requires that they have a good overview and can coordinate and communicate."

- Frederik Cordes sub-department Manager in TMC, Guldborgsund Kommune.

Reflection

Co-creation is best described as a type of design process, which can encompass many other methods and approaches, as opposed to being a concrete step by step approach as it is represented here, from the perspective of municipalities, in this report. This case is however particularly interesting as it showcases how the municipality would approach the design of a guide or approach to co-creating, which they define as "Developing and producing welfare in collaboration with other public-sector and non-public sector actors". The structure of this guide could be an indication that the municipalities need structure, strategy and actionability in order to successfully innovate on and adopt new processes into their current ones. It is interesting to note the high amount of risk management that needs to take place both politically and organizationally, before even starting to plan for co-creation. It is also interesting to note that only two steps of one single phase actually surrounds planning collaboration, while a lot more resource and focus is put into risk management and optimizing the amount of social and political value that is achieved from being innovative. In other words, as part of this approach to co-creation, a lot more resources are afforded to building a pedestal on which to place and showcase co-creation, than is spent on actually planning and performing co-creation.

CASE 5

Source:

<https://journals-sagepub-com.zorac.aub.aau.dk/doi/full/10.1177/048661341141805>

PARTICIPATORY BUDGETING.

Location: Porto Alegre, Brazil

Description

This Brazilian study explores the effect of citizen involvement in the budgeting process, through the tool of participatory budgeting. This method involves setting up ground rules for the participant with a focus on fairness. They then collaborate with the public sector in distributing the available budget. The interesting result of this was not only a budget that favored the poor and marginalised segments of the municipality, but more interestingly led to development of ownership and increased interest in engagement from citizens in other processes than budgeting.

Reflection

This is the most foreign context, compared to TMC, since it takes place in Brazil. The reason this has relevance was because HTK claimed to have performed participatory budgeting in the past, in collaboration with primary school students. The problem is that the only documented evidence of this was a social media post that they made about the event, at the time, see appendix 3 for the social-media post. The Brazilian study does not specifically use children, but it attempts to democratize the process by including a wide variety of citizens.

Since citizens of HTK, in the interviews section of the citizen perspective (appendix 1), reported poor ownership of the urban space they inhabit and the lack of interest in getting involved unless the subject being addressed affected them directly, introducing general methods, such as participatory budgeting into the process at TMC, could aid in increasing engagement and ownership overall, which might result in citizens having a higher interest in participating later in the process or in future urban development projects.

CASE 6

Source:

<https://dl-acm-org.zorac.aub.aau.dk/doi/pdf/10.1145/1900441.1900448>

DEMOCRATIZING INNOVATION.

Location: Malmö Living Labs

Description

Experiments performed by Malmö living labs, involved agonistic design and using democratic design specifically for innovation. While other studies have explored and experimented with democratic design, that being the empowerment and involvement of a broad variety of stakeholders and actors, attempting to give voices to those who might not traditionally be afforded one. This article experiments with the act of democratizing innovation, this involves using the presence of varied actors, to conduct an innovative design process, that utilizes these diverse viewpoints and relationships to lead to untraditional and innovative solutions. Part of this process is developing agonistic insights, where conflicts are utilized constructively, and the marginalized participants are legitimized and used as the insightful resource they are. These experiments showcase that democratic design can not only be used to develop ownership and engagement for citizens, but can also be utilized to develop innovative solutions for the designers or municipalities using it. The act of achieving democratic innovation involves utilizing methodology for democratic design together with traditional user driven design practices.

Reflection

The principle of democratizing the design process is by itself really appropriate for this thesis, since according to the exploration of the three perspectives, citizens aren't properly involved in the current urban development process, and since the act of including them better, would be a form of democratic design. TMC does however appear to struggle with implementing vaguely defined approaches, and struggle even more with the implementation of design principles (Barfod & Petersen, 2019), as they can be even less actionable. This is where democratizing innovation becomes relevant, since it combines democratic design with the more actionable practice of user driven design. This makes democratic innovation a more concrete and practicable alternative to democratic design, which might be better suited to TMC. These experiments also utilize agonistic design. Which could indicate that democratic innovation, as well as democratic design in general, synergies well with agonistic design practices, since they both involve the inclusion of a diverse or untraditional viewpoint.

CASE 7

Source:

<https://dl-acm-org.zorac.aub.aau.dk/doi/pdf/10.1145/1147261.1147271>

DESIGN GAMES.

Location: Copenhagen

Description

This paper explores and discusses a handful of design games while arguing for the relevance of exploratory design games in participatory design. Some games presented are categorized as concept design games, they were invented to help the users understand, conceptualise and improve building designs and urban environments. Some involve communication challenges and understanding the viewpoint and role of the other participants. Others games focus on facilitating conversation and exchanging perspectives. Some focus on understanding existing work practices, others focus on development of scenarios and analyse their functions and compatibility with the context. Design games are diverse and manyfold, but the paper claims that powerful design games are those that have been designed from the beginning with a specific project user or goal in mind. The paper does however present a few shared features of effective design games. The design games must focus on three design aspects of staging, evoking and enacting. They must also contain design artifacts that assist in adding elements of gamification. An effective design game must frame the design subject and should also facilitate that exploration negotiation or design can occur across the various fields of expertise present. Lastly, part of the strength of design games, are the informal and fun setting, that eases the tension and gets participants engaged faster.

Reflection

Design games could be a beneficial tool to utilize for TMC, since they struggle with the formality of their citizen involvement. TMC is unlikely to be able to design their own design games for specific projects, without consultants, since they lack the expertise necessary, but it might be possible to design a framework for design games, that they can use to assist exploration and negotiation across fields of expertise, and through this, hopefully address the challenge of overcoming the knowledge barrier described in all three perspectives of the context. It could also be utilized to design more interesting types of citizen inclusion, which could assist in engaging some of the less collaboratively inclined citizens. It might also make the act of citizen inclusion more fun for the TMC to perform.

CASE 8

Source:

<https://koegekyst.dk/media/xlpf-foix/midlertidige-aktiviteter-i-byudvikling.pdf>

TEMPORARY ACTIVITIES IN URBAN DEVELOPMENT.

Location: Køge Kyst and Fredericia

Description

The use of temporary activities was a strategic tool utilized for urban development by Realdania in both Køge Kyst and Fredericia. With assistance from the municipalities, through dispensation in the planning-act, making it easier for temporary activities to be used as a tool for urban development. In køge kyst the vision was to use the local culture as a driving force to revitalise the harbor area and bring it into attention, both for the city's inhabitants and tourists who visit. For Fredericia the vision was to uniquely frame the urban development around the activities of the citizens, in an area that had previously not been publicly accessible. The theory behind Temporary activities as a tool for urban development, is that by introducing a variety of interesting or unique elements into the urban space, and observing the interactions between them and the citizens, the urban developers can learn a lot about the citizens' habits and preferences. Periodically the activities and elements are changed and in the end the observations are compared and analysed. While an exact framework or approach for temporary activities are not presented in the report, it does contain a list of recommendations based on the experiences Realdania had through their experiments. These recommendations are targeted at any municipality or organization wanting to perform a similar process. The nine hint recommendations are: Clarify the purpose, Involve the citizens, Establish a company, Manage expectations, Enter into clear agreements, Communicate actively, Drive network management, Explore possibilities and Consider economic conditions.

Reflection

The experiences and recommendations within this report synergies very well with many of the other explored methods. This specifically means that while temporary activities might function on their own, they could be combined with the practice of interventionist approaches to urban planning (Munthe-Kaas, 2015), or design games (Brandt, 2006) to allow for more insightful exploration of the citizens' perspective. Temporary activities could be a great tool for forming ownership amongst the citizens, if they are allowed to influence it, as well as for TMC to experiment with many of the public spaces where they struggle to engage citizens, or if they want to explore innovative solutions. The lack of concrete approach to creating and experimenting with temporary activities might make it difficult for TMC to adopt, but this lack of definition could enable the fusion between it and other more defined methods.

"Der åbner sig nye muligheder, når vi bevæger os væk fra tanken om, at den gode by kan tilrettelægges fra et skrivebord, til at byen er noget, som vi skaber sammen – gennem fælles indsats og engagement"
- Mette Lis Andersen, Direktør, Realdania

"New opportunities open up when we move away from the idea that the good city can be organized from a desk, and towards the city being something that we create together - through joint efforts and commitment" - Mette Lis Andersen, Direktør, Realdania

CASE 9

Source:

<https://drive.google.com/file/d/1knrgUAoKgunUNmO-KOM45xqvNkN8-lxGv/view>

EXPLORATIVE MAPPING.

Location: Hedehusne

Description

This analysis was conducted on behalf of TMC in HTK, and focused on exploring the stakeholders involved in urban development projects in the town of Hedehusene. This analysis as an experiment had a significantly more human centered approach than traditional TMC analysis. The method of safari tour was used for environment analysis, and form of surveys and interviews. Surveys were used to start conversation with citizens, that led to unstructured interviews. This method was great at creating a presence as municipality representatives and led to several citizens recognizing the designer weeks after. It also showcases that without a method signaling authority as municipal representatives, engaging citizens can be a struggle. Citizens assumed that the municipality representatives were trying to sell them something and therefore would avoid and ignore interaction. This analysis also utilized the act of staging, from the navigational approach, which showed much better results for engaging the citizens, and led to much deeper insights, for both the citizens and the designers. The staging was used to inform and empower the citizens to engage in discussions about possibilities for the urban space, as well as frustrations. This led to a plethora of insight about the different journeys taking place as well as the frustrations that accompany each of these journeys. The analysis also reflects the positive reception from the citizens when they experience the presence of the municipality in their urban space, but also reflects the often antagonistic approach citizens can showcase when interacting, as well as the valuable insights that can come from such interactions, despite their confrontational nature.

Reflection

This attempt at staging, as defined by Munthe-Kaas & Hoffmann (2017), was performed by the designers behind this thesis as part of an internship at TMC prior to this thesis. By experimenting with staging, various insights about the urban space and the citizens' relationship to it were discovered. The experiences gained in this staging, in relation to the municipality involving citizens, could be useful when trying to design something that can create value through citizen involvement and function within the current TMC process of urban development. The experiment showed a vast increase in the amount of insights that citizens are willing to share, if you engage them both creatively and through conversation, in comparison with the results found when simply interviewing them, or asking them to participate. The act of engaging them while also having a dialog, showed great results. It was also concluded that setting the stage for the conversation through props, which in this case was visual representations of the urban space we were discussing, greatly improved the citizens interest in the development process. Citizens did not only show interest in providing their own perspective, but also showed great interest in exploring the input left behind by other citizens.

CASE 10

Source:

http://www2.htk.dk/Teknik_og_miljoecenter/Miljoe/Grundvand/Referat-borgermoede-26-juni-2018-lukning-Taastrup-Valby-Kildeplads.pdf

HTK'S TOWN-MEETINGS.

Location: HTK

Description

A town meeting is hosted in the town hall. The average amount of citizens participating is unclear and often undocumented, but the number of participants can reach approximately 150 citizens. Depending on the topic, relevant internal experts, department managers and center managers will be present. The town meetings are sometimes streamed live on social-media. The entire agenda is recited and then each topic on it is gone through by various municipality members. At the end citizens are allowed to ask questions. Some questions will be answered on the spot, others will be answered as part of the later report, if possible. A report is then made on the meeting, the structure and detail of these reports can vary. See appendix 4 for a picture of a typical TMC town meeting.

Reflection

This case presents a typical town-meeting for TMC. The only criteria for participating is showing up. The focus of this town meeting is to inform the citizens of problematic situations affecting the municipality. The citizens have no role in this. They are passive. They have no expertise in the discussed topics, and including them further would be pointless. Citizens did ask questions, but provided nothing of value in terms of solving the problems discussed. They did provide an indication to the municipality, about what kind of information, not already provided during the town meeting, that citizens might be interested in knowing. This is a practical use of town meetings and the citizens, but despite the municipality preferring to brand it as citizen involvement, it has very little in common with the designers perspective of citizen involvement.

3.2 CASE ANALYSIS INSIGHTS

Many of the cases share the recurring theme of moving the arena out into the urban space. The analysed cases provide insights on how the inclusion of the citizen perspective might be facilitated. Performing practices such as building or placing temporary elements or installations in the public space, TMC temporarily inhabiting those spaces, involving citizens, informing them on the context and subject of the urban development project and having actual conversation with citizens, while utilizing a defined and repeatable process, are all practices presented in relation to including the citizen perspective in the existing processes of public governance. These insights will contribute to improving the inclusion of the citizen perspective effectively and realistically in their current process of urban development in TMC.

3.2.1 Matrix

While the different cases from the case analyses provided various insights on elements that might affect the inclusion of the citizen perspective in the urban development process, the cases consisted of a mix of method, approaches, and design principles. The problem with this mix, is that comparison between them becomes difficult. Utilizing a single method has a different scope than utilizing a single approach, and following a design principle can both present bigger and smaller tasks than following methods and approaches. To accommodate for this inconsistency, while also getting an overview of the variation in possible benefits, each case has been plotted on two different matrices, to enable analysis and comparison.

The first matrix positions the cases based on two variables. The first is a variable is the level of transparency the municipality is showing, by providing the participants with knowledge to empower them. This spectrum ranges from cases that are "informing" if they provide a large amount of relevant knowledge to the participant, and "concealing" if they provide a low level of relevant knowledge to the participant. The other spectrum depicts the variable of citizen engagement. This spectrum indicates low engagement of the included citizens as "passive, while citizen inclusion with high levels of engagement are "engaging". Each analysed case will be plotted on this matrix, according to these variables.

The second matrix plots the same cases, but according to the variable of "resource" requirements and the variable of "benefits" to citizen inclusion associated with practicing it. It depicts a spectrum between the level of resources required to each element and a spectrum over the amount of benefits that can be expected from each element. This should allow for comparative analysis between the cases, and showcase which ones provide the most benefits, relative to the resources it requires to perform.

Matrix 1

From the first matrix, figure 10, it can be seen that most cases are placed in the upper right corner, which could indicate that, in relation to citizen involvement, improved informing of the participants might be correlated to increased engagement. Based on the matrix, and the position of the cases, the cases involving design games (Brandt, 2006), deocratic innovation (Björgvinsson, et al. 2010), participatory budgeting (Marquetti, et al. 2011), the navigational approach (Munthe-Kaas & Hoffmann, 2017), explorative mapping (Barfod & Petersen, 2019) and temporary activities (Realdania By, 2013) might be the most interesting to consider when attempting to improve on the inclusion of the

citizen perspective in the urban development process at TMC. See figure 11. It is interesting to note that the two cases with the most passive citizen involvement are the one involving the traditional town meeting, and the one where the municipality has attempted to design their own guide to a co-creative approach.

The first matrix (figure 10) also showcases the interesting position of the case involving citizen consultation (Olsen, 2019), which is highest on the “informing scale” but poorly positioned on the engagement scale, in relation to the other cases. This might be because it succeeds at informing the citizens through the briefings provided by the municipality at the start, but fails to utilize this for greater engagement, as the municipality also dictated the topics that were discussed. Another case that stands out is that involving temporary activities (Realdania By, 2013), as it is the one providing the 2nd least amount of knowledge to the citizen while simultaneously being among the highest in engagement. By using the second matrix (figure 12), we can speculate on the reason behind the position of this case.

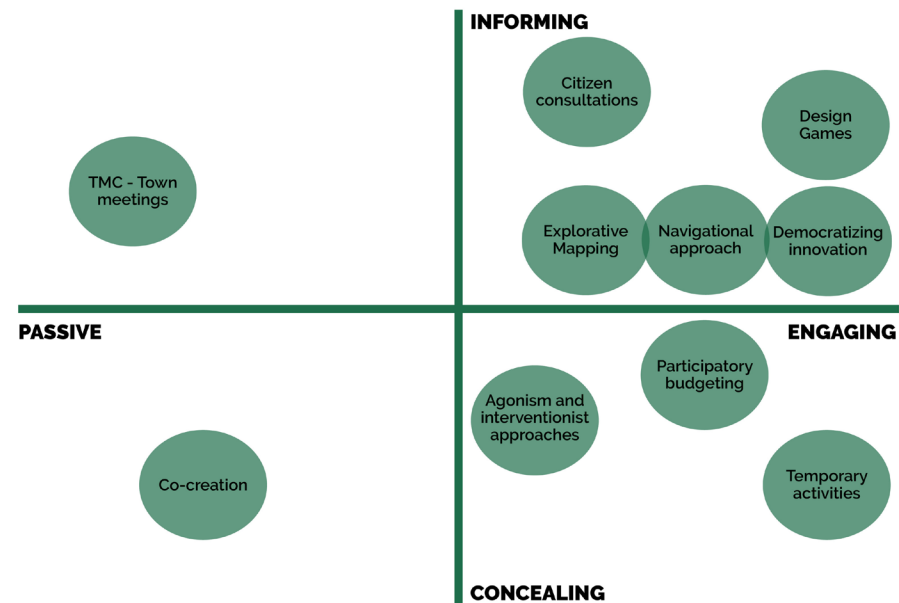


Figure 10: Matrix 1. Matrix that places the cases from the analysis on “Informing” vs. “Concealing” and “Engaging” vs. “Passive”.

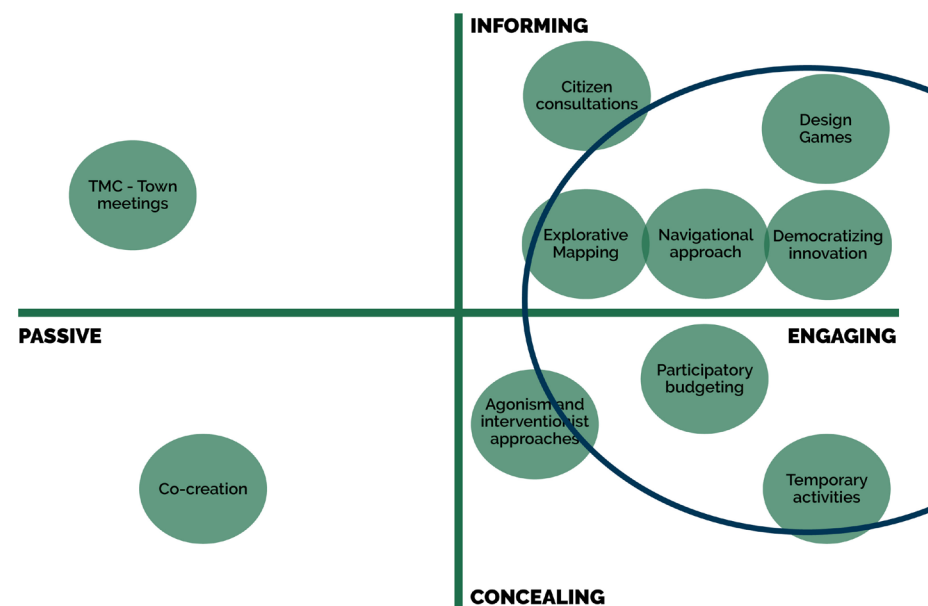


Figure 11: Matrix 2. Matrix that places the cases from the analysis on “Informing” vs. “Concealing” and “Engaging” vs. “Passive”. With the most interesting cases marked in a circle.

Matrix 2

The second matrix (figure 12), showcases a rough cost-benefit representation. In this matrix it would therefore be optimal for cases to be positioned in the lower left, since that position would indicate the most value provided for the least amount of resources. Despite the case involving temporary activities (Realdania By, 2013) appearing very interesting, in terms of high engagement, even with low levels of informing, this matrix can add further context. The case involving temporary activities is very resource heavy, since it requires rather sizable facilitations of activities in the urban space, and several of them, since the activities are only temporary. Despite the high cost, the amount of concrete insight that can be drawn from these activities is small, due to the focus of the activities being community building, and not exploring the perspectives of those involved. Another interesting case in this matrix, is that involving participatory budgeting (Marquetti, et al. 2011). It was also included in the previous matrix as being of interest due to the balance of high engagement, despite low need for informing, but it appears from this matrix that the benefits to the involving citizen perspective is low. It has been positioned as such because citizens lack the expertise required to effectively divide a budget, and the result provides more value to the municipality politically, than it does through the result of the citizen participation.

Four of the six cases that were highlighted as interesting in matrix 1, have also been highlighted in matrix 2 due to their positioning on it. The four most interesting cases in terms of facilitating the inclusion of the citizen perspective in the urban development process, are thus the ones involving: the navigational approach, democratizing innovation, explorative mapping, and design games. See figure 13.

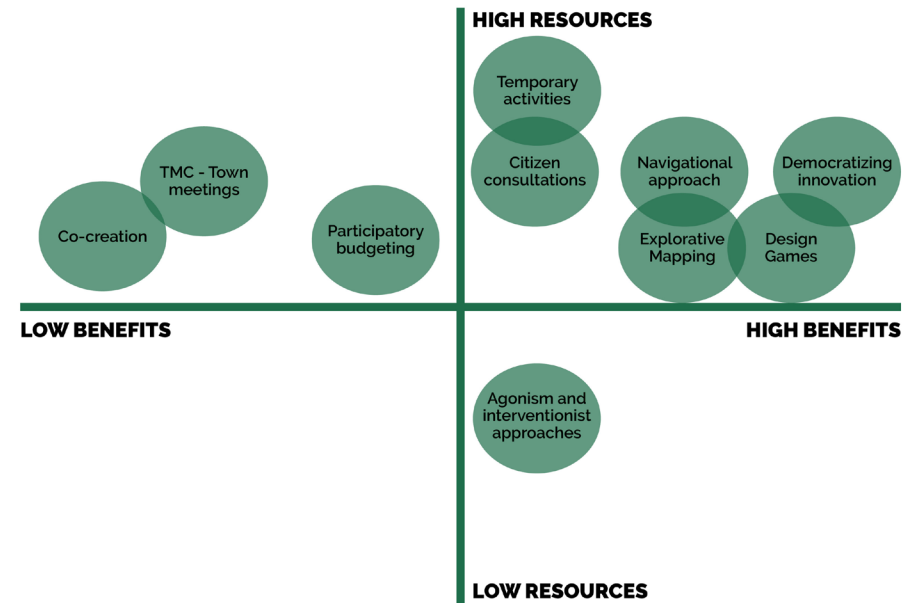


Figure 12: Matrix 3. Matrix that places the cases from the analysis on "High resources" vs. "Low resources" and "Low benefits" vs. "High benefits".

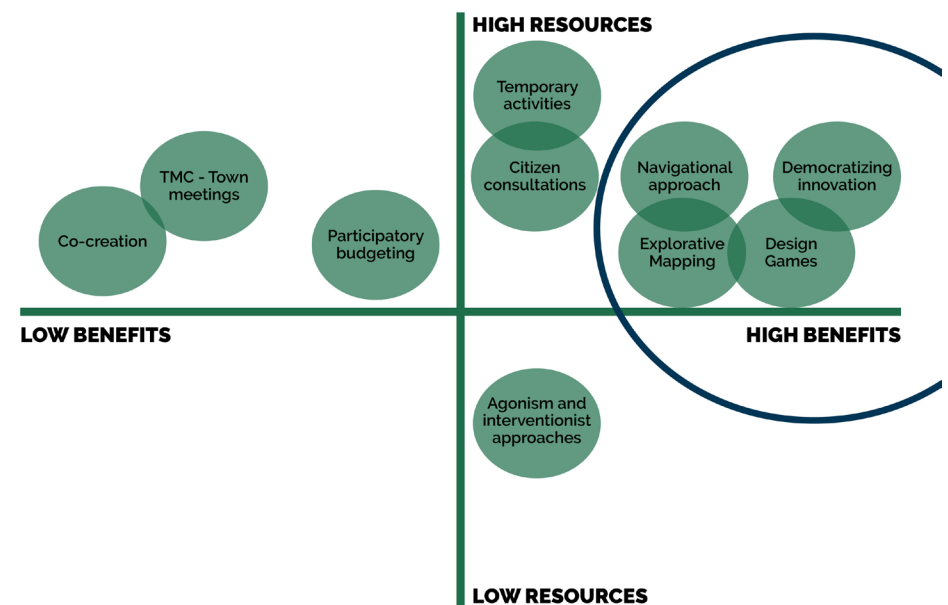


Figure 13: Matrix 4. Matrix that places the cases from the analysis on "High resources" vs. "Low resources" and "Low benefits" vs. "High benefits". With the most interesting cases marked in a circle.

3.3 INSIGHTS & DISCUSSION

All of the analysed cases share the common theme of citizen inclusion, but the degree to which citizens are included and the type of inclusion varies greatly. Looking at HTK's own method of town meetings (TMC - Natur og Miljø, 2018), it is very clear that the method functions well for informing the citizens of generalised information, but it needs to facilitate the communication of this information better, and it needs to engage the citizens. A guide for municipalities to facilitate, a structured and concrete approach to collaborating with other actors showcased a dominant focus on risk management, rather than actually planning and facilitating stakeholder or citizen inclusion, despite it supposedly being the focus of the guide (Væksthus for Ledelse, 2019). With the methods of participatory budgeting (Marquetti, et al. 2011), the municipality was found to actually include citizens, but poor consideration was made on who to include, since the focus was more on political benefits than gaining insights. The municipality was also found to have experimented with exploring the citizen perspective by inhabiting the urban space, and starting dialogue with citizens. Although no active facilitation was included in this attempt (Munthe-Kaas, 2015). Cases were also found that involved the municipality successfully briefing the citizens in order to empower them, but then not engaging the citizens further in the process, or facilitating that this empowerment was utilized to obtain significantly deeper insight, thus possibly wasting the potential of the citizen empowerment (Olsen, 2019). Cases were also found that explored the benefit that can be found by using the urban space as an experimental arena. By placing various temporary activities in these spaces, and using them to represent possible futures for the space (Realdania By, 2013) it allowed for observation and documentation of citizens interacting with the various activities.

While these cases all possess different elements that can either assist in facilitating or improving the act of citizen involvement, it also appears that none of these elements exclude any of the others, and that a possible amalgamation of these elements could add up to a collective synergising whole. The case involving the navigational approach was chosen for analysis since it contains the practice of a step called staging (Munthe-Kaas & Hoffmann, 2017), which involves several of the beneficial elements of the other municipal cases. It involves building or placing temporary elements in the public space, temporarily inhabiting those spaces, involving citizens, and can involve entering into dialog with the citizens. It does however lack a concrete framework that can be followed and repeated easily, which the municipality might need, based on the exploration of their perspective. Staging as defined in the navigational approach (Munthe-Kaas & Hoffmann, 2017), could also benefit from increased focus on empowering the citizens through information. The internship involved elements of staging as well, and in that case it provided a large amount of new insights to a stakeholder analysis, by exploring the citizen perspective and treating them as stakeholders for the urban space they inhabit. The staging, exploratory mapping, at Hedehusene benefitted from introducing an element of conversation with the citizens, as it facilitated that citizens would explore their own perspectives (Barfod & Petersen, 2019). Another design practice that appears to facilitate the exploration of the citizen perspective is and might synergise well with staging, is that of Democratic innovation (Björgvinsson, et al. 2010). Democratic innovation can facilitate an awareness of the citizen perspective, that emphasises that citizens are not a united entity, but rather made of individuals with experiences and perspective. These experiences and perspectives are sometimes aligned, but other times are in opposition to one another. Being aware of including citizens with diverse experiences and perspectives, can provide a broader range of insights. Democratic innovation emphasises that shared

perspectives are not the only valuable source of insight, but that opposing perspectives can be an equally valuable source of insight. This is defined as agonistic design (Munthe-Kaas, 2015), and involves viewing conflict as a great source of insight rather than a threat to collaborative relationships. Democratic innovation (Björgvinsson, et al. 2010) and the navigational approach (Munthe-Kaas & Hoffmann, 2017) are in both cases very vague on how the actual practice is conducted. The case involves an approach to co-creation designed for us by municipalities, that clearly showcases what level of definition and guidance municipalities thrive on (Væksthus for Ledelse, 2019). It might be that since the guide was designed for municipalities, and it consists of a highly structured and clearly defined steps, that this is the level of facilitation that municipalities, in general, might prefer. This could be important in answering the research question of how best to facilitate an improved inclusion of the citizen perspective. One way of concretely reaching a high level of structure and clearly defined steps, could be through the use of design games, as showcased in the case about exploratory design games (Brandt, 2006). The focus on exploration of this case is of particular value when it comes to facilitating exploration, when considering that the case involving staging called explorative mapping (Barfod & Petersen, 2019), performed in HTK, found that many citizens required assistance with exploring their own perspectives and engaging in the staging.

An assessment was made upon the creation of the first matrix, that the more informing and the more engaging the citizen involvement within the cases were, the better the tools they would be for inclusion of the citizen perspective. This was mainly based on the insights from the design perspectives of the discovery phase, where participatory scales that demonstrate this correlation between higher levels of citizen engagement and quality of the citizen inclusion, were provided by both Bason (2017) and Gardesse (2014). They both argued a similar

point. Bason (2017) argued in theory, and Gardesse (2014) argued, based on their experiments, that public governance entities being more transparent, and providing the citizens that they attempt to involve with more contextual information empowers them to engage deeper with the project and provide more valuable insights in return. By plotting these cases into matrix 1 (figure 10) and matrix 2 (figure 12) it allowed for uncomplicated collective comparison of all the cases, and assistance in measuring the level of citizen engagement, the level of empowering information citizen were provided, how resource-intensive they were to perform and how beneficial it was to the involvement of the citizen perspective. The measurements of each of these four variables were estimated through understanding of the material in the cases. The format and content of each case is very different and thus difficult to directly compare. Having considered each case under these four variables, provided a useful tool for comparison making, because of how agile a tool the matrix is. After the first matrix was mapped out, it led to several insights. The original expectation was to find the cases with higher informing variables to have higher engagement variables, but several outliers appeared, such as the cases involving temporary activities (Realdania By, 2013) and town meetings (TMC - Natur og Miljø, 2018). These two were considered odd results since the case involving temporary activities had among the lowest levels of informing but among the highest levels of engagement, while the case involving town meetings had amongst the highest levels of informing and the lowest level of engagement (figure 10). To explore these outliers further a second matrix was formed, this time measuring the variable of direct benefits to the quality of involvement of the citizen perspective, simply named benefits, as well as the variable of resource cost involved based on assumed time, money or human resources involved, but simply named resources. For matrix 2 it was expected to find a correlation between higher resource costs and high benefits, but once again outliers occurred. As showcased in matrix 2 (figure 12) the case

involving temporary activities (Realdania By, 2013), involved a higher resource cost, but despite the high engagement level from matrix 1, the benefits to involving the citizen was low, this was due to the goal of that case not being citizen involvement, despite facilitating it, and thus the case involved very few attempts at utilizing the engagement of the citizen for insights. Instead it focused more on fostering community building amongst citizens. Similarly for the case involving town meetings, very little attempt were made involving the citizen perspective, despite plenty of effort being put into informing them.

Out of all the cases, four of them had appeared on both matrices in accordance with the expectations set for ideal positions. Taking the positions of these four cases into account, it can be argued that according to the participatory scales of Bason (2017) and Gardesse (2014), out of all 10 cases, the most interesting ones are the four cases involving, the navigational approach, explorative mapping, explorative design games, and democratic innovation. Earlier in the discussion the thesis argued that each case has some aspect that could be beneficial to the inclusion of the citizen perspective. Out of all the cases, the four chosen cases provide the best foundations for facilitating the inclusion of the citizen perspective in the urban development process of TMC. An interesting reflection is that out of the four chosen cases, two of them involve staging. Since staging, amongst other benefits, provides the ability to facilitate democratic innovation, a total of three of the four cases with ideal positions on the matrices involved democratic innovation. The only selected case not to include democratic innovation was the case involving exploratory design games, which instead has the primary focus of facilitating engagement and insight exploration.

4. IDEATION

The third phase of the thesis will involve the execution of three workshops involving an expert in facilitation. The goal of this phase will be to explore how citizen inclusion might best be facilitated, to allow for TMC to practice inclusion of the citizen perspective in the future. In order to achieve this, each workshop focused on a different aspect of facilitation. The workshops will then be analysed and discussed in order to determine what might be an effective way of facilitating the inclusion of the citizen perspective.

4.1 EXPERT WORKSHOPS

3 expert workshops were planned and conducted. These workshops were held with a co-creation and facilitation expert Line Cecilie. The goals of the 3 workshops were to further explore the second part of the research question along with exploring the 3rd part of the research question. These focused on how to improve the inclusion of the citizen perspective, and on how to facilitate the practice of this inclusion in TMC's process. Video of the workshops can be found in appendix 6.

These workshops were utilized to explore the findings from earlier phases, since experimentation would not be possible. This was due to the limitations of Covid-19, which forced TMC to shut down all their work, as well as the collaboration they had in this thesis. The goal was therefore to more thoroughly investigate both what constitutes the citizen involvement in HTK, in order to gain a much deeper understanding based on the insights collected from the 3 perspectives. The goal was also to investigate how to improve the citizen inclusion, by exploring the different methods, approaches and practices found through the case analysis, in a small workshop. With the help of roleplay, one of the three participants in the workshop would adopt the role of the municipality, since the design group has practical knowledge and experience to leverage. Another would adopt the role of the citizens since one of them has a lifetime of experience. The last participant partook the role of the designer.

4.1.1 Workshop 1 - Lego Serious Play (5 Hours)

The previous discussion on the case analysis stated that there were several beneficial ways of obtaining better citizen inclusion, it was therefore needed to be explored further. The 1 workshop utilized Lego Serious Play as described by Peabody & Noyes (2017). Lego Serious Play is a method used for problem-solving and communication through Lego as a medium. It provides a hands on experience to help explore, understand and reflect, through creative play (Peabody & Noyes, 2017). By utilizing this method, it provides the user the ability to work with their hands, while expressing thoughts and insights in a creative and strategic way. This can open up for new realization, dialogue and solutions. The goal of the Lego Serious Play workshop is thus to enable the workshop group to express insights and thoughts on the thesis, while turning them into playable objects. Another goal for this Lego Serious Play workshop, was to create models and objects to create a physical customer journeys, to depict the current municipality context and also some of the journeys from the case analysis, in order to explore their implementation into the current process of TMC. Because of the limitations of Covid-19, Lego Serious Play was a good method to experiment with facilitating the experience of different methods, principles and approaches, located in the case analysis, and analysing how they could function in practice within TMC. This would provide an understanding of which method, principles and approaches would fit best within TMC as well as which methods, principles and approaches would synergies together.

In the first part of the workshop, previously acquired insights and knowledge were turned into playable scenarios, filled with objects and drawings representing people, buildings and urban spaces as can be seen in figure 14.



Figure 14: Pictures from Lego Serious Play workshop. Pictures showcases the act of putting insights and knowledge into playable objects.

During the workshop, the roleplay allowed for exploration of the relationships that the scenarios form. It revealed that TMC is far away from the urban spaces that they develop. Another insight came from creating a portrayal of a TMC employee who is shown in the figure 15. This employee was visualised with an umbrella hat, symbolising their risk averse nature, which also bound them to a big block symbolizing their current process. An insight that can be drawn from the first part of the workshop is that TMC's focus on risk management has actually made it very difficult for them to receive input from the citizen perspective. The last important insight was that TMC thrives within the lack of transparency, and being far away from the citizens and the people they are developing the urban spaces for. We can therefore benefit from attempting to move the arena of urban development out into the urban space and focus on moving more urban development tasks past the line of visibility, represented as the blue drawn gate in figure 14 and 15.



Figure 15: A portrayal of a TMC employee created during Lego Serious Play workshop.

Through the second part of this workshop, physical customer journeys were developed. This assisted in answering how to facilitate the inclusion of the citizen perspective, through the Lego Serious Play method. This workshop also explored the 3rd research question, focused on how we might facilitate an improved inclusion of the citizen perspective into TMC current process. The physical customer journeys explored what was keeping the urban development process within their arena of the municipalities town hall, as well as what it would take to move it out into the urban space. Earlier exploration of the municipality perspective had revealed that it is common practice to not live in the municipality you work in, if you work in TMC. This is done in order to avoid temptation to compromise regulations based on personal relationships, such as with a neighbor. This makes it very important to get the urban development arena, out of the office and into the urban space. Roleplay was therefore conducted to experiment with moving the arena. First step was to simply take the municipality employee "Poul" and move his lego character into the urban space. The conclusion was that the municipality is not very adaptable and simply moving the urban planners out into the problematic urban spaces, it left them with no process and a fear of having their authorities challenged or dealing with confrontational and frustrated citizens. Inhabiting the urban space isn't enough, they needed a goal. We tried altering the journey to include a huge book to symbolise literature on citizen inclusion and practice of human centered design approaches, but this did not assist the urban planner at all, since having the book isn't enough on its own. It was overwhelming, the lego character literally couldn't hold the book, and this functions as a metaphor for the first problem in facilitating inclusion of the citizen perspective. The urban planner needed practical and actionable knowledge, not theoretical knowledge or papers on academic experiment with various methods and tools. A smaller, focused and boiled down version of the book was the first solution attempted, but this still wouldn't allow the urban planner to

engage the citizens, simply because they weren't overwhelmed anymore. The information might be more comprehensible, but the literature cannot just be applied, it requires prior planning to utilize.

Using the Lego representation of the the urban planner, attempting to involve the citizens in the urban development process led to the realisation that moving the arena into the urban space, and providing the urban planner with the knowledge to plan and prepare for the arena to be moved was the two major requirements for facilitating that the citizen perspective could be included in practice. Based on this, a focus was placed on the method of staging from the navigational approach (Munthe-Kaas & Hoffmann, 2017), since this approach involves both the presence of the urban planners in the urban space, and the element of planning out the stage beforehand, in accordance with the goal of a project.

The navigational approach was described vaguely in its original representation, and therefore didn't possess a high level of facilitation. The roleplay of the physical customer journeys indicated that a high level of facilitation is necessary, due to the unfamiliarity that TMC's urban planners have with citizen involvement and moving the arena out of the municipality and into the urban space. This would require further exploration of how the methods of staging could be extracted from the navigational approach and re-designed or further developed on the concept, to allow our own definition of staging to function as a standalone part of the urban development process, in a way that can facilitate inclusion of the citizen perspective.

4.1.2 Workshop 2 - Exploring TMC's Process and Journey (2 hours)

Workshop 2 was a loose structured discussion and reflection on TMC's process and journey (see figure 16), through the use of simple brainstorming. The goal was to further explore the 3rd part of the research question on how the improved citizen inclusion, staging, could be facilitated into TMC's current process. This would involve conducting urban design as described by Dovey & Pafka (2015) for the current urban development process. In order to explore this there was a need for: communicating TMC's process into a simpler format, finding the challenges and opportunities in their current process, to then figure out where the improved inclusion of the citizen perspective could be facilitated through staging.



Figure 16: Picture from workshop 2, showcasing the process of ideation on TMC process.

The first part of the workshop was to narrow down and interpret their process and journey, the process that were mapped out during an online workshop with Lars and Poul from TMC, into a digestible format using labels and icons. The ideas from the brainstorm were mapped out as shown in figure 17.

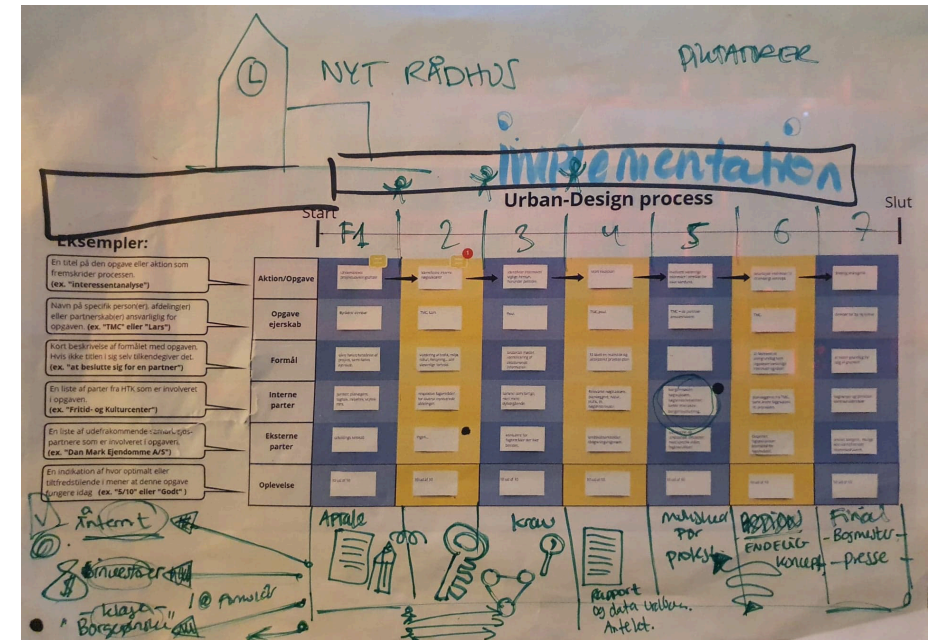


Figure 17: Ideating on TMC process and journey.

These insights were then converted into a simplified version of the urban development process based on the case of developing a new town hall, as an example. The journey was divided into 2 segments: Implementation and Reactive under these segments the touchpoints were mapped out with icons and a small description. The simplified version of the process and journey can be seen in figure 18.



Urban design process

Example: a new city hall

Journey

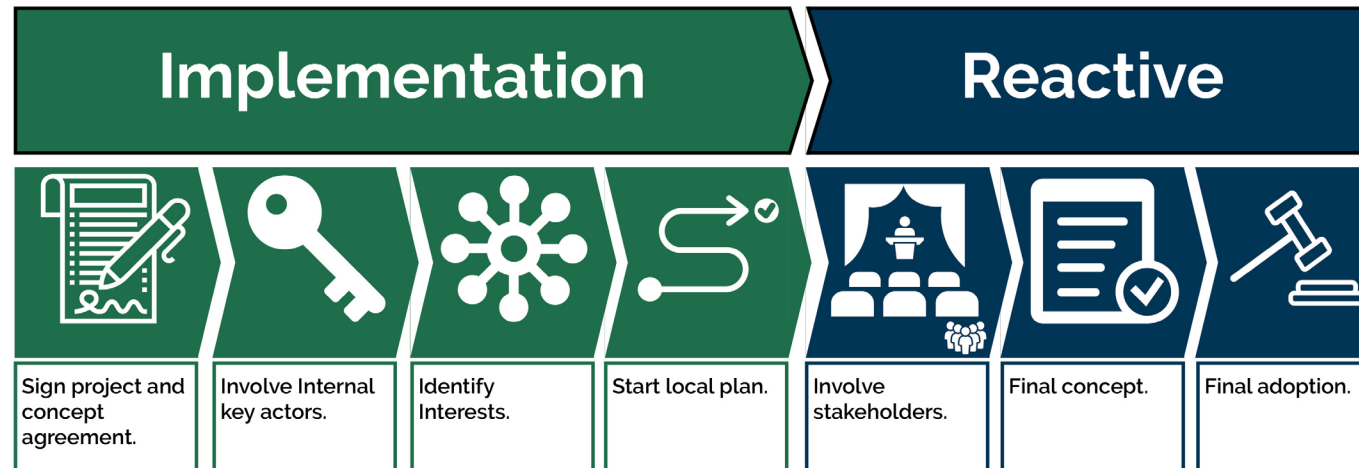


Figure 18: Model of TMC process and journey simplified. Example of developing a new town hall.

This was done with the goal to better understand which touchpoints were open to citizen inclusion and which were not. This enabled the group to explore the opportunities and challenges of TMC's current process. The exploration led the group to find one opportunity point for improving the citizen involvement, in TMC current process, which was touchpoint number 5: Involve stakeholders. This was symbolised by the citizens icon in the lower right corner of the touchpoint. This touchpoint was seen as an opportunity since it already involves stakeholders but in the form of town meetings, focused on only informing citizens on urban development projects. As stated from the case analysis, town meetings are a poor form of including and engaging citizens. This touchpoint was therefore chosen as an opportunity point for facilitating an improved citizen inclusion, this being staging. The rest of the journey touchpoints were not open for facilitating citizen inclusion, since they were the internal and political touchpoint focused on implementing already finished

urban development concepts. This opened up for part 3 of the workshop: Expanding TMC's process and journey. Expanding TMC's process and journey might sound like it goes against the research questions, since it is focused on facilitating an improved inclusion of the citizen perspective into TMC's current process. Through the first part of the workshop, which focused on discussing and reflecting upon their current process, it was discussed that in order to complete the first touchpoint of "signing the project and concept agreement" more touchpoints and phases must have preceded it. As designers it was discussed that the touchpoints lying before could very much consist of design elements. This could open up for facilitating citizen inclusion in the earlier phases of urban development projects instead of only having citizen inclusion at the end of a project in the form of feedback on almost finished projects. The opportunities for expanding on TMC's process and journey, would be that they could gain better citizen inclusion by

facilitating staging before signing the project and concept agreement. The goal of adding touchpoints before this, is to gain the citizen perspective and create better solutions with the help of the end-users. This is instead of TMC's current process of only receiving citizen feedback at the end of a project, and developing these projects within the walls of the municipality, far away from the citizens and thereby the end-users of that urban space.

Based on the insight from the previous phase, that a focus on proper urban design should supersede a focus on proper co-

design methods, their current urban development process was addressed. The expanded journey in figure 19 now consists of two more touchpoints and phases. The first phase is 'Explore', wherein the goal is to explore the citizen perspective through staging that promotes communication and interaction between TMC and the citizens. The second phase is 'Ideate' wherein the goal is to ideate with citizen involvement again through the use of staging that facilitate some form of idea generation, that will enable the citizen to help ideate new ideas for the urban space, alongside TMC.

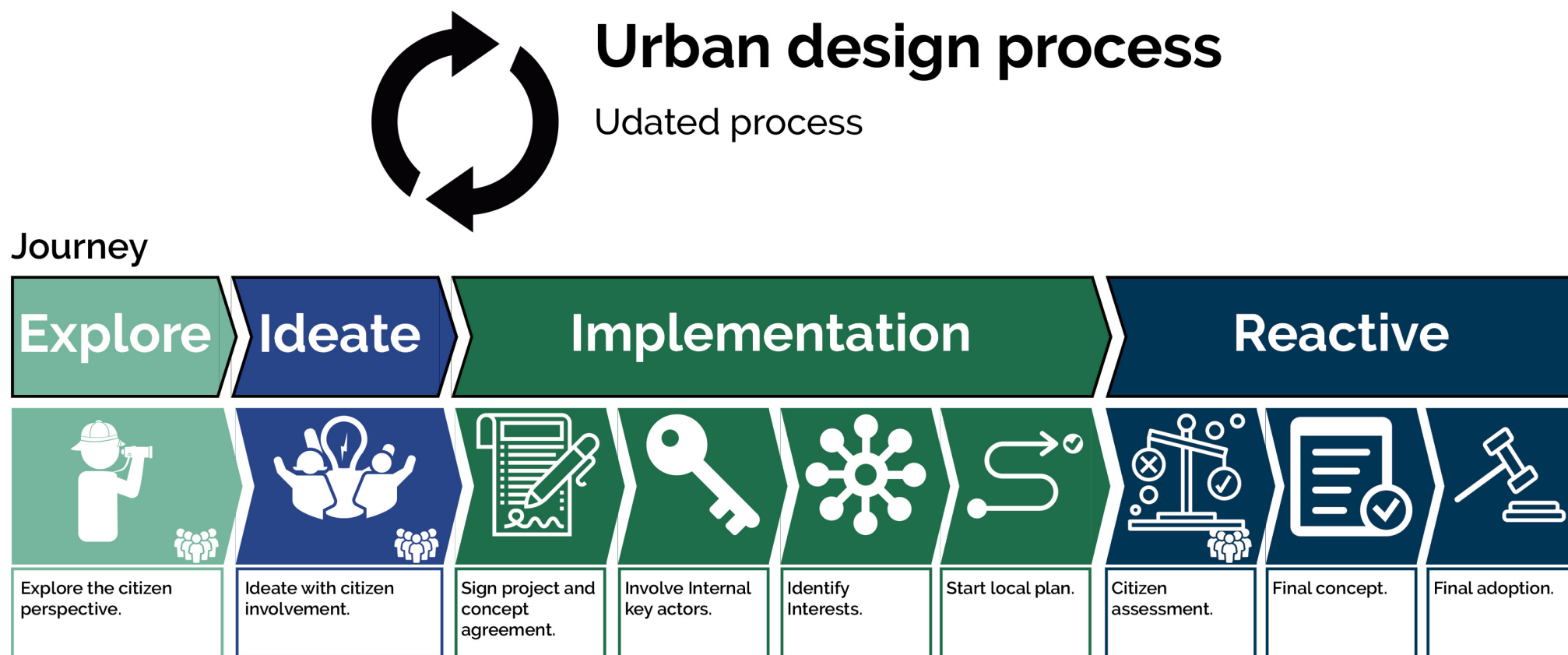


Figure 19: Model of TMC updated process and journey. Touchpoint of: Explore and Ideate has been added.

Figure 19 depicts the expanded urban design process and TMC journey. Figure 20 highlights the opportunity touchpoints in the red boxes, for facilitating an improved inclusion of the citizen perspective through the use of staging. The touchpoints marked in the black boxes are TMC internal and political processes. These processes were seen as too distinct to include the citizen perspective because their goals are mainly focused internal development processes.

Now that it has been determined that staging is the right method to use to improve the citizen perspective, by experiencing it through Lego Serious Play and determining where in TMC's urban development process the improved inclusion could be facilitated into, a need for exploring concrete staging facilitation was necessary.

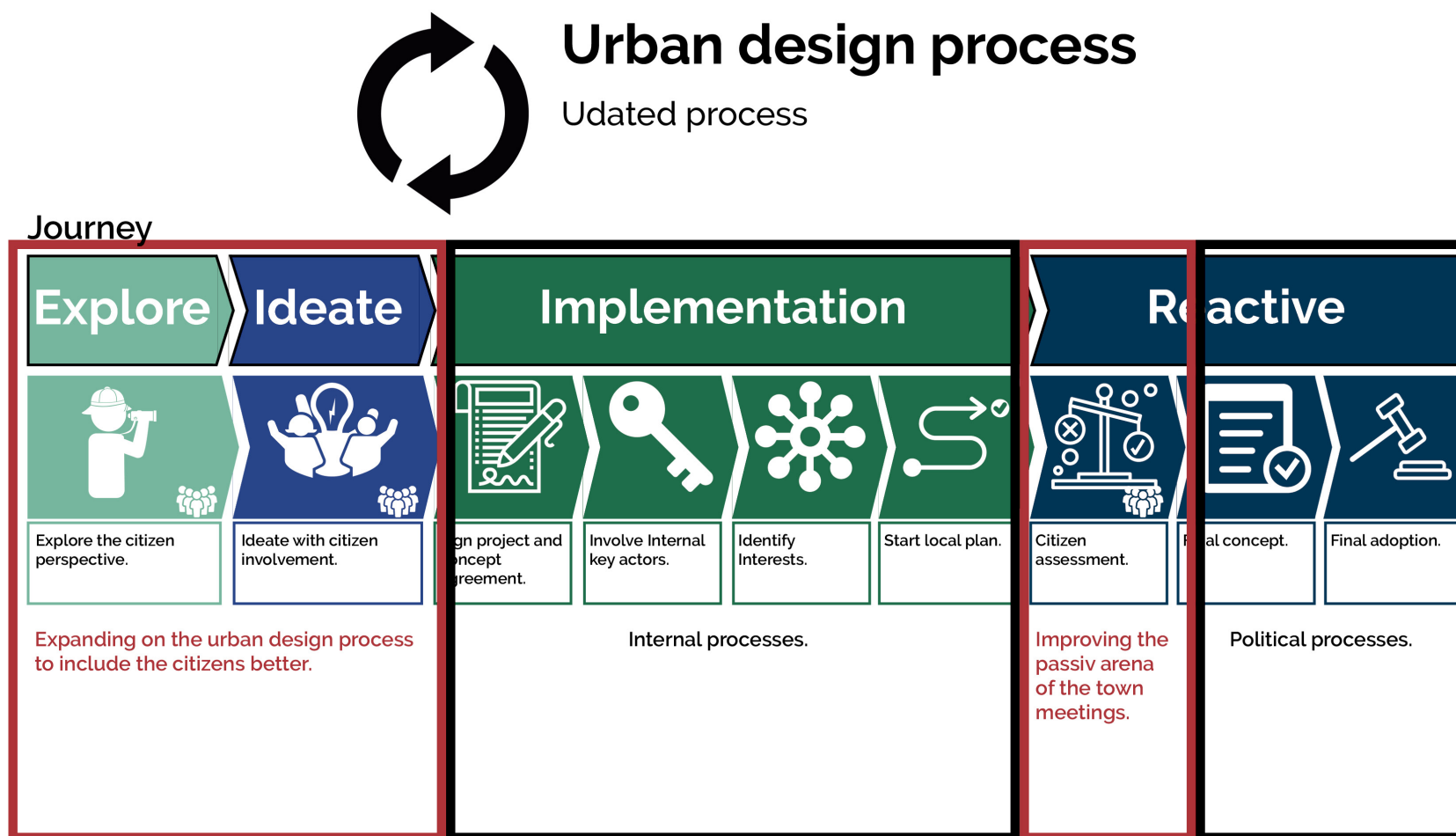


Figure 20: Model of TMC updated process and journey. Highlighting the opportunity points in red boxes.

4.1.3 Workshop 3 - Idea Generation (5 Hours)

Staging ideas needed to be generated to better explore how staging could be directly facilitated into TMC's expanded urban development process and in the different journey touchpoints.

In order to explore this, a long ideation workshop was conducted with the goal of generating a series of ideas on how staging could be used to facilitate the inclusion of the citizen perspective. Once again the workshop was conducted in collaboration with Line Cecilie. Each of the three participants undertook a separate role based on the three empathy maps. The workshop was thus conducted with one person taking the role of the designer, one taking the role of the citizen, and one taking the role of the TMC. The workshop would involve the method of brainwriting (Gray, et al. 2010). According to Grey et al. (2010) The best ideas are often compiled by multiple contributors, and brainwriting is a simple idea generation tool. It involves a shared space for idea generation, and a shared topic. Each participant silently and individually generates ideas on index cards, and shares that idea, each participant then attempts to improve on the idea. By the end of the session all ideas are displayed and reviewed and discussed openly. In order to conduct a brainwriting session, the empathy map insights were transferred onto post-it notes that would be used as design game elements. Several rough personas were also developed based on the empathy maps, along with a few problematic urban spaces mentioned in the citizen perspectives. These elements were also intended for use in the brainwriting.

The brainwriting was conducted by allowing each participant to choose random post-it notes from their pile. These chosen post-it notes would all be combined to create a random scenario containing one persona, one urban space, and one empathy map insight. This scenario would then be the basis for developing staging concepts. Whether the individual chooses from urban

space pile, persona pile, or the empathy insight pile, was rotated between every round in order to allow for a diverse combination of different random scenarios. Each round was timeboxed, for writing or drawing staging concepts based on the specific post-it notes in play. After each round each participant presented their staging concepts, which was then discussed and expanded upon. See figure 21 for an example of how one round could look like, or look in appendix 5 for more workshop pictures.

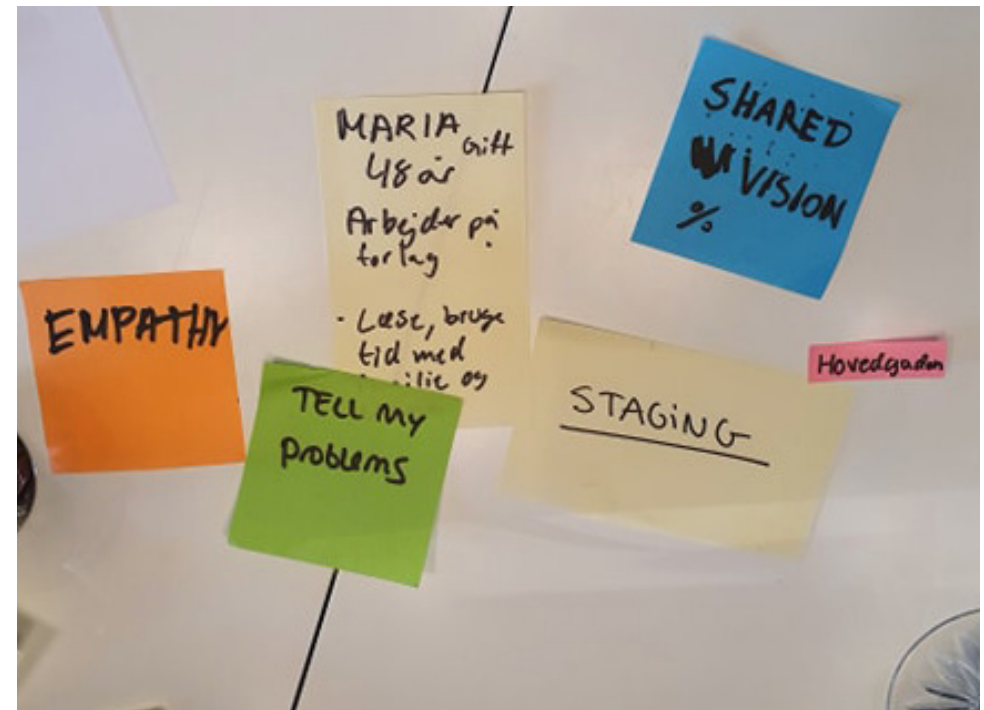


Figure 21: A round of brainwriting.

This round of brainwriting ended up with providing the idea for the staging: Cozy corner, which is explained further, later in this segment.

When all the post-its had been in play at least once, the staging concepts were clustered together based on whether they were explorative, used to ideate or used to reflect. The benefits of this brainwriting was to explore the possibilities of staging, and to analyse recurring themes of techniques in the staging concepts, but also allowed for the practice of developing concepts focused on facilitation in general. By the end of the workshop the practice had made the thought process facilitating very natural, compared to how clumsy it was in the beginning. This led to better articulated and more concrete concepts. The workshop ended with a session of dot voting (Gray, et al. 2010), where each participant had a limited amount of dots they could place on the concepts. Each dot represents a vote, and helps to choose which concepts to move forward with, and which to discard. The staging 6 concepts with highest votes were expanded on and developed further. The staging concepts were called: **Negative brainstorm, Cozy corner, Explorative mapping, Contain the city, Build your city and Physical moodboard.**

Negative Brainstorm

A stage that focuses on tapping into the agonistic possibilities of the frustrated and confrontational citizens, or in problematic urban spaces. The stage will be designed to highlight any current conflict or problematic urban spaces that the urban planners are aware of already. The focus is to provoke and channel these conflicts, and to use that emotional drive for engaging citizens in discussions. These discussions can both be between citizen and urban planners, but also between citizens with antagonistic relationships. Insights in relation to the urban space and the citizen perspective will be derived from these discussions.



Figure 22: Moodboard for Negative Brainstorm.

Cozy Corner

This stage is focused on not only moving the arena of urban development out of the municipality and into the urban spaces, but also to make that arena into a stage that citizens will be intrigued by and will want to engage with. The goal is to design a stage that fits the urban space and contexts, but is also inviting to participants. It will offer incentives, such as refreshments, to lure citizens into engaging in a conversation about that urban space. This type of stage does not necessarily dictate the theme of the conversation very well, but is rather designed for occasions where citizens are uninterested in participating.

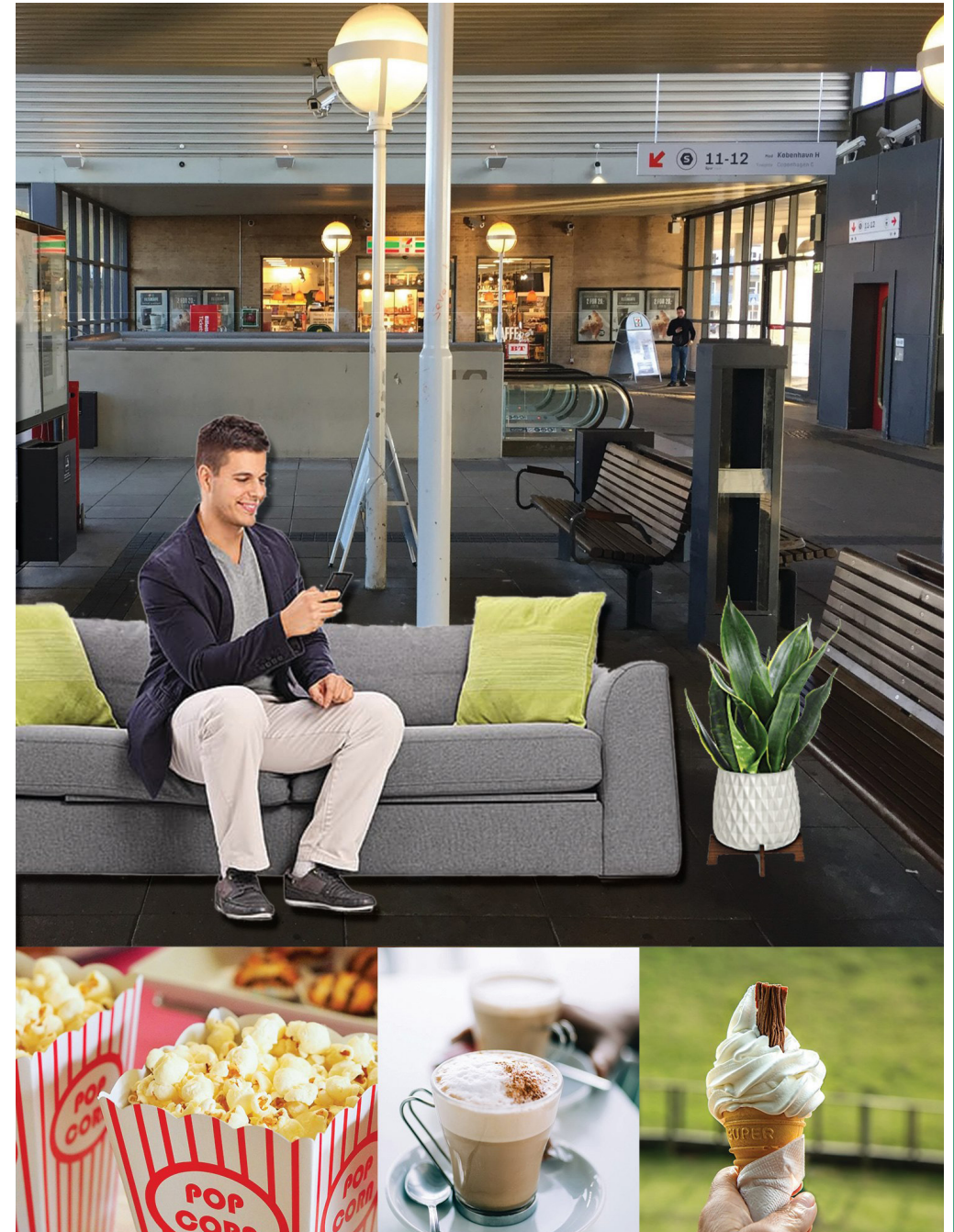


Figure 23: Moodboard for Cozy Corner.

Explorative Mapping

Explorative mapping was based on the stage that was performed in hedehusene (Barfod & Petersen, 2019), which was also part of the case analysis. The experimentation with this staging design led to minor alterations to this version of Explorative mapping. The goal of this explorative staging is to facilitate involvement of citizens in conversation that explores a larger urban space than previous examples. Staging uses the presence of the urban space as a prop or tool for facilitating the conversation, but if the urban space is too large, it becomes problematic to use its presence. This stage therefore utilizes collaborative exploration of a map of an urban space, between citizen and urban planner. Participating citizens are asked to reimagine the urban space, and provide notes on the map about frustrations, problematic areas, aspects they want to preserve, and changes they would like to see. The notes position on the map will correspond with the geographical location relevant to their input.



Figure 24: Moodboard for Explorative Mapping.

Contain the City

This staging involves placing a temporary intermodal container in an urban area you are attempting to develop for. This container is filled with different elements according to different themes and the container is then used to observe the citizens' interaction with the various themes of the container. The container will also contain a method for the citizens to get into contact with the municipality, such as sticky notes or a phone number to text. They are encouraged to give input and feedback on what they like and what they would change or future installments they would like to try. The staging involves observation experiments of whether the citizens actually utilize the facilities they have communicated interest in or whether a gap exists between what they say they want to use, and what they actually end up using. This observation can be done through the use of either hidden or obvious cameras, for when a municipality member is not present to observe and document the use of the container installation.

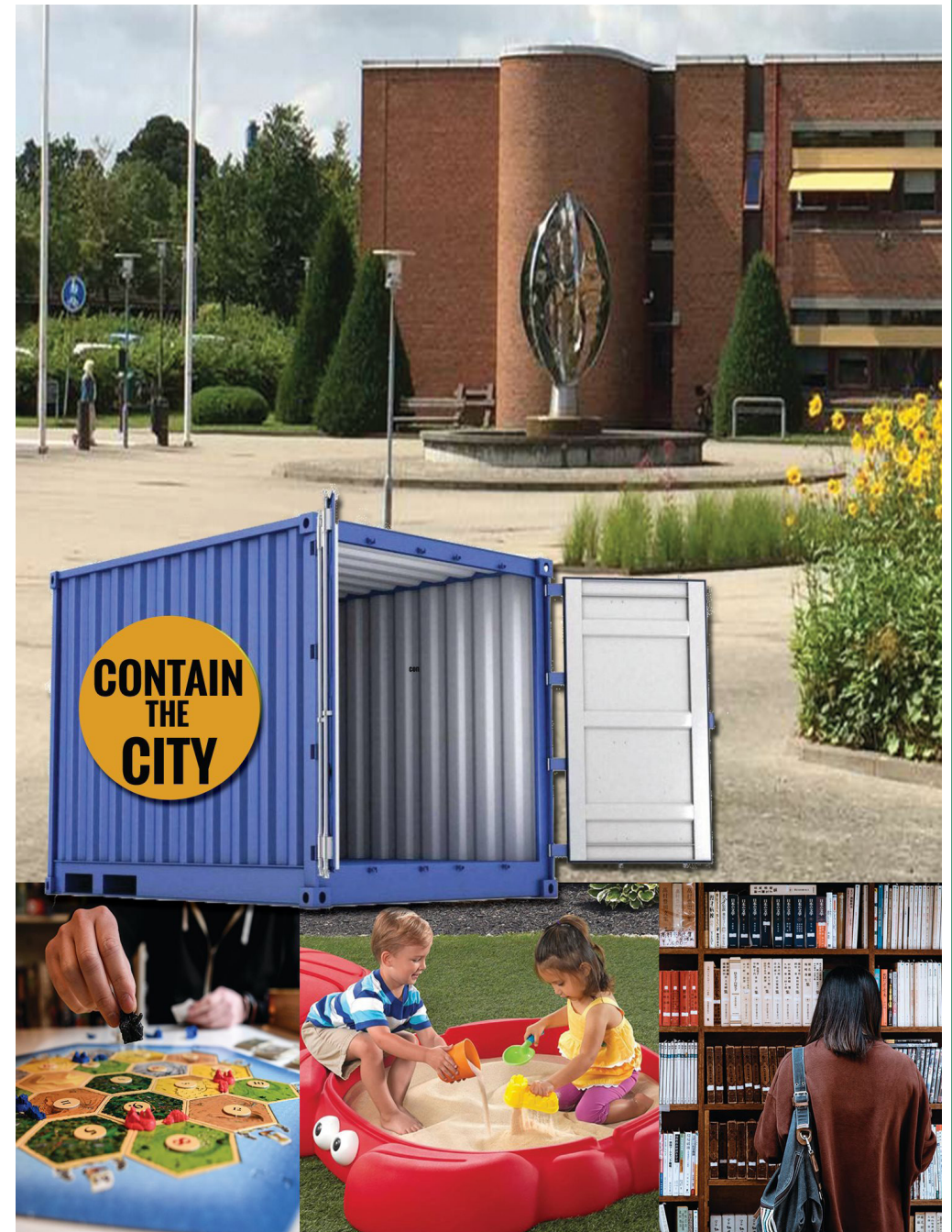


Figure 25: Moodboard for Contain the City.

Build Your City

This example of ideative staging requires more active facilitation from the municipality, but less preparation. The focus is on making the participation process fun for the citizens. This stage therefore involves a design game, that involves the citizen rolling a dice to determine their creative task. The task can involve the citizens choosing an element of the urban space to remove, choosing an element to build/introduce into the urban space, choosing an element to change, choosing an element to move to a different location, choosing an element and preserve or choosing an existing idea from another participant and adapt or build on that idea. This stage can provide a lot of insights into the citizen perspective of an urban space, both in terms of what they like and dislike, but also in terms of what possibilities they see in the urban space and the type of changes they gravitate towards.



Figure 26: Moodboard for Build Your City.

Physical Moodboard

The stage itself should be a representation of the concept or concepts. This is similar to a moodboard, which is typically a collage of images that seek to visually communicate the feeling, mood, style or atmosphere TMC aims to achieve. This is typically done through images or textures, fabrics etc. The stage should be performed in the urban space for which the moodboards correlate, in order to add context for the citizens participating. The invited participants are then presented with the moodboard, or moodboards, and encouraged to provide their thoughts and feelings on it. The citizens can thus influence the urban space by providing their opinions on chosen colors, locations and various other elements. If more than one concept is in consideration, the development of several moodboard that can be compared, is an insightful approach to empowering the citizen, and validating TMC's decision for which concept to pursue.



Figure 27: Moodboard for Physical Moodboard.

4.2 INSIGHTS & DISCUSSION

The insights of the previous phase indicated that a focus on facilitating democratic innovation might be an ideal answer to the research question of how to include the citizen perspective. According to Tortzen (2020), an approach to achieving citizen involvement might be to move the design arena from inside the municipality and out into the urban space. This phase has explored ways of how to move the arena where design of urban

spaces take place, out of the municipality and into the urban space. The citizen interviews (Appendix 1) revealed that many citizens have no idea that they have any role in the urban development going on around them, despite them being the ones inhabiting that space. Moving this arena would also involve moving the line of visibility which might make the process of urban development more transparent from the citizen perspective. Based on the analogy of a theatrical stage, and the deconstruction of the current urban development process conducted with TMC center manager Lars Christensen, the transparency can be discussed.

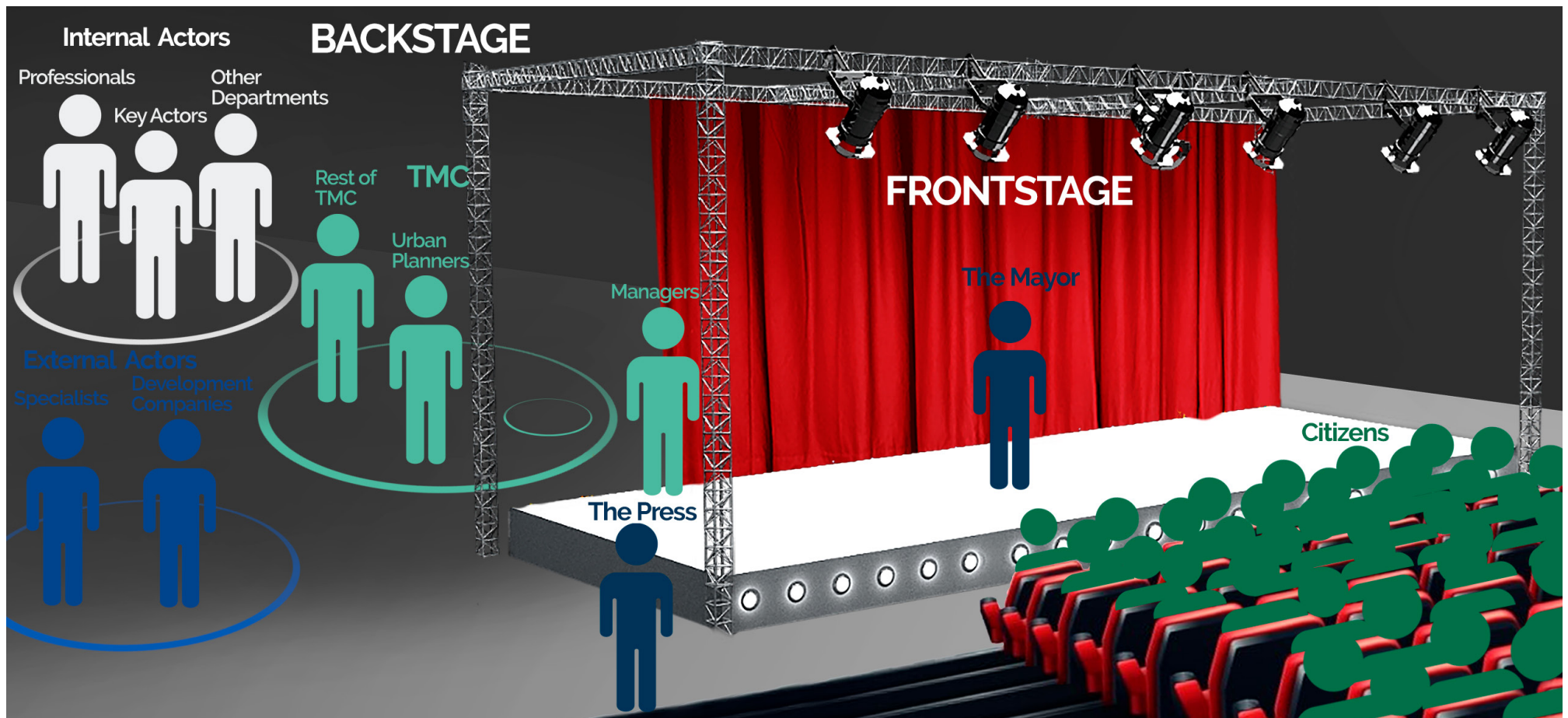


Figure 28: Showcasing of TMC's old process using the stage analogy.

The citizens are currently spectators, who can only watch the stage but are not meant to interact with it, can be seen in figure 28. Backstage is where the urban development process is taking place, involving the urban planners, the rest of the TMC, and a variety of supporting internal and external actors. No development actually takes place on the stage where citizens can view it, it takes place behind the line of visibility represented by the curtain. All that the citizens can see on stage are the managers and mayor talking about plans for urban development projects.

The vision for answering the research question involves moving the line of visibility, which would include moving both the urban planners from backstage forward, past the line of visibility and onto the stage, as has been shown in figure 29. Simultaneously the goal was to explore how to move the citizens closest to the stage, up onto it. A stage consisting of both the manager, urban planners and citizens would allow for collaborations between them. It would also take a part of the urban development process and relocate it to where it is visible to all the citizens still spectating from the audience seats. Thereby not only benefiting those citizens on stage, but also those who prefer a more passive role, by making them feel represented, while also giving them a clearer perspective on the process.

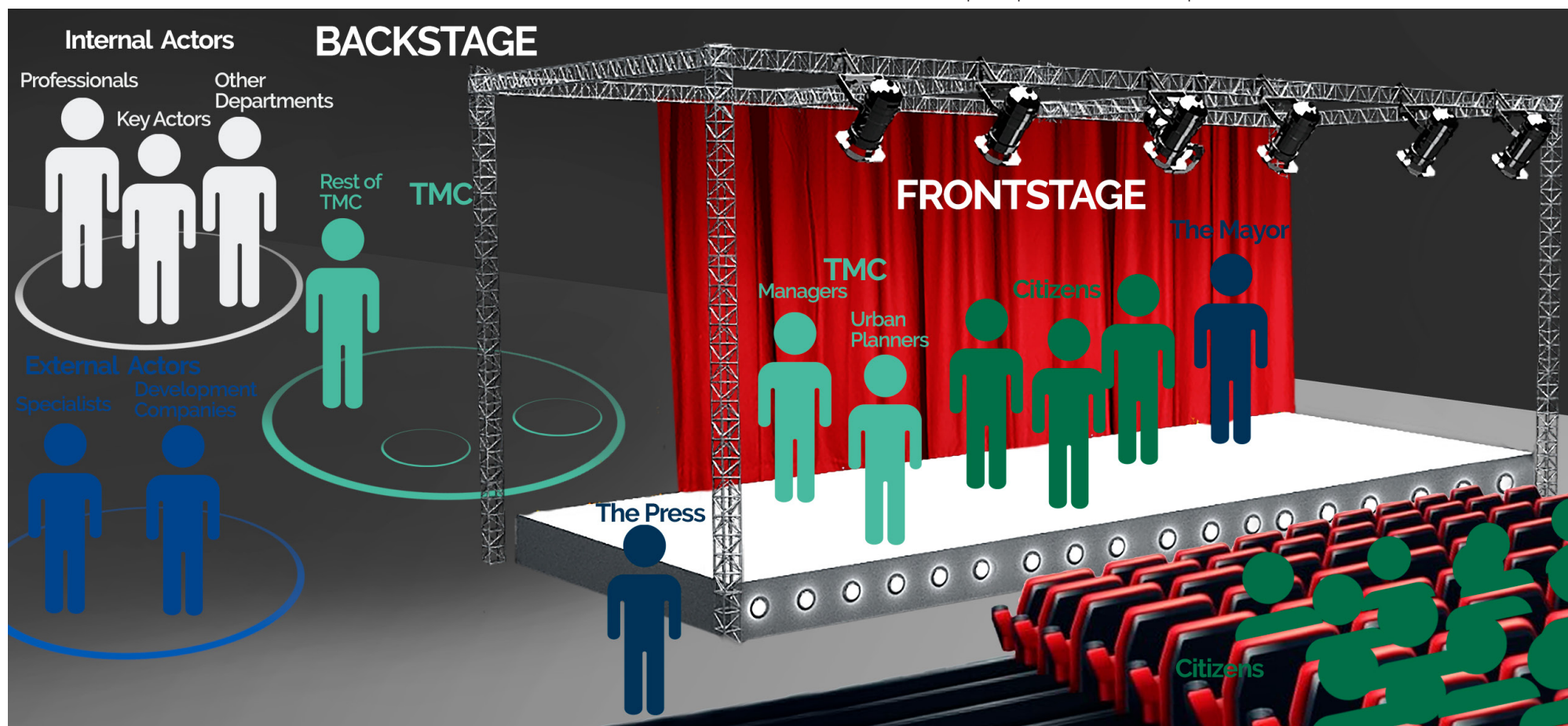


Figure 29: Showcasing of TMC's new process using the stage analogy.

Analysing the deconstruction of the process performed by TMC center manager Lars Christensen, led to the realization that his depiction of the process starts out with an agreed upon concept. A fundamental part of the problem with including citizens in the current urban development process, might be that center managers at TMC don't consider whatever preeceeds the signing of the project and concept agreements as part of the process. We, as designers believe that the majority of the understanding of the citizens perspective should come before agreeing on a final concept. An obstacle might therefore not just be that their current process is missing inclusion of the citizen perspective, but that the process that would most naturally include the citizen perspective is missing from their current depiction of the process. The only part of their current process that allows for citizen inclusion would be the phase called involving stakeholders, because it is herein that inclusion of citizens already takes place. Instead of forcing citizen inclusion awkwardly into the current process at stages where it would fit, in order to get more of it, the decision was made to expand what constitutes the urban development process at TMC to include the preliminary phases of "Explore" and "Ideate".

Earlier discussion highlighted how staging performed by municipalities would need a high level of facilitation. The method of staging from the navigational approach (Munthe-Kaas & Hoffmann, 2017) does not provide an adequate level of facilitation, in its original representation by Munthe-Kaas and Hoffman, because the goal of their study was to experiment with the navigational approach and explore its effects.

In order to answer the research question of how to facilitate the citizen inclusion, the thesis will utilize the case analysis and draw inspiration from how other facilitation tools that have been designed for and used by municipalities, are structured and framed. The guide to a co-creation approach (Væksthus for Ledelse, 2019) designed for danish municipalities, is structured

into phases and steps within each phase. It contains detailed descriptions of the goals for each step, as well as examples of specific elements to consider, as well as examples of what answers to these considerations could be. This makes fulfilling each step an easy, tangible and intuitive process. It is presented broadly enough to facilitate that the user can expand on what the step could require, but at the same time specific enough to allow the user to follow the steps autocratically. It provides detailed information, but also highlights key details, which allows the user to consume the guide according to their preferences (Væksthus for Ledelse, 2019).

A quick secondary research session (This is service design doing, 2020), targeted at guides for use in municipalities revealed another guide designed by the municipality of Kolding (Kolding Kommune, 2017). This internally developed "Designkit" also follows the approach of phases and steps, but functions much like a catalog of tools to choose from than a guide (Kolding Kommune, 2017). It therefore focuses more on shallowly presenting many different methods, rather than preventing a single method in detail. Beyond describing the chronological process, and the individual tools, it supplements these with concrete examples for the municipality to use. This adds an even deeper level of facilitation, designed for a user that does not wish to understand the tool but simply wishes to use it.

Based on the insights from the Lego Serious Play workshop, that urban planners can easily be overwhelmed by methodology, and that the urban planner needs practical and actionable knowledge, the decision has been made to focus on a single method. That of staging. This definition of staging is based on the threat of the navigational approach (Munthe-Kaas & Hoffmann, 2017), but altered to make it formulaic, with a concrete approach and structure. Based on the analysis of how municipalities prefer their own material to be presented, in the form of the co-creation guide

(Væksthus for Ledelse, 2019) and the Kolding Designkit (Kolding Kommune, 2017), the thesis will attempt to answer the research question of how to facilitate the inclusion of the citizen perspective within the urban development process of TMC, through the format of a Guide to Staging.

Conducting all three workshops, it has led to insights into what type of content could be included. By analysing the 6 final staging concepts, it has provided a good indication of the recurring necessary information needed to facilitate the use of staging. The guide should include a section defining what staging is to the reader, along with why it is beneficial to perform staging within urban development projects. This is to give the reader an understanding of our definition of staging as a concept, and to incentivise them to using it. Since the second workshop led to additions being made to their current process, the guide also needs to include a description of when it is appropriate to use staging. The guide will also need to clarify who it is intended for, and who should be involved in the process of staging, as well as the roles that the involved urban planners will have to fill. The guide should of course include detailed and segmented descriptions of how to conduct staging. Based on the analysis of existing municipality guides (Væksthus for Ledelse, 2019), (Kolding Kommune, 2017), this should include step by step process, examples of important consideration to guide the reader's thought process, as well as examples of answers to these considerations. Lastly, should the reader wish to conduct staging without designing their own concepts, the guide should include detailed staging examples, that will consist of more detailed descriptions of the 6 staging concepts from the idea generating workshop that utilized Brainwriting (Gray, et al. 2010). The earlier insights from (Gardesse, 2014), described a problem with the inconsistency in which municipalities can conduct their processes. Structuring a guide with clear steps and examples to follow, might facilitate that the process of staging can be

practiced consistently within the urban development process. Developing a guide that follows this description should allow the thesis to attempt to answer the research question.

5. EXPERIMENTATION

The fourth phase of this thesis will focus on the development of the staging guide in accordance with the findings of the previous phases. As part of the research through design (Lenzholzer & Brown, 2016) approach for this thesis, this phase will also involve the process of further exploring the research question though attempting to test the staging guide, under the conditions of the pandemic. The phase will end in a discussion of the feedback obtained on the staging guide, along with the impact of this feedback.

5.1 FACILITATING THE INCLUSION OF THE CITIZEN PERSPECTIVE

In attempting to answer the second and third part of the research question, a concept was developed in the form of a guide for staging. This staging guide focuses on facilitating the practice of staging, within the urban development process. This facilitation focus of the concept will involve a highly structured guide, into descriptive segments and a step by step style "how to" segment. It would also involve outlining clear roles for performing staging that need to be filled, as well as concrete examples of stages that TMC can perform. The definition of staging used for this guide, is different to that of Munthe-Kaas & Hoffmann (2017), in two ways. The first difference is that the definition of staging used in this thesis is that of a standalone method, for which a guide will be constructed, as opposed to staging being the middle part of an approach, that requires other parts to perform. The second difference is that staging for this guide is structured to containing specific steps in a specific order, with the user filling specific roles, as opposed to the loosely defined concept of staging presented by Munthe-Kaas & Hoffmann (2017). This definition was formed from the focus on facilitation that TMC would thrive under.

The biggest challenge located in relation to implementing new design practices into TMC, is facilitating that TMC will adhere and utilize them. Researchers like Christian Bason have developed several books that discuss how the public sector would benefit from adopting and practicing the ideology of a designer (Bason, 2017). However, researchers such as Gardesse Gardesse (2014) and Tortzen (2020), along with our own experiences of

collaborating with HTK, indicate that this shift in ideology and process, while it might be ideal, is far too drastic to be realistic to accomplish. It appears far more likely that TMC would simply disregard a proposal of such magnitude. The guide developed for TMC will therefore seek to implement a more reasonable change to their current process. While the guide might need to undertake unfamiliar tasks and to use an unfamiliar method, the focus on facilitation should make the guide more easily adoptable. By ensuring this it is made very specifically with their current process in mind, as opposed to replacing it with a completely new process.

In terms of Christian Basons (2017) metaphor of two crashing waves, that depict design and public governance in diametrical opposition, the thesis has found the answer to facilitating inclusion of the citizen perspective to exist somewhere around the middle of this spectrum see figure 30, as opposed to at either of the extremes.



Figure 30: Showcasing staging laying in the middle of a spectrum between Design practice and Municipality Practice.

The biggest opportunity located in relation to implementing new design practices into TMC, was the access to viewing the context from three different perspectives. The biggest opportunity this

guide affords TMC is that inclusion of the citizen perspective will allow them to practice Democratic innovation (Björgvinsson, et al. 2010). Democratic innovation constitutes a process that both involves practicing democratic design, and user driven design simultaneously. This Staging guide aims to offer a voice in the urban development process to citizens that they did not already possess, by facilitating citizen inclusion in the urban development process. This would constitute democratic design. Simultaneously the staging guide will attempt to facilitate that TMC performs citizen inclusion, in a format that provides insights with actual value and impact to their development project. Furthermore it attempts to make these insights into the driving force of the development, by placing the staging process in design focused faces, prior to TMC deciding the final concept, and as a tool for iteration, within the current process. This would constitute a user driven design approach. Thus the staging guide will benefit TMC through implementation of Democratic innovation into the urban development process.

"Den altafgørende faktor for om demokratisk fornyelse bidrager med demokratisk værdi er paratheden hos de politiske beslutningstagere til at give de nye demokratiformer vægt og legitimitet samt ressourcer - og integrere dem i de eksisterende beslutningssystemer." (Tortzen, pp. 209, 2020)

"The crucial factor for whether democratic renewal contributes to democratic value is the readiness of political decision-makers to give the new forms of democracy weight and legitimacy as well as resources - and integrate them into existing decision-making systems." (Tortzen, pp. 209, 2020)

During the case analysis, an analysis was made of a co-creation guide designed for municipalities (Væksthus for Ledelse, 2019). More specifically it described itself as designed for the public sector managers within the organization, and not the

municipalities themselves. A reason for this might be the hierarchical structure of public sector organisations. The insights from the autoethnographic study (Barfod & Petersen, 2019), was similarly that municipalities emphasis top down leadership. The managers and center managers are the decision makers, and for the Staging guide to be adopted and utilized by TMC it has to be aimed at convincing these managers. The staging guide should therefore reflect that the plan and building manager Poul Hvidberg-Hansen and the center manager Lars Christensen are the intended recipients. Based on this it might also be beneficial to present these recipients with the final guide in order to receive feedback on and iterate on it in accordance with that feedback. This could help insure ideal compatibility of the staging guide and the current urban development process.

5.2 TMC'S STAGING GUIDE

As part of the experimentation phase, the Staging guide was produced in accordance with the description given in the ideation discussion and the experimentation phase. The finished guide can be found in appendix 7.

5.3 OBTAINING FEEDBACK

It is important to take into consideration that the current ongoing pandemic has turned collaboration into a major obstacle. COVID-19 has completely undermined the current TMC urban development process, as well as all internal and external communication, by making all non essential employees work from home. Considering this situation, and that TCM manager's perspective would play a substantial role in answering the research question, it would be prudent to consider how to optimally obtain their perspective on the staging guide.

Producing a guide that facilitates a defined and structured process provides the obstacle that the guide is less digestible. This could pose a problem, since it might put off potential readers and result in them disregarding it before even reading it. If it is read by managers, it might be problematic for them to communicate the staging guide to other employees, and it might be unrealistic to expect every employee involved in the urban development process to read it. In order to address this obstacle to answering the research question, the decision was made to develop visual representation of the staging guide. This would take the form of an infographic. An infographic would allow the concept of the staging guide to be presented in an appealing and intriguing fashion. It would also increase the likelihood TMC managers interacting with the Staging guide and offering feedback, which would assist the thesis in answering the research question. It should also increase the possibility of TMC utilizing the staging guide, since they will more easily be able to share and communicate it internally in TMC. The infographic is showcased in figure 31. It showcases the two main aspects of the guide. The intended starting point for the reader was the top left. This is the most intuitive place to start, and is signaled with the visual

hierarchy of the header. On the left side of the infographic, the goal was to communicate what the staging guide constitutes. This included what it is, what benefits it provides, who is involved, and what roles are required. Readers who merely wish to understand what staging constitutes, have thus received all the information they need. Readers that wish to perform or design stages are

guided to the right section of the infographic. Here they are presented with the three distinct staging types, when to use which type, and the steps involved in designing and conducting a stage. Each step is accompanied by a journey, as a graphical representation that summarizes or hints at what each step involves. Following the natural flow of the infographic will thus inform the reader of the content of the Staging guide.

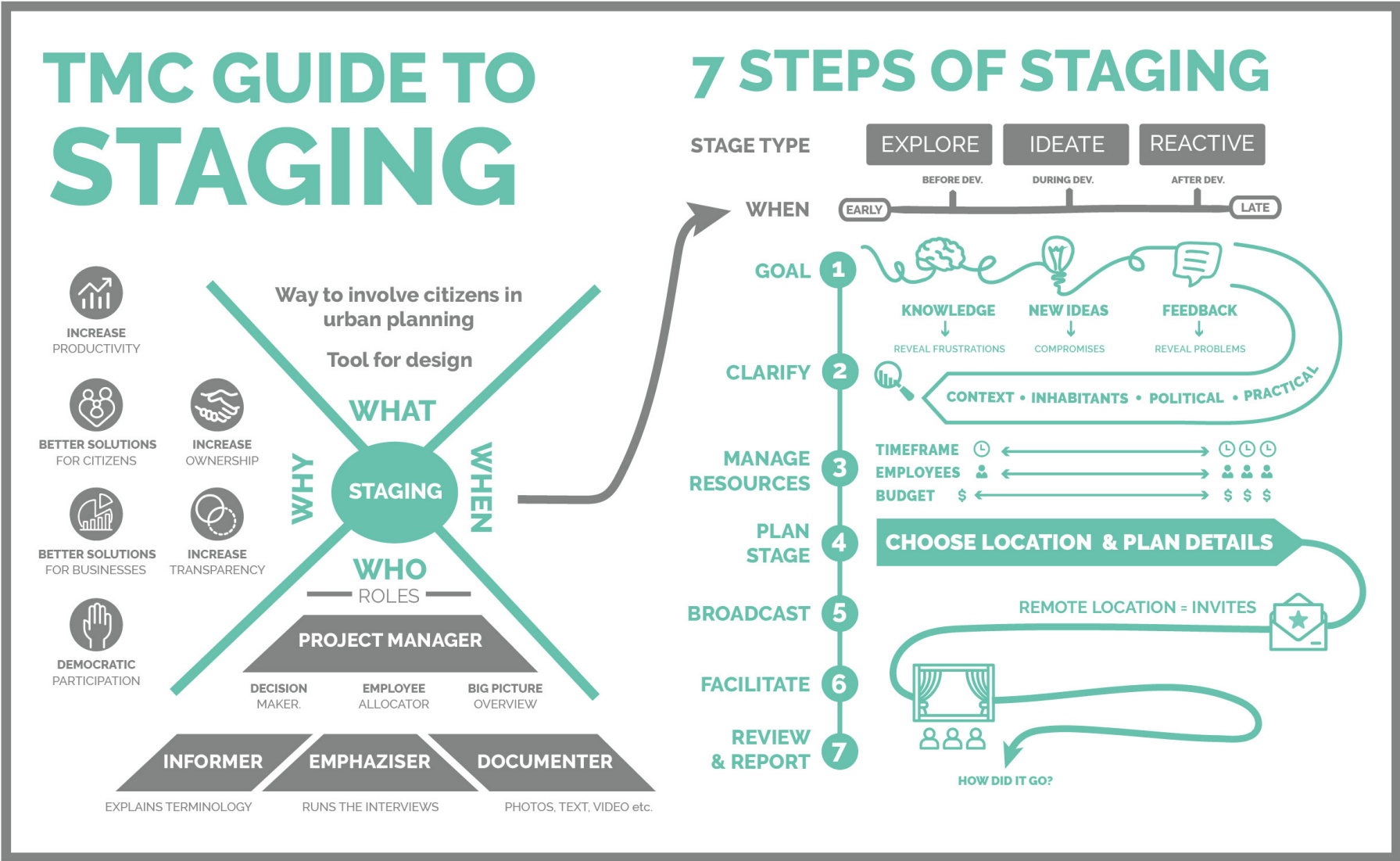
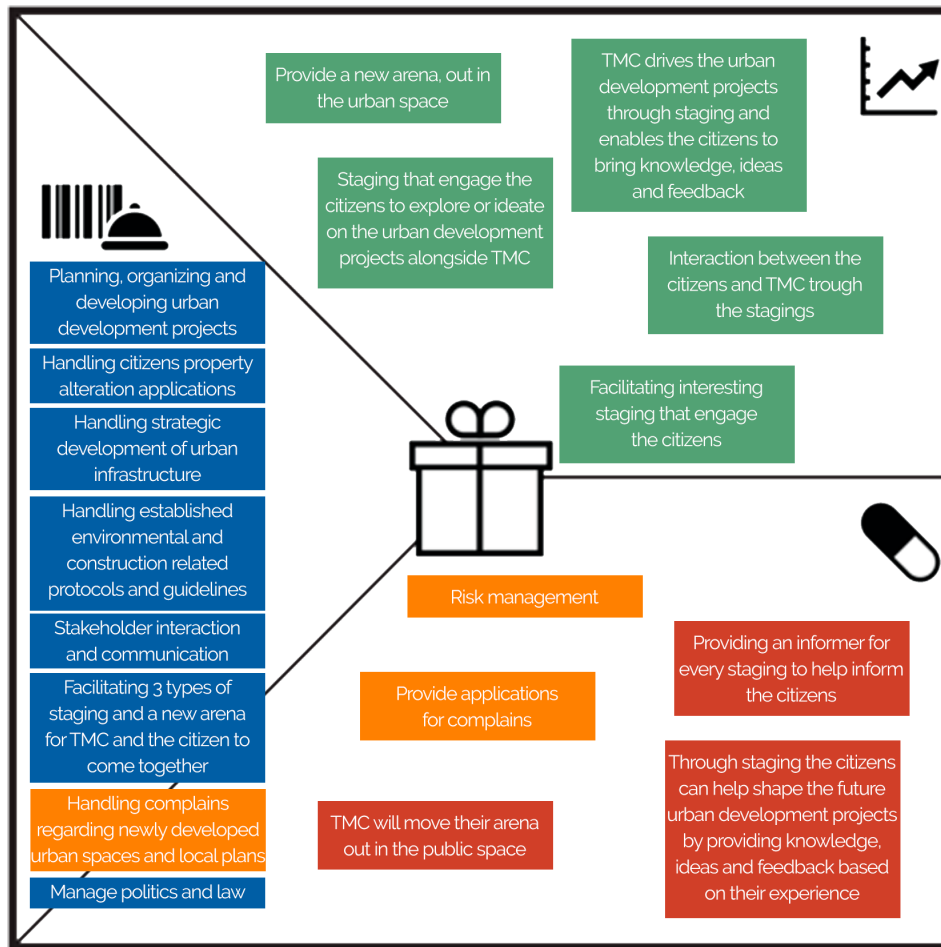


Figure 31: Infographic over TMC's Staging Guide.

The infographic offers a simplified method of presenting and understanding the staging guide. As an alternative, should the reader want a more in depth understanding of the staging guide, beyond what reading the guide can provide, a value proposition has also been developed. The value proposition was developed according to the definition by Smith, et al. (2015). It can be seen in figure 32. He describes a value proposition as a tool for depicting the value of a service or product. It does this by mapping out the tasks, pains and gains of the “user”, in relation to the value creators, pain relievers and the services provided. For this particular value proposition specific elements have been highligh-



ted in orange. These orange color signifies user tasks, pain relievers and services provided, that were part of their original urban development process. These elements will still exist within the urban development process after staging has been introduced, but is intended to play a significantly smaller role in the process.

The inclusion of this value proposition in the process of obtaining feedback, will enable the TMC managers to gain a more in-depth understanding of the Staging guide. This might allow them to provide more in-depth feedback in return, which could assist in answering the research questions.

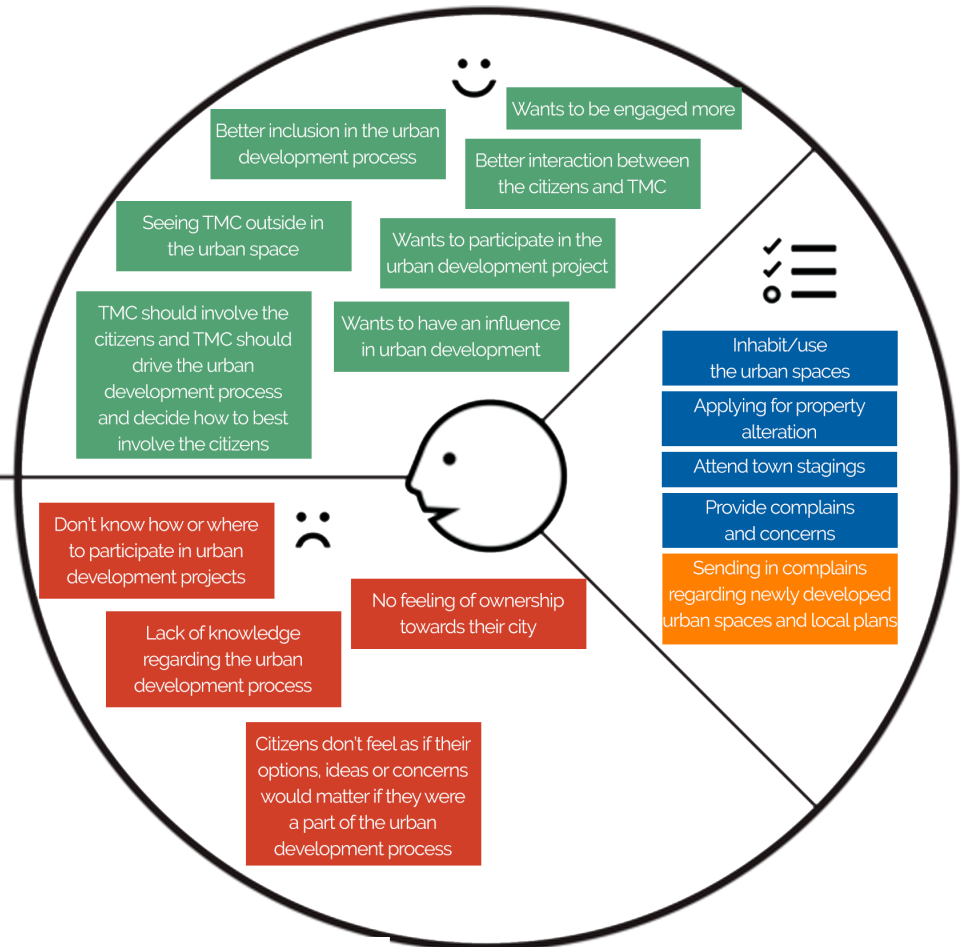


Figure 32: A new value proposition map over TMC new urban development process.

5.3.1 Testing

Experimenting with the developed Staging guide would be the ideal way of obtaining insights that could assist the thesis in answering the research question. Since the ongoing COVID-19 pandemic has made experimentation with staging guide impossible under the circumstances, other alternatives were explored.

As an alternative, the staging guide was sent to plan and building manager of TMC Poul Hvidberg-Hansen and the center manager of TMC Lars Christensen. Included along with the guide was the infographic (figure 31) and the value proposition (figure 32).

The method of staging that the guide is based on was originally inspired by the definition provided by Munthe-Kaas & Hoffmann, (2017). Since Peter Munthe-Kaas had already been involved in the thesis through an interview, he should be able to provide feedback on the staging guide. His perspective on the definition of staging used in the guide, could be particularly interesting and insightful, due to his prior experience with the practice of staging. Peter Muthe-Kaas was therefore contacted through email and provided a copy of the guide along with the infographic (figure 31) and the value proposition (figure 32).

Facilitation has been a big focus of the staging guide, since the goal of the guide was to assist in answering part of the research question of how to facilitate the inclusion of the citizen perspective. A copy of the Staging guide along with the infographic (figure 31) and the value proposition (figure 32) was also provided to co-creation and facilitation expert Line Cecilie. She might be able to provide feedback on aspects of the staging guide related to facilitation.

5.3.2 Feedback

The municipality did not reply to the email before the deadline for handing in the thesis. Given the chaotic situation of the pandemic, and their regular response times being very long, it had expected that feedback on the staging guide might be a slow process.

Feedback was provided by Peter Munthe-Kaas however. The full feedback can be found in the appendix 8. The highlights of this feedback was that he would recommend altering the "When" segment of the guide. He argued that balancing the usability and adaptability of a method such as staging is very tricky, but that the staging guide generally did a good job at finding this balance. The When segment depicts when in the process to conduct specific types of staging. He argued that it was a bit too confining a structure for the reactive staging. If he could make alterations to it he would have communicated it in a way that enabled the planning process to be iterative, without forcing it to be. An iterative staging process would keep bringing the urban planners back into the urban spaces. This would make their presence even more noticeable as it might allow citizens to observe the impact their involvement has on the urban development process. Furthermore he added that he would have preferred a larger emphasis put on agonistic design, by facilitating which citizens are allowed on the stage, but he wasn't sure if it was needed for our staging guide.

From Line Cecilie we received feedback on the steps of the how segments. The two first steps were called "1:Setting a goal" and "2: Clarify and manage expectations". Line Cecilie argued that setting the goal is the first step because it involves a decision-maker, a.k.a. a manger. Step 2 involves clarifying what knowledge exists, which is done by the urban planners, and managing expectations which again involves framing the staging, which involves a manager. Based on this Line Cecilie recommended that we alter

these first steps to “1: Setting a goal and managing expectations” and “2: Clarify”. She argued that this would make the first step more thematically consistent. It would allow for the managers to fulfill their entire role in the first step instead of having several small roles in each step. This might not only help streamline the process, but will also make it more strategically planned in terms of the human resources it requires to use the guide.

5.4 INSIGHTS & DISCUSSION

In order to attempt to answer the research question, the Staging guide presented to the intended recipient, TMC, along with a designer with expertise in staging, and a designer with expertise in facilitation. This might allow for insightful feedback on the core aspects of the Staging guide, by having one expert focus on the staging part, and another expert focus on the guide part. Despite this intention, the experts were not asked to review specific aspects of the staging guide. This was in order to avoid limiting the amount of feedback received. Getting insights on the guided implementation of staging from a staging expert might be insightful, but getting insights from someone unfamiliar with staging would be just as insightful, but for different reasons. Staging expert Peter Munthe-Kaas could ensure that the guide's representation of staging still adhered to core principles of his definition of staging and could still provide the intended benefits related to staging. Facilitation expert Line Cecilie could provide insight into how the staging guide might improve its ability to facilitate staging for the municipality. With TMC managers being the intended recipients of the staging guide, they also possess a perspective from which it would be ideal to receive feedback. This feedback would directly relate to answering the research question of how to facilitate inclusion of the citizen perspective.

While feedback was received by both of the contacted designers, feedback was not yet received from TMC, by the time of the thesis deadline. However discussions can still be had on how feedback from TMC would be handled, should it be received. Despite the TMC managers ideal position for providing feedback, the feedback should not simply be implemented literally into the staging guide. Nor should it be considered the objective truth to the answer of the research question. The empathy map

constructed for representation of the municipality perspective clearly showcases a distinction between what is said, what is thought and what is done. Feedback received from the municipality should therefore be analysed, in order to explore the reasoning behind the feedback. This might reveal further insight on how to improve the staging guide for the use by TMC, which could assist in answering the research question.

The feedback received from Peter Munthe-Kaas was expected to focus on staging. The feedback that was received focused on staging as expected. His feedback was that the staging guide balanced usability and adaptability well, but that he would have focused more on the interactive development process that staging allows for. Alterations might be made to the staging guide to reflect this. These alterations could be expressed through a redesign of the visualisation of the urban development process. The belief is that this would benefit the staging guide if redesigned in a way that allows for an iterative process, without forcing it on TMC. The second feedback received from Peter Munthe-Kaas was that he would have focused more on facilitating democrating design in the guide. A way that this feedback could be implemented would be to the "How to" segment of the guide. An alteration to the 7 steps in the guide could be made in order to include an extra step specifically focused on facilitating agonistic design. The guide currently contains steps that facilitate some considerations related to agonistic design, without labeling it as such. The belief of this thesis is however that the inclusion and focus on more design principles, might lead to overwhelming the reader. If TMC is able to participate in the feedback process at some point, their insights on this alteration would aid in deciding whether or not agonistic design should be more in focus.

The feedback received from Line Cecilie was expected to focus on the facilitation of the staging guide. The feedback that was

received focused on facilitation as expected. While she overall liked the infographic and our approach to performing staging, she did have one alteration. She agreed that both the first and second step of the guide involved the involvement of decision makers, such as department managers. She argued that the element of the second step that did involve decision makers, would fit more naturally into the process of the first step where the decision makers are already present. This would result in having one step that clearly necessitates the presence of TMC managers, while having another step that doesn't. She argued that this is preferable to the current steps where decision makers have a small role in several steps. With the decision makers of TMC being a very limited human resource, the belief of the thesis is that this change would streamline the process of staging guides. The alteration could be implemented by altering the staging guide steps in accordance with the feedback. This would involve changing "step 1: Setting a goal" and "step 2: Clarify and manage expectations", into "step 1: Setting a goal and managing expectations" and "step 2: Clarify".

The feedback received on the guide was generally very constructive and very specific. Very little processing of the feedback was required before implementing it as changes to the staging guide. The reason for this might be that the feedback came from two individuals who both have design backgrounds and previous knowledge of this thesis, from being involved in the process. The feedback that will hopefully come from TMC will likely not be as specific and constructive, and is expected to require more processing to be implemented.

6. EVOLUTION

The final phase of the design thinking framework for this thesis will involve the implementation of changes to the staging guide and urban design, to reflect the feedback received from the experts in the previous phase.

6.1 ITERATION OF GUIDE

The feedback received from Peter Munthe-Kaas involved alterations to the urban design involved in the guide, that would allow an interactive planning process to occur, without forcing it. In accordance with this feedback, a redesign was made to the illustration of the urban development process that was developed during the second workshop of the ideation phase. The new illustration emphasizes that the process can be interactive, through the circular presentation of the process, showcased in figure 33.

Feedback from Line Cecilie constituted changes to the steps involved in the guide, to allow for a more streamlined use of the TMC manager's time. These changes could more easily be implemented in the staging guide. This was done by taking the following steps "Step 1: Setting a goal" and "Step 2: Clarify and manage expectations" and altering them to "Step 1: Setting a goal and managing expectations" and "Step 2: Clarify". This would then also require editing the content of those two steps of the staging guide to reflect the new structure.

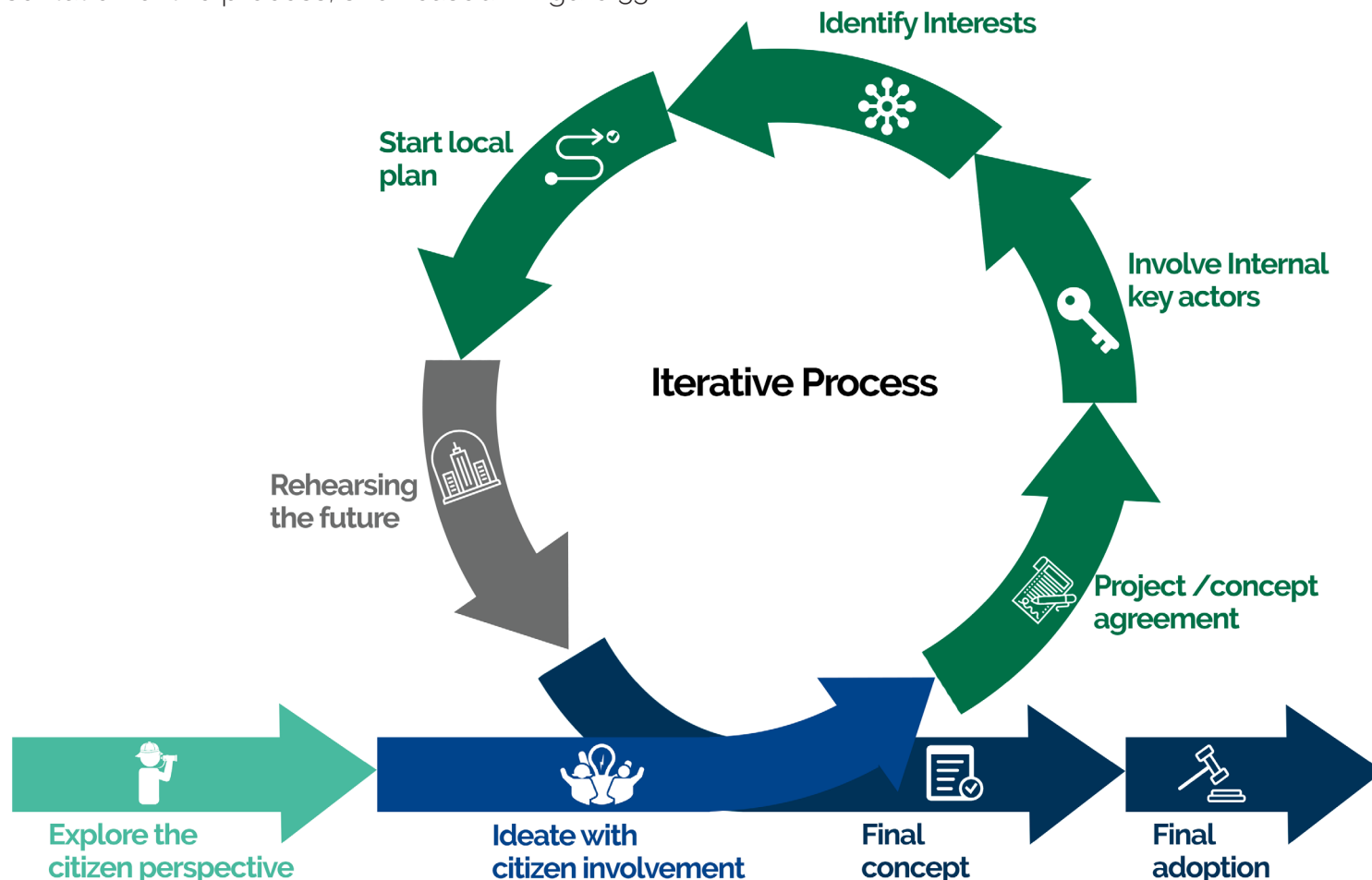


Figure 33: Outcome of iteration on TMC process, based on feedback.

6.2 THE GUIDES FUTURE

By itself, the staging guide is intended to facilitate better inclusion of the citizen perspective in the urban development process. Going forward it might also have a separate role. It could appear as if the pressure to adopt design practices in public sector organisations is an increasingly growing phenomenon. It could be argued that the reason why designers are attempting to introduce such drastic changes to the ideology and practice of public sector organisation, is because they are so far behind the current design norms. If the intensity of these attempts at change are the reason there are failing, this staging guide might represent a tool for future study on what constitutes a realistic level of change to the processes of public sector organisations.

7. DISCUSSION

7.1 IMPACT

The result of this thesis is an attempt at obtaining knowledge on the facilitation of the inclusion of the citizen perspective. The staging guide was intended for use by HTK's department of TMC. It could however be utilized by any TMC department. For the landscape of design the staging guide is unimportant in itself. The staging guide could however be used as a tool in future experiments concerning the implementation of design practices in public sector organisation. The design group believes that the future collaboration between design practices and public sector practices has to start by first understanding how to communicate complex design methodology to an audience without the same competencies, instead of merely communicating it to each other. We believe this thesis, despite being specifically targeted at TMC, could function as an example of facilitating the use of design knowledge to a non-design audience.

7.2 CONCLUSION

Part 1: What constitutes the current citizen involvement of the urban development process in TMC

For this thesis, the research methodological approach was inspired by research through design (Lenzholzer & Brown, 2016). RTD is an approach to research with focus on active employment of a design process within the research process. RTD is meant to allow the knowledge produced to have a tangible use in the actual practice of urban design, by TMC.

In attempting to answer what constitutes the current citizen involvement of the urban development process in TMC, several insights were made. In the exploration of this question, the thesis was able to leverage the advantage of the design team behind it, by positioning the exploration from three different perspectives. This was done by utilizing the method of Research caps (Tortzen, 2020). The first perspective was that of the municipality, which was obtained by inserting the design team into the organization for an extended period during an internship, working for them as internal consultants, and performing autoethnographic diary study during this period. The perspective was then expanded on by collaborating with the managers of the organization, at the beginning of the thesis, to deconstruct and analyse their current urban development process. The citizen perspective was obtained from the design team's collective 30 years experience as citizens in HTK. It was then elaborated on and supported through interviews with citizens and an analysis of local trending online debates on the topic of citizen inclusion and urban development. The perspective of the designer was obtained by researching literature on the subject of citizen inclusion, urban development and public sector innovation. This was then followed

by an interview with AAU post-doc and expert in public innovation and experimental urban development Peter Muthe-Kaas.

What constitutes citizen inclusion from TMC's own perspective, is a risk management process wherein anticipated areas of concern are the basis for recruitment of citizens. The recruited citizens are specifically chosen by the municipality to represent roles of specific subjects or areas. After locating citizens to take on these territories, these citizens are treated as experts and involved in the process whenever TMC is uncertain or needs insight within that territory. Their current urban development process involves these citizens near the end of the process, in the "involve stakeholder" process shown in figur 18.

What currently constituted citizen involvement in the urban development process of TMC was not found to elicit any of the benefits connected to citizen involvement or democratic innovation presented in the literature.

According to Sørensen & Torfing (2016), these benefits were found to constitute:

- Building strong local commitment and ownership amongst citizens.
- Assistance with discovery, definition and innovative solving of unmet social problems.
- Forming lasting mutually beneficial relationships between those involved.
- Multiplication of local projects that are amenable to upscaling and innovation diffusion. (Sørensen & Torfing, 2016)

According to Bason, (2017), these benefits were found to constitute:

- A better service experience for end-users, such as citizens or businesses.
- Increased productivity in public service production.
- Better outcomes for citizens and businesses.
- Enhanced democratic participation, openness and transparency.
- Empowerment of organisations to practice a more effective and precise innovation process. (Bason, 2017)

The current TMC citizen inclusion was found to benefit in the process of risk management, by providing the municipality a discrete method of probing for controversies and citizen frustrations. It allowed for TMC to dictate what exact aspect of an urban development concept that is presented to the involved citizens, and to facilitate exactly which aspect of the concept feedback is collected insights on. This allows TMC to explore the concept with citizen representatives, without affording them any initiative or ability to control their engagement.

Politics were found to influence the urban development process, and are deeply rooted into TMC's motivations and practices. This is reflected in the citizen inclusion, by the focus on risk management and avoiding political backlash from mistakes or oversights. (HTK, 2020). Bason (2017) describes this phenomenon as a difference in appetite for innovation when comparing the typical design ideology with the typical ideology of public governance. The political repercussions related to failing to produce the desired results, makes public governance a difficult arena for experimentation, as it involves the risk of negative political consequences. This could indicate that the lack of transparency in the TMC process is purposeful, and something that TMC thrives on, as it minimises risk. The current value proposition for citizen inclusion in urban development projects

It is interesting how the exact aspects of citizen involvement found by Björgvinsson, et al. (2010), Adenskog (2018), Bason (2017), Tortzen (2020) and Munthe-Kaas & Hoffmann (2017) to empower citizens and improve inclusion, are the exact aspect that require TMC to surrender control and knowledge. According to Bason (2017) based in theory, and echoed by Gardesse (2014), based on their experiments, municipalities' abilities to surrender power and knowledge, and share it with citizens, is a crucial factor in successful citizen involvement.

The citizen perspective on citizen involvement in urban development projects is a mix of negative and apathetic. Citizens were found to express frustration over the state of urban development and the lack of engaging citizen involvement. Citizens also expressed a lack of ownership for the spaces they inhabit and thus felt apathy towards it's development. Regardless of whether or not they expressed an interest in getting involved, citizens indicated that they definitely believe that impactful involvement should be possible. The topic of citizen involvement was found to be trending in the reason debate of the local newspaper, with the general theme being frustration at the state of urban spaces, or the lack of engaging influence in its development. This trend in news paper debate is the result of the lack of proper channels through which citizens are able to feel heard and to involve themselves in the urban development process.

The current citizen involvement in the urban development process of TMC is constituted by a situation where citizens feel left out, the municipality believes they are performing optimally, but lack the required competencies to properly facilitate citizen inclusion. The designers possess these competencies, however they struggle to implement them into practice, due to the vastly different ideologies and values held by the fields of design and public governance. The context that currently constitutes citizen

involvement of the urban development process in TMC is detrimental to the citizens that want to influence the public spaces they inhabit. It is detrimental to TMC itself, whose risk adversity could continue to hinder and stagnate the municipalities urban development process, resulting in poor employee satisfaction and poor perceived value creation and quality of services delivered.

Part 2: an improved inclusion of the citizen perspective

A case analysis was performed in order to explore and analyse how an improved inclusion of the citizen perspective could be achieved. The case analysis included cases sharing the theme of citizen inclusion, but the degree to which citizens are included and the type of inclusion varies greatly. Included cases involved citizen consultation (Olsen, 2019), the navigational approach (Munthe-Kaas & Hoffmann, 2017), agonism and interventionist approaches to urban planning (Munthe-Kaas, 2015), public sector approach Co-creation (Væksthus for Ledelse, 2019), participatory budgeting (Marquetti, et al. 2011), democratic innovation (Björgvinsson, et al. 2010), exploratory design games (Brandt, 2006), temporary activities in urban development (Realdania By, 2013), explorative mapping as a form of staging (Barfod & Petersen, 2019) and the method of town meetings by HTK (TMC - Natur og Miljø, 2018).

The case analysis was designed to include cases about municipality practices, in order to explore the particles and possible preferences of TMC in terms of citizen inclusion. This revealed a focus in informing citizens rather than engaging them (TMC - Natur og Miljø, 2018), and that TMC might have a preference of highly structured guidelines for utilizing unfamiliar methods and approaches (Væksthus for Ledelse, 2019), based on previous material design for public sector use. Cases were also found that explored the benefit that can be found by using the

urban space as an experimental arena (Realdania By, 2013). This was found to be a valuable tool for democratic innovation, if facilitated properly (Björgvinsson, et al. 2010), (Barfod & Petersen, 2019). Proper facilitation for citizen inclusion was found to constitute a process that considered what is known and how citizens might be included and informed, and engaged in the process (Munthe-Kaas, 2015), (Munthe-Kaas & Hoffmann, 2017). The case analysis also revealed that moving the arena for urban development from the municipality and into the urban space, is not simply an act of moving the urban planners themselves (Olsen, 2019). An important part of moving the arena of urban development, is to facilitate the conversations between planner and citizen (Munthe-Kaas & Hoffmann, 2017). The case analysis indicated that the act of facilitating a collaborative exploratory process is as unique to each project, as the surrounding context itself (Munthe-Kaas, 2015)(Brandt, 2006). Two matrices were used to compare and analyse these cases, with the expectation of locating the cases most appropriate for Improving the inclusion of the citizen perspective. The first matrices placed the cases in a spectrum based on each case's ability to inform and engage the citizens involved. This can be seen in figure 10? The sound matrix plotted the same cases in accordance with how beneficial this engagement actually was for the process, as well as how costly the methods involved in those cases were. This can be seen in figure 12. The theory was that the ideal methods would result in high levels of informing, correlated with high levels of engagement, to indicate the involvement of empowerment of citizens in those cases. Furthermore the theory was that these ideal methods should also provide a high level of direct benefits to inclusion of the citizen perspective, without possessing a high level of resource cost. The cases that were positioned most ideally on both matrices were: democratic innovation (Björgvinsson, et al. 2010), the navigational approach (Munthe-Kaas & Hoffmann, 2017), explorative mapping as a form of staging (Barfod & Petersen, 2019) and design games (Brandt,

2006). Interesting to note is that both explorative mapping as a form of staging (Barfod & Petersen, 2019), and the navigational approach (Munthe-Kaas & Hoffmann, 2017) both involve staging as a core method. Since staging is meant to facilitate democratic innovation, democratic innovation is considered to constitute a major part of the answer to the research question, since it plays a role in three of the four ideally position methods. This might also be an explanation of the proximity between the position of cases involving staging and cases involving democratic innovation within the matrices.

The insights of the case analysis indicated that a focus on facilitating democratic innovation is an ideal answer to the research question of how to include the citizen perspective. The matrices based on the case analysis highlighted the method of staging as an ideal balance of engagement of citizens and informing of citizens. Staging was also among the better methods in terms of the potential benefits and resource cost and along with game design to provide the potential for facilitation. Insights made as part of exploring the design perspective included that proper urban design should supersede a focus on co-design methodology. This would later lead to the workshop focused on redesigning the urban development process that was depicted by managers at TCM.

Part 3: How might we facilitate (citizen inclusion) into the current process of urban development.

The insights of the case analysis indicated that a focus on facilitating democratic innovation might be an ideal answer to the research question of how to include the citizen perspective. Furthermore, the method of staging has the potential to be the foundation for this facilitation.

In order to explore the possibilities of facilitation, three collaborative design workshops were conducted with facilitation expert Line Cecilie. This direction was dictated by the methodological approach of the thesis involving research through design (Lenzholzer & Brown, 2016), as a core influence. In order to explore how facilitation might be provided for TMC inclusion of the citizen perspective, three types of design workshop was conducted: Lego Serious Play (Peabody & Noyes, 2017), A workshop refining the current urban development process through urban design (Dovey, & Pafka, 2015) and an idea generation workshop utilizing the method of brainwriting (Gray, et al. 2010).

The first workshop focused on exploring the facilitation needed to move the arena of urban planners and urban development out into the urban space. Obstacles for moving the arena included a lack of methods for researching in the field, a lack of practicality and actionability in the beneficial methodology, and a lack of guidance for using such methodology. The workshop solution to these issues was to adapt the method of staging from the navigational approach (Munthe-Kaas & Hoffmann, 2017). This could be done by redesigning it as a standalone method, for which a concrete guide could be developed.

The second workshop involved urban design (Dovey, & Pafka, 2015), redesigning the current urban development process. The obstacle involved with the current process constituted a lack of

opportunities for citizen inclusion and that what currently constitutes the beginning of the development process already involves a chosen concept. The workshop led to the possible solution of expanding on the current process to include the exploration of a concept for urban development, as part of the development process. This involved the addition of preliminary phases to the urban development process, and the acknowledgement from TMC managers that these phases should be considered part of the urban development process. The workshop resulted in the addition of two phases to the urban development process, involving Exploration and Ideation, as well as emphasizing the current task of stakeholder involvement as an opportunity to benefit from proper inclusion of the citizen perspective.

The third and final workshop benefited from the method of brainwriting (Gray, et al. 2010), as a tool for facilitating idea generation. This idea generation was aimed at exploring what the contents of the guide for staging might entail. The brainwriting led to several staging concepts, which were analysed and discussed. The six staging concepts produced were:

Negative Brainstorm: A stage facilitating citizen inclusion with a focus on agonistic design, to incentivise TMC to be less afraid of criticism and less risk averse.

Cozy Corner: A stage focused on facilitating citizen involvement in an intriguing fashion to lure in and engage otherwise apathetic citizens.

Explorative Mapping: A stage focus on facilitating the exploration of a larger urban space, and allowing citizen involvement to map out opportunities and obstacles in that space.

Contain the City: A stage focused on experimental exploration

Contain the City: A stage focused on experimental exploration of possible futures, and to utilize citizen inclusion to explore the correlation between what citizens say and they do.

Build Your City: A stage focused on gamifying the urban development experience, in order to engage citizens in a less grounded and less serious method of exploring urban development possibilities and possible futures.

Physical Moodboard: A stage focused on allowing TMC to involve the citizen perspective late in the development process, as a method for gaining insights on more tangible representations of urban development concepts.

By analysing the 6 final staging concepts, it provided a good indication of the recurring necessary information needed to facilitate the use of staging. The guide should include a section defining what staging is to the reader, along with why it is beneficial to perform staging within urban development projects. This is to give the reader an understanding of our definition of staging as a concept, and to incentivise them to using it. Since the second workshop led to additions being made to their current process, the guide also needs to include a description of when it is appropriate to use staging. The guide will also need to clarify who it is intended for, and who should be involved in the process of staging, as well as the roles that the involved urban planners will have to fill. The guide should of course include detailed and segmented descriptions of how to conduct staging. Based on the analysis of existing municipality guides (Væksthus for Ledelse, 2019), (Kolding Kommune, 2017), this should include step by step process, examples of important consideration to guide the reader's thought process, as well as examples of answers to these considerations. Lastly, should the reader wish to conduct staging without designing their own concepts, the guide should include detailed staging examples,

that will consist of more detailed descriptions of the 6 staging concepts from the idea generating workshop that utilized Brainwriting (Gray, et al. 2010). The earlier insights from (Gardesse, 2014), described a problem with the inconsistency in which municipalities can conduct their processes. Structuring a guide with clear steps and examples to follow, might facilitate that the process of staging can be practiced consistently within the urban development process. Developing a guide that follows this description should allow the thesis to attempt to answer the research question.

Based on these insights, the staging guide was formulated, and can be found in Appendix 7.

In an attempt to further investigate the research question in accordance with the methodological approach of RTD (Lenzholzer & Brown, 2016), an attempt was made to collect feedback on the staging guide from various sources. These sources include staging expert Peter Munthe-Kaas, facilitation expert Line Cecile, and the intended recipients of the guide, the managers of TMC Poul Hvidberg-Hansen and Lars Christensen.

Since an expectation for the TMC manages to fully read the guide might be unrealistic, the decision was made to attempt to facilitate an easier understanding of the staging guide, as well as a more in-depth understanding. In order to facilitate this, an infographic was developed, depicting the content of the staging guide. This can be seen in Figure 31. This was presented along with a value proposition, allowing for a more in depth understanding of the staging guide. This can be seen in Figure 32.

Feedback from Peter Munthe-Kaas was that alterations could be made to the urban design involved in the guide, that would allow an interactive planning process to occur, without forcing it. Feedback from Line Cecile constituted changes to the steps

involved in the guide, to allow for a more streamlined use of the TMC manager's time. These changes were then implemented into the current version of the staging guide.

This thesis has been able to explore what currently constitutes citizen involvement in urban development in TMC. This involvement is currently defined by a risk-averse nature and outdated practices of urban design. This is accompanied by a mentality that involves TMC believing that their current process is without flaws. This thesis suggests that improvements to the current process might be made by introducing a new urban design, introducing democratic innovation practices by facilitating the method of staging in the form of a guide. This staging guide involves altering the line of visibility, moving the arena of urban design into the urban space where the end user is present, and engaging the citizens by not just allowing, but actively facilitating that they have a role on the stage through which their perspectives can influence urban development.

7.3 REFLECTIONS

The aim of the reflection segment of this report is to allow for critical reflection of the process and methodology used, along with the decisions made as part of the thesis. This thesis attempts to answer the research question through a methodological approach that utilizes research through design (Lenzholzer & Brown, 2016). This has, in combination with the unique conditions of COVID-19, led to the process that in itself has required a high amount of ongoing reflection within the process. Taking this into account, has resulted in fewer unmentioned reflections at the end of the process as a result.

Given the vastly different ideologies and appetites for innovation, our role as designers is, in part, to push public governance out of their narrow comfort zone, and to push for experimentation and implementation of practices that can lead to higher levels of perceived value creation and quality of the services delivered. Our role is to document this process, to enable others designers to understand, reflect and utilize these experiences in future public governance collaborations.

The research statement was formed in order to allow for a thesis that focused on understanding the holistic context that surrounded citizen involvement in the urban development process. At the same time, based on the Research through design (Lenzholzer & Brown, 2016) approach, it had to allow for a focus on exploring and analysing what methodology would have the best chance of improving inclusion of the citizen perspective. Lastly, based on the principles of service design thinking (Stickdorn & Schneider, 2011), it has to allow for experimentation with how best to facilitate the application of found methodology, in the current urban development process of TMC. Having a three part research

statement seemed necessary, based on the scope of the thesis, that had to involve both the exploration and understanding of the existing contexts, but also the development of a concept, and the process of facilitating the use of that concept, for a specific recipient.

Reflecting back on the process, it is not initially clear that the thesis intends to experiment with concepts through design workshops. The reason for this is that the design team wasn't actually sure where the process might lead after covid-19 made collaboration with tmc, an experimenting on citizens unrealistic. It was through the mercy collaboration of facilitation expert Line Cecile that the possibility of these workshops became a reality.

We believe that this thesis has afforded us the opportunity to expand and deepen our competencies. We believe the thesis demonstrates the fulfillment of the official learning objectives set by Aalborg university for the master in Service systems design. Furthermore, we believe that we succeeded in achieving the personal learning objectives we set for ourselves.

We believe that our process has been greatly affected by the tragic and unexpected outbreak of the COVID-19 Pandemic. We believe that research made during this period of 2020 might provide a unique and interesting process that would not have been likely under normal circumstances. This has however had at least one possessive benefit of testing the design team's ability to adapt, and affording us a long and rich opportunity to rethink how to approach a human centered design approach without broad access to humans. The thesis is further affected by having to conduct a design process targeted at TMC, without suddenly being able to get into contact with them. These struggles will probably have diminished the reliability of the findings within this thesis, but our hope is that it might still provide some usable insights to the landscape of service design, and maybe to TMC in

the future.

The involvement of experts in this thesis affords the opportunity to collaborate with more experienced designers from several fields. Taking their various biases into account, along with our own through the process has overall taught us to be mindful and self-aware during the design process.

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Figure 31: Infographic over TMC's Staging Guide.

Figure 32: A new value proposition map over TMC new urban development process.

Figure 33: Outcome of iteration on TMC process, based on feedback.

10. APPENDIX

APPENDIX 1

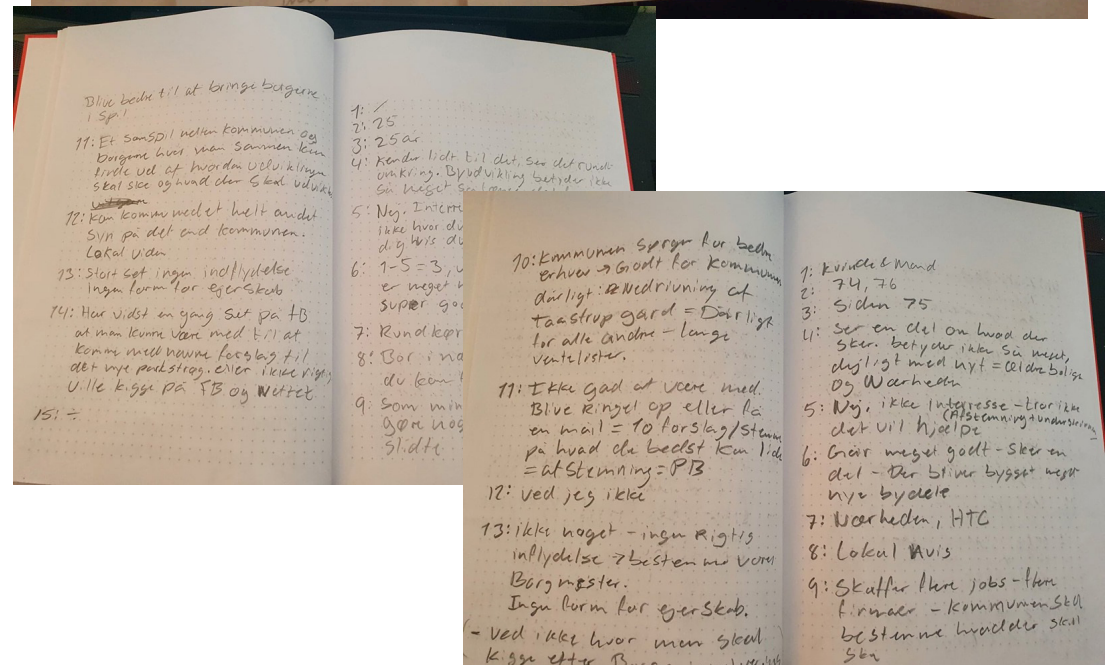
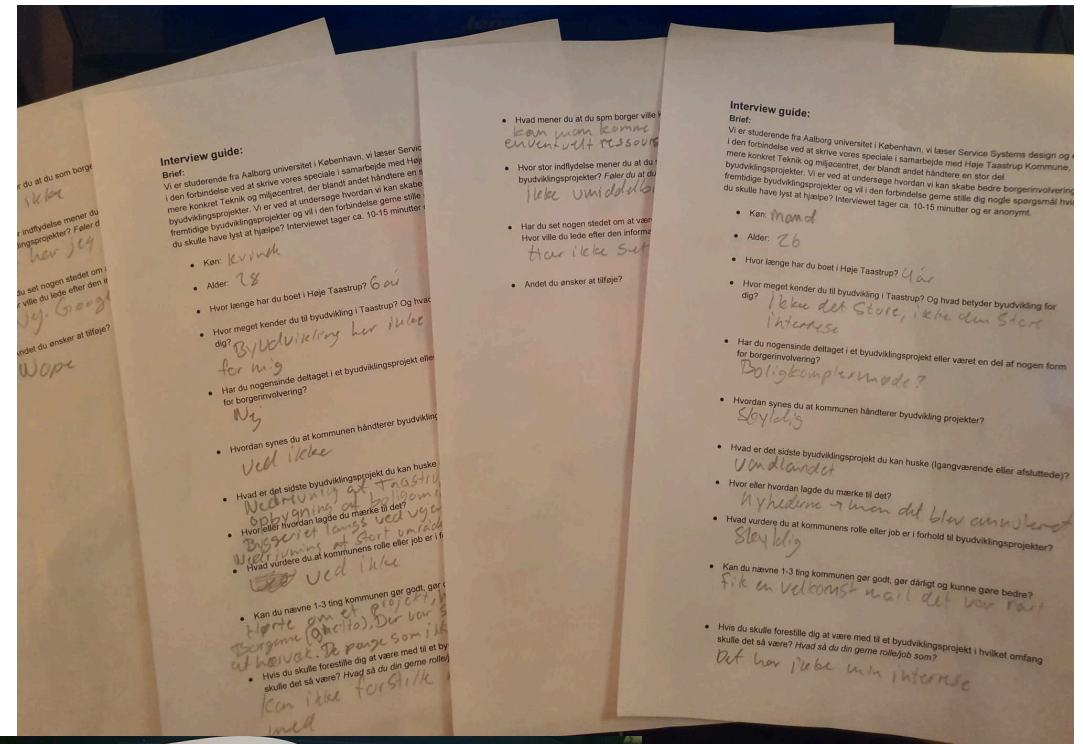
Citizens interview guide and notes

Interviewguide

Brief

We are students from Aalborg University in Copenhagen, we study Service Systems Design and we are in this connection writing our thesis in collaboration with Høje Taastrup Municipality, more specifically center for Technic and Environment, which among other things handle a large number of urban development projects. We are investigating how we can create better citizen involvement in future urban development projects and in this connection we would like to ask you some questions if you would like to help? The interview takes approx. 10-15 minutes and is anonymous.

- Sex:
- Age:
- How long have you lived in Høje Taastrup?
- How much do you know about urban development in Taastrup? And what does urban development mean to you?
- Have you ever participated in an urban development project or been a part of any kind of citizen involvement?
- How do you think the municipality handles urban development projects?
- What is the last urban development project you can remember (ongoing or completed)?
- Where or how did you notice it?
- What do you consider the municipality's role or job to be in relation to urban development projects?
- Can you name 1-3 things the municipality does well, does badly and could do better?
- If you were to imagine participating in an urban development project, to what extent would it be? What did you like your role / job like?
- What do you think you as a citizen could give to urban development projects?
- How much influence do you think you as a citizen have in relation to Høje Taastrup's urban development projects? Do you feel that you have any kind of "ownership" over your city?
- Have you ever seen anywhere where it was possible to get involved in an urban development project? Where would you look for that information?
- Anything else you want to add?



APPENDIX 2

Sound file for Peter Munthe-Kaas interview: https://drive.google.com/drive/u/1/folders/1WL9JEx-svCkTJNAdRjtFhBBzirH-hocr?f-bclid=IwAR3UmWTeXV-OkZgjbLupHnEingMQti2551AlZrkR_L3Vy-IEWJscKGQaAvYHQ

APPENDIX 3

Social-media post about HTK and participatory budgeting



Høje-Taastrup Kommune
@htknu

- Startside
- Om
- Billeder
- Live
- Begivenheder
- Noter
- Home
- Videoer
- About us
- Opslag
- Fællesskab

Opret en side

Synes godt om Følger Del ...

 **Høje-Taastrup Kommune**
13. november 2019 · 🌐

Der var gang i byrådssalen, da elever fra skolerne mødtes til børnenes byråd – Børnerigsdagen – hvor årets tema var klima og bæredygtighed. Her skulle eleverne fordele 98.000 kr. til projekter på skolerne. Der blev præsenteret, diskuteret, stemt – og jublet, da pengene blev fordelt. Her kan I se de projekter, som eleverne fordelte penge til:

Sengeløse Skole: 10.500 kroner til affaldssorteringsspande, så skolens elever dagligt kan affaldssortere i klasserne.

Ole Rømer Skolen: 20.000 kroner til drikkevandskølere, som eleverne kan drikke fra, så ikke alle elever skal have hver sin plastikflaske med vand med.

Fløng Skole: 10.000 kroner til et udekøkken, som både kan bruges i madkundskab, naturfag og kulturfag.

Torstorp Skole: 15.500 kroner til etablering af grønne hyggeområder og blomsterkasser med bænke.

Hedehusene Skole: 13.000 kroner til indkøb af cykler, som kan lånes af eleverne i forbindelse med projekter og ved ture. Det skal give mere motion, mindre CO2 og lavere udgifter til offentlig transport.

Reerslev Skole: 15.500 kroner til VR-kamera og vildtkameraer, som skal bruges til dokumentation af det lokale dyre- og planteliv. Eleverne vil også gerne lave forsøg med solenergi og opsætte små solcelleanlæg.

Borgerskolen: 13.500 kroner til affaldssorteringsløsninger for plastik, glas, metal og papir samt en Miljøfestival med fokus på miljø og bæredygtighed i elevernes familiers hverdag.



Inviter dine venner til at synes godt om denne side

7561 personer synes godt om dette

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APPENDIX 4

Picture example of a typical TMC town meeting



APPENDIX 5

Workshop 3 pictures

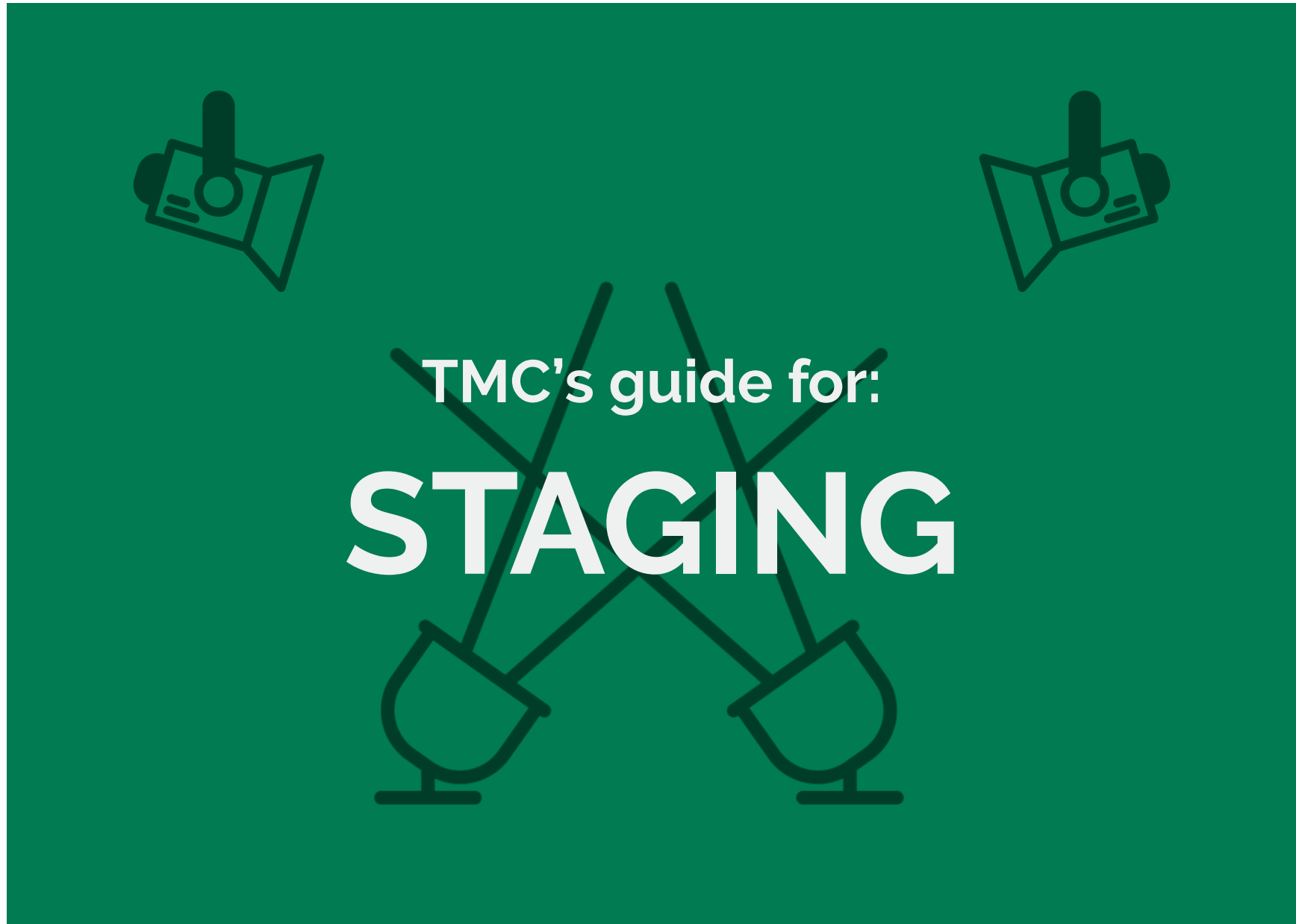


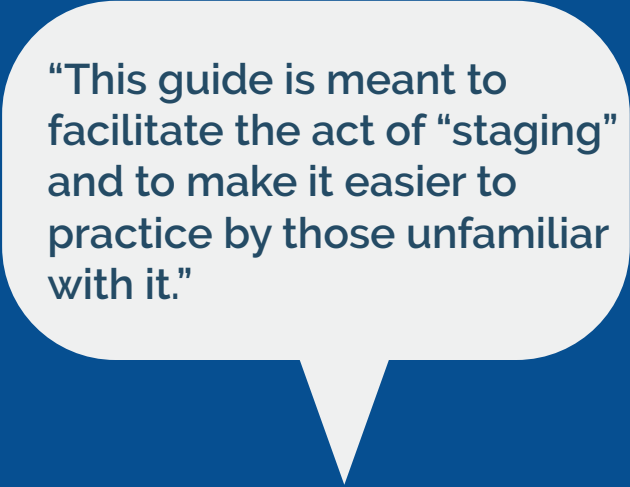
APPENDIX 6

Workshop 1 video from Lego Serious Play: <https://drive.google.com/drive/u/1/folders/1GWB-A3Tyywiy8S4LVfxsTOtkvAihUlxI?fbclid=IwAR2uFuSKBQdQGNFsnmTKxdjHzCBAGo0ogY11sLXKmR-gne8FwYqKPUfez1kEo>

APPENDIX 7

TMC's Staging Guide





“This guide is meant to facilitate the act of “staging” and to make it easier to practice by those unfamiliar with it.”

TMC's guide for staging

The following guide is meant to assist the department of TCM to facilitate the inclusion of citizens into the process of urban development projects. This guide is meant to facilitate the act of “staging” and to make it easier to practice by those unfamiliar with it. The guide will first explain what staging is, what benefits it can bring, why it should be used, along with when and how to do so. It will also include who should be involved and where stagings can be practiced. At the end, the guide includes concrete examples of staging in practice. These examples represent different purposes of staging in relation to the existing urban development process. These examples have been specifically designed for the process of urban development within TMC, but can also function as templates or inspiration with which TMC can explore their own ideas of staging.

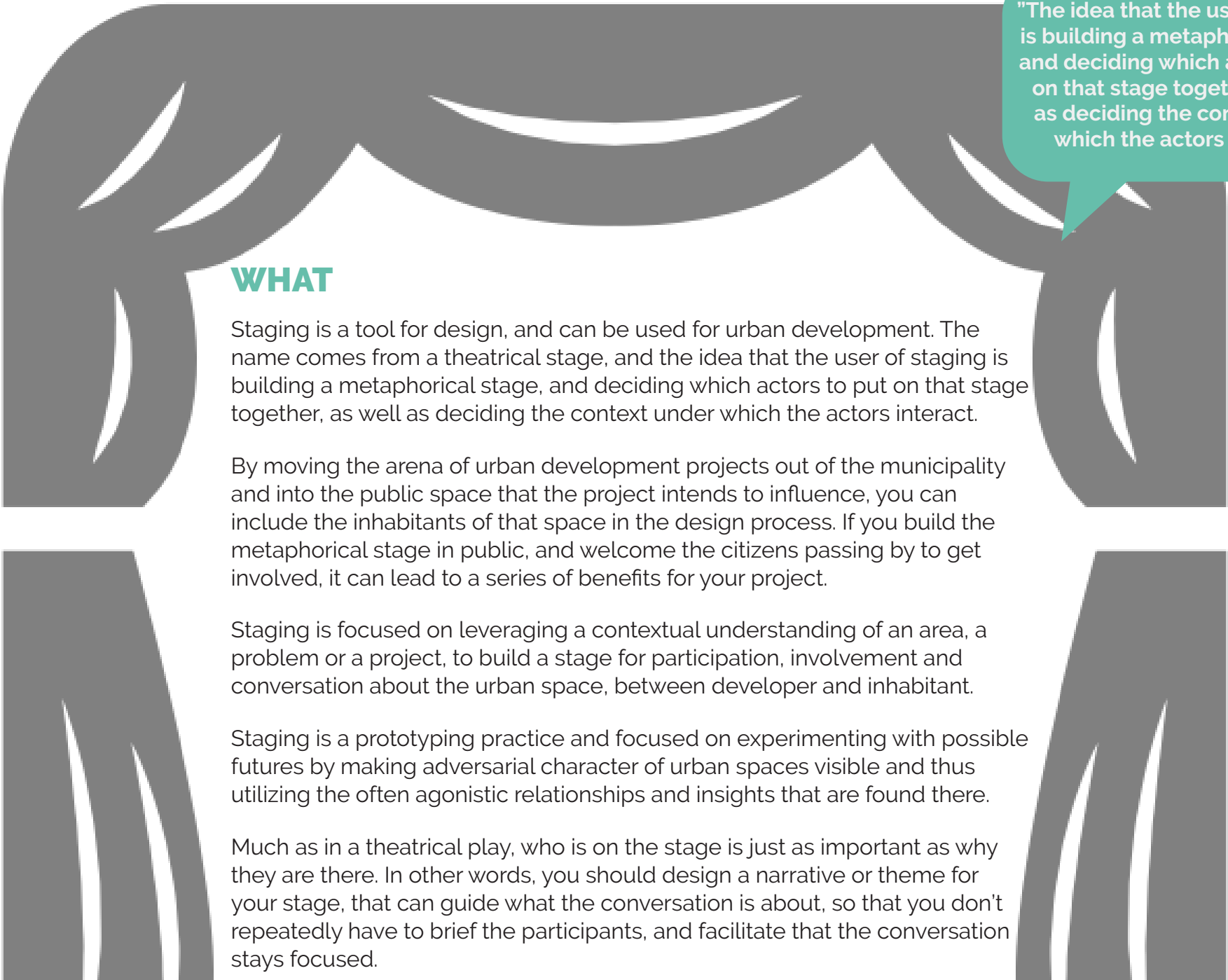
“The guide will first explain what staging is, what benefits it can bring, why it should be used, along with when and how to do so. It will also include who should be involved and where stagings can be practiced.”

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GUIDE

“By moving the arena of urban development projects out of the municipality and into the public space that the project intends to influence, you can include the inhabitants of that space in the design process.”



"The idea that the user of staging is building a metaphorical stage, and deciding which actors to put on that stage together, as well as deciding the context under which the actors interact."

WHAT

Staging is a tool for design, and can be used for urban development. The name comes from a theatrical stage, and the idea that the user of staging is building a metaphorical stage, and deciding which actors to put on that stage together, as well as deciding the context under which the actors interact.

By moving the arena of urban development projects out of the municipality and into the public space that the project intends to influence, you can include the inhabitants of that space in the design process. If you build the metaphorical stage in public, and welcome the citizens passing by to get involved, it can lead to a series of benefits for your project.

Staging is focused on leveraging a contextual understanding of an area, a problem or a project, to build a stage for participation, involvement and conversation about the urban space, between developer and inhabitant.

Staging is a prototyping practice and focused on experimenting with possible futures by making adversarial character of urban spaces visible and thus utilizing the often agonistic relationships and insights that are found there.

Much as in a theatrical play, who is on the stage is just as important as why they are there. In other words, you should design a narrative or theme for your stage, that can guide what the conversation is about, so that you don't repeatedly have to brief the participants, and facilitate that the conversation stays focused.



”

By utilizing staging as a tool to facilitate citizen involvements at various points in the urban development process, you can achieve a better service experience for end-users.

WHY

By utilizing staging as a tool to facilitate citizen involvements at various points in the urban development process, you can achieve a better service experience for end-users, such as citizens or businesses. You can Increase productivity in public service production. You can achieve the creation of tried and tested solutions, service systems and strategies. You can facilitate better outcomes for citizens and businesses. You can enhance democratic participation, openness and transparency. You can facilitate the empowerment of organisations to practice a more effective and precise innovation process. You can increase ownership of new ideas and of organizational change, both inside and outside the organization.

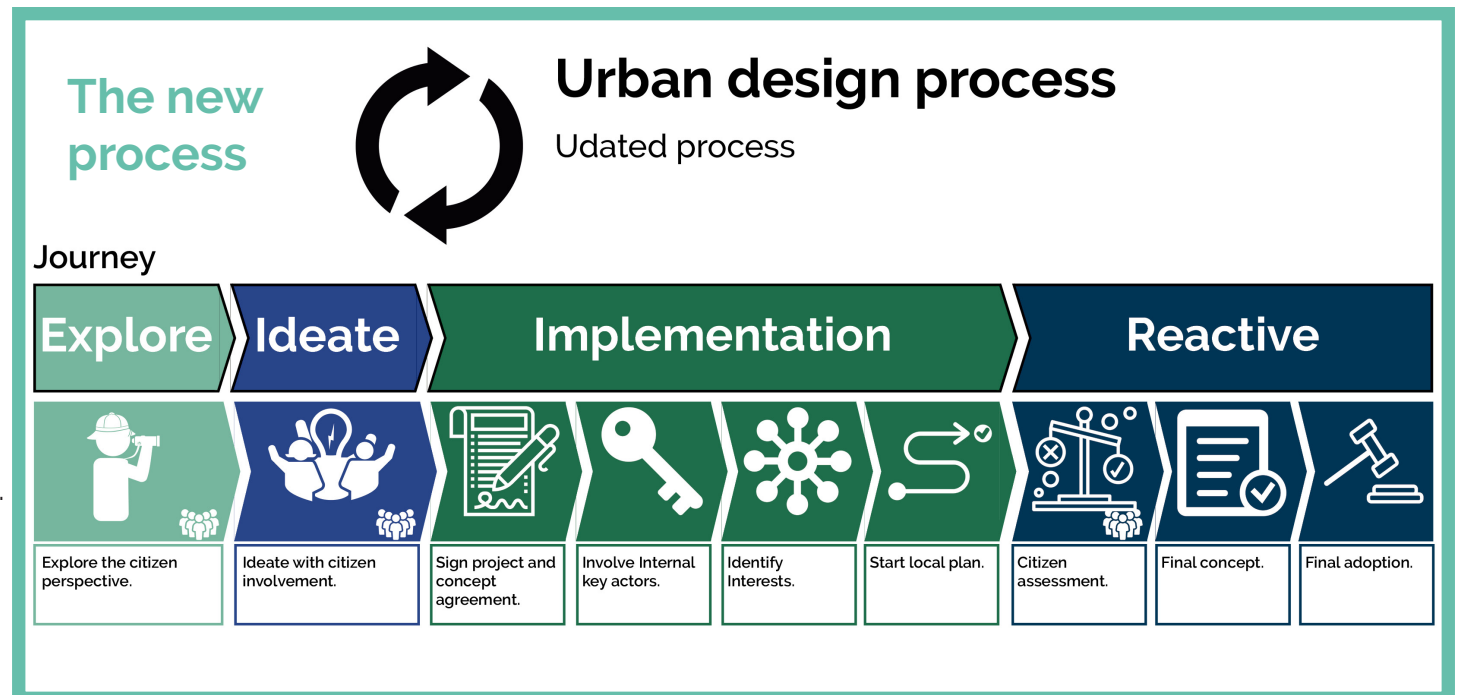
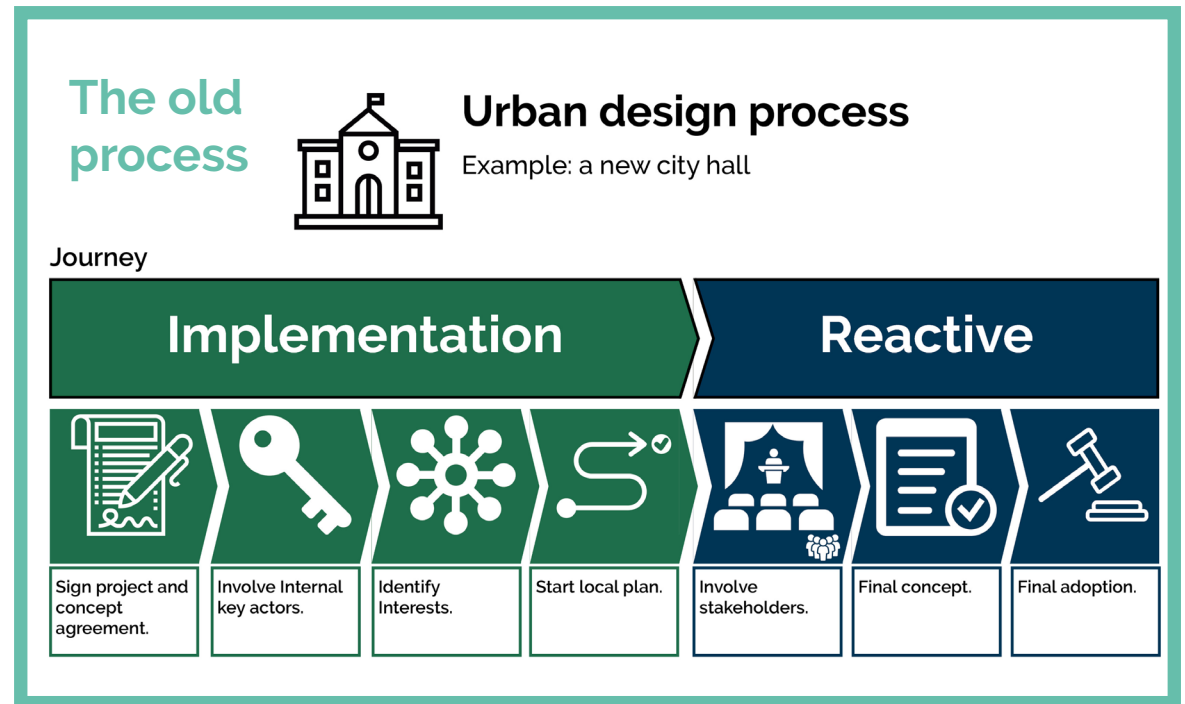
The benefits of citizen involvement are many, and the reason to use staging is that it enables you to strategically facilitate these different benefits depending on whether staging is used exploratively to understand citizens, creatively to ideate and develop with citizens, or as a tool for obtaining input and feedback on developed material or concepts.

WHEN

Depending on whether the purpose is to explore, ideate or obtain feedback, staging should be utilized at different moments in your current process. Early in the process, either before or right after deciding on the area you wish the urban development to take place, you can benefit greatly from performing explorative staging.

When early in the development of a concept for an urban development project, utilizing ideative staging can be a great tool for bringing the citizens into the concept development process, and their insights can often lead to interesting solutions that might not otherwise have been considered. An understanding of the urban space can be a good foundation for choosing which citizens to include in the staging, but having performed an explorative staging is not a requirement for performing the ideative staging.

If you are later in the development phase, an already possess rough ideas of what you might wish to develop in the urban space, you can perform a reactive staging, in order to facilitate the collection of feedback and input from the citizen perspective of the concept you have developed, while you are still early enough in development for changes and iterations to be appropriate.



WHO

For staging to be successful you must consider who it is you involve in the process, and what role they play in the facilitation of it.

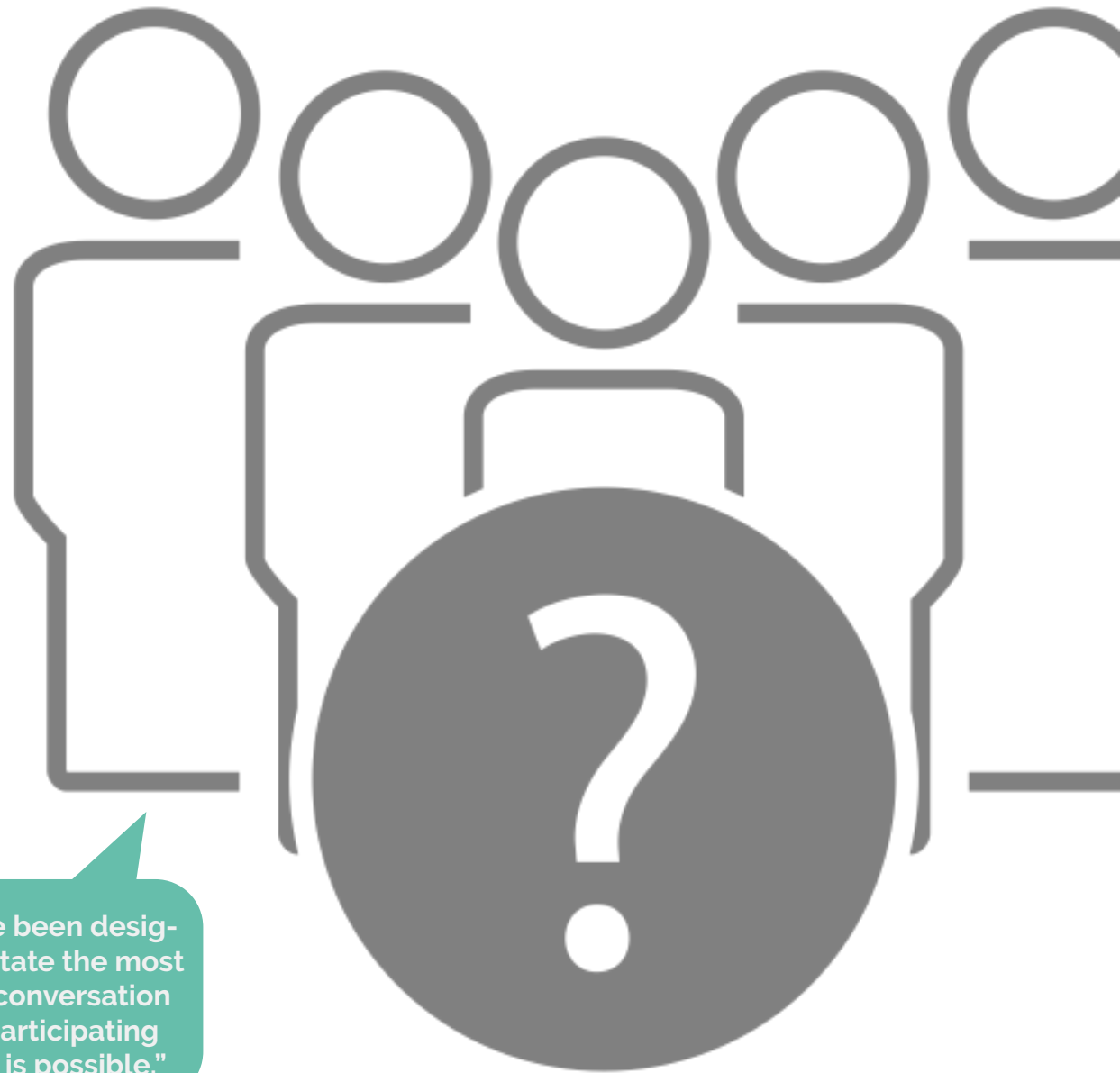
Recipients:

The ideal recipient of this guide would be a center manager or a sub-department of TMC, and should possess the ability to allocate resources and make decisions. While the staging process can be conducted by others, the ideal lean process would require a manager being the one organizing it, as they are the ones who possess the bigger picture.

Human resources:

Depending on the size and scope of the stage, the planning of it can involve a varying amount of employees from both the planning and building department, as well as the department of development and strategy. For the execution of the staging it will require a minimum of three employees, but more might be necessary depending on the size of the stage or on how densely trafficked the location of the stage is. The minimum of three is based on needing at least one person to fill each role of the stage. These roles have been designed to facilitate the most beneficial conversation with the participating citizens as is possible. Stagings are therefore performed well in trios.

"Roles have been designed to facilitate the most beneficial conversation with the participating citizens as is possible."



Roles

Informer: A major frustration expressed by citizens in relation to collaboration or involvement with the public sector is that of a knowledge barrier. This barrier halts their ability to immerse themselves into a discussion on the same level as the municipality, which leads them to feel invalidated, unprepared or unwelcome. Simultaneously literature has shown that the more informed a citizen is when collaborating with the municipality, the more value can be derived from the insights that the citizens provide. The role of the informer is to empower the participant by providing them with knowledge they would not otherwise have possessed or understood. These can be small acts, such as explaining terminology, or simply ensuring the use of layman's terms. The role can also contain bigger tasks, such as explaining the context of the current urban development project, in relation to which the staging is taking place. In general the informer should attempt to continuously gauge if the participants are in need of any further information.

Emphaziser: The value of staging and of citizen involvement in general, is derived from insights into the perspective of the citizens, and the vast amount of experience they have with interacting with and inhabiting the urban space that you want to influence through urban development. It is however very common for citizens to not realize what to them might seem like an unremarkable experience from their habitual routine, to an urban developer can be an insight into the urban space. Luckily even though it might not occur for a citizen to share such insight on their own initiative, they can easily be extracted through casual conversation. The role of the emphasis is therefore to facilitate this casual conversation. This includes initiating conversation, and performing loosely structured or unstructured interviews, exploring the "whys" and "hows" behind the statements made by the citizen. In general the emphaziser should attempt to explore and extract as much valuable insight from the involved citizens as possible.

Documenter: In the heat of the moment, much information can be lost or forgotten if not properly documented. The act of documenting insights can however be difficult to achieve while also actively participating in conversation. While some forms of staging involve the participants documenting or expressing their thoughts and ideas themselves, whether it be through drawing, writing, or modelling, some participants struggle with this, and naturally gravitate towards simply expressing themselves through speech. In these cases it can be very convenient to have a documenter present, to allow the Emphaziser and Informer to focus on their own roles. This documentation can vary depending on the nature of the staging, but the most useful approaches to documenting is often audio or video recording or simply note taking. It is also the role of the Documenter to ensure that all documentation is performed in accordance with the laws and regulation surrounding data collection and participant declaration of consent.



That the more informed a citizen is when collaborating with the municipality, the more value can be derived from the insights that the citizens provide.

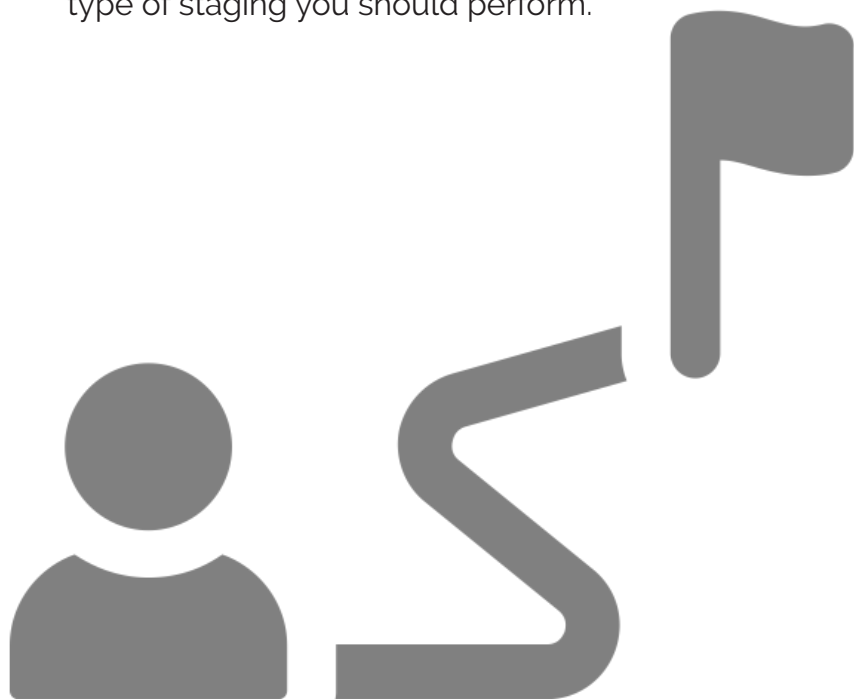
HOW TO

“The goal will be what determines the type of staging you should perform.”

STEP 1

Setting a goal

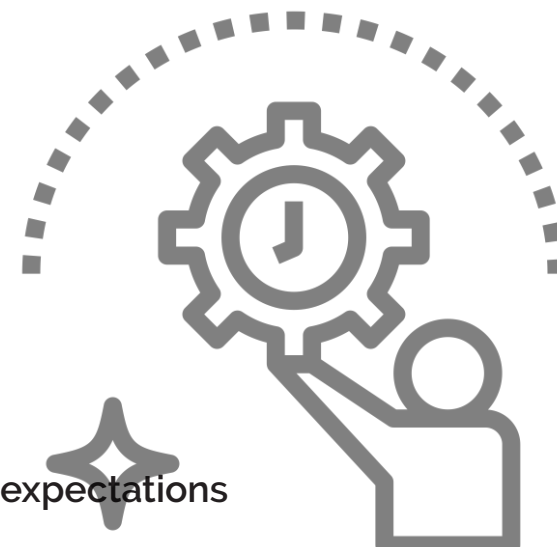
First you must define what the goal of your staging is. If you are in the early stages of planning or want to know more about the citizen perspective on an urban space, it can be explorative staging. If you are in the concept development phase or want to utilize the citizen perspective for collaborative ideation, your goal might be an ideative staging. If you are late in the development process or want to acquire input on urban development concepts from the citizens who will inhabit them, you might want to utilize a reactive staging. This segment of the guide will inform you how to approach the act of staging, but the goal will be what determines the type of staging you should perform.



STEP 2

Clarify and manage expectations

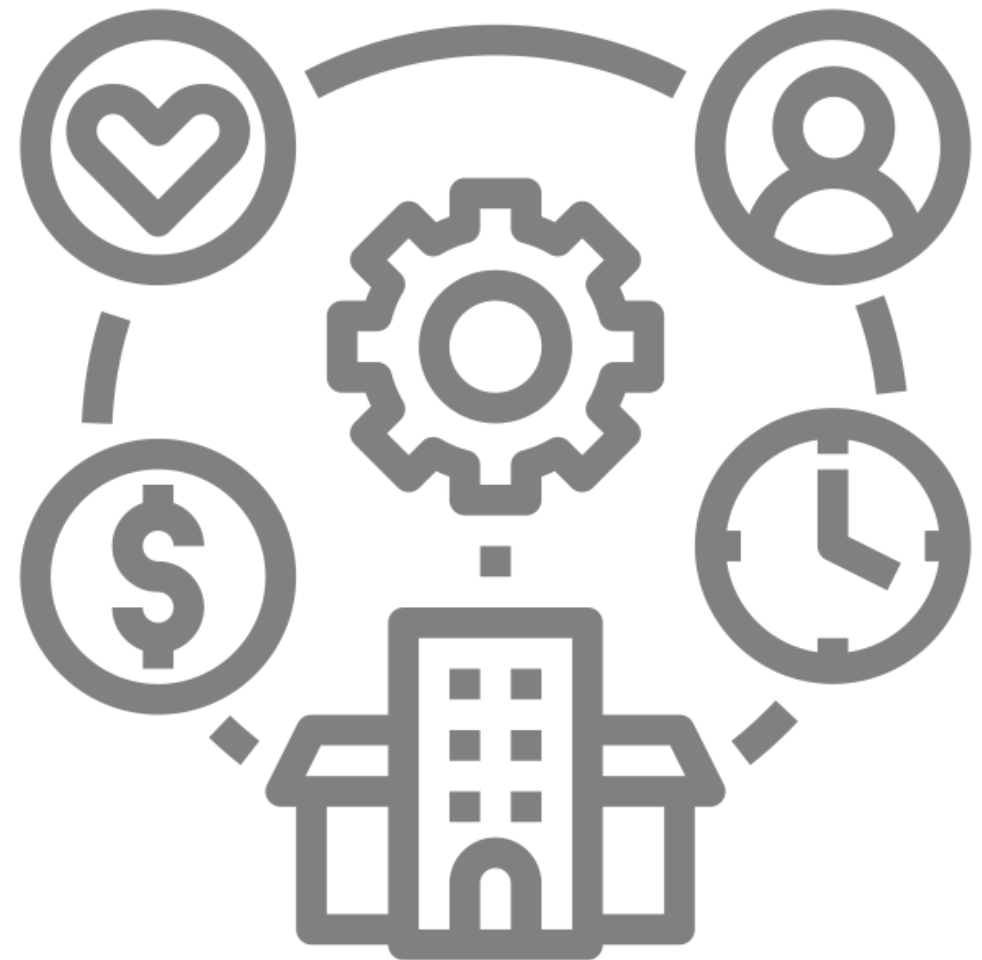
In order to perform staging you should by clarifying. This step involves clarifying what you already know, but maybe also what information you are seeking. While very specific ideas on what you want to investigate can sometimes hinder your stage, a very specific idea of what you already know is always beneficial. Be aware of the knowledge you already possess, and utilize it. A lack of knowledge is not a problem, but might indicate the need for explorative staging in particular. Consider the existing context, who inhabits the urban space, what's the demographic, what journeys exist, what frustrations, what solutions already exist, and so on. If you are aware of ongoing conflict, you might want to explore them by inviting any antagonistic or opposing viewpoints. In exploration staging this can reveal the true sources of frustration. In ideative staging, it can reveal ideal compromises for solution. In reactive staging, it can reveal possible controversial nuances of the concept or arena you have created. When managing expectations, consider if any political or practical considerations are appropriate, consider if any collaborative partners, stakeholder or other actors should be involved, and consider documenting the expectations once they are expressed, to ensure consistency and adherence throughout the process.



STEP 3

Resource management

A key consideration to make after managing expectations but before planning the staging, is that of resource management. Understanding the resources available to you, can help you gauge the scope and complexity that you are able to achieve. There are several key resources to consider. Time is the first resource to consider, as this will help you gauge the realism of other resources. The next resource to consider is Human resources. As mentioned earlier in the guide, a trio of employees to fill the main roles is a good rule of thumb, but depending on the exact staging you are planning, you might only need one or two employees per stage. Based on the theme of the stage, consider that some employees are more critical than others. Fx. the role of the informer must be taken by an employee with the appropriate knowledge and expertise to empower the participating citizens. It might therefore not be about locating three available employees, but ensuring that specific employees are available. The third recourse to consider is economical resources. Already having an idea of the time and employees needed can assist in estimating the financial requirements. Ensure that this estimate is realistic.



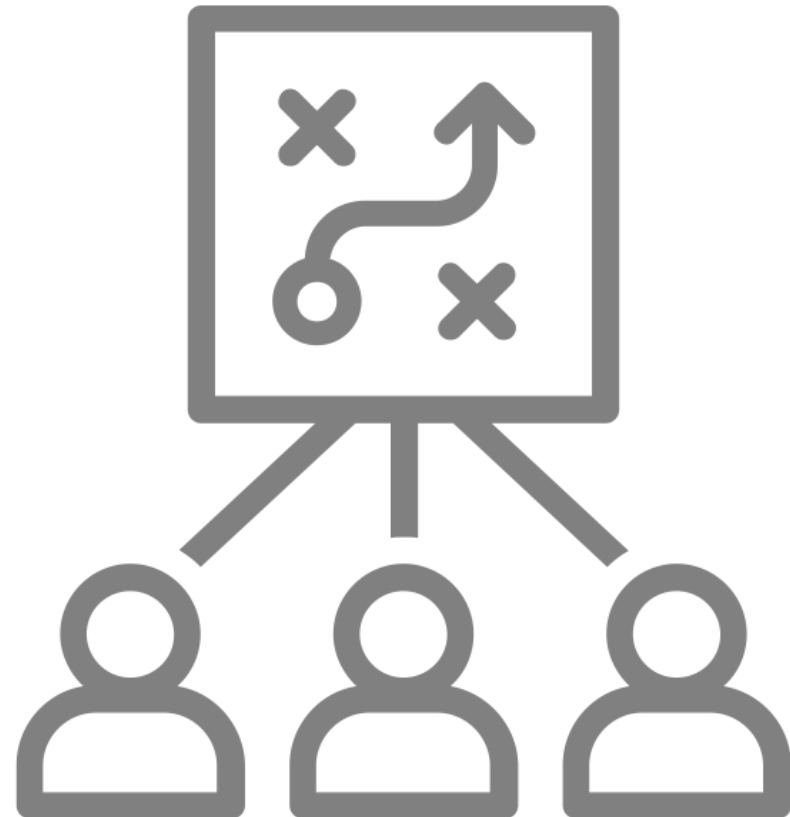
STEP 4

Planning/designing the stage

The stage is not simply an interview, a dialog, a debate or a conversation. It is an arena designed to facilitate the best possible extraction of insight and input from the citizen, in relation to a specific project, topic, problem, urban space ect. When planning a staging you must ensure that you consider your goals, expectations and resources, but you must also consider the context thoroughly. Ensure that you leverage the knowledge you already possess when designing the stage.

Consider the location of the stage. If you are exploring a complex urban space, such as City 2 or Taastrup main street, consider the benefits of placing the stage within that space. This could ensure that the citizens who participate are already mentally prepared for considering the urban space, and therefore need less informing. Similarly, consider the time and date of the stage. Some stages might be more appropriate on weekends, or on specific occasions or holidays. Depending on the topic, time of day can also impact the citizen perspective. Should you fx. wish to explore the perspective of busy commuters, performing a staging during rush hour might lead to more interesting results.

Plan to not follow the plan. While structure and roles are great for planning, expect for natural conversations with citizens to not go according to plan. This is not stage breaking, but simply nuances to the stage that you have to accept. You could fx. encounter two or more citizens together, and rather than artificially splitting them up, talk to the group as one entity. Utilize it, people can often be more confident and talkative in groups than alone. Another example could be that the participating citizens repeatedly lose focus of the topic you are trying to frame, and gravitating toward another topic, this could indicate an inconsistency between the perceived value of the urban space, from the citizen perspective and the municipality perspective. Be open to adapting to initiatives taken by participating citizens throughout the staging. It is the inclusion of their perspectives that are important.



STEP 5

Call to action/ Broadcast

When you have planned a stage, consider before executing it, whether or not broadcasting it is appropriate. Consider how many citizens you want to participate and how censely trafficked the area of the stage will be. A busy street might not require you to broadcast you plans publicly ahead of time, but for a stage on a construction area that is normally off limits, it would be crucial to broadcast its presence beforehand. It might in such an extreme case even be appropriate to broadcast its presence during the staging. This could be done by creating a funnel of participants from a more crowded area, by placing an employee at the crowded area who can inform citizens passing by of the staging.



STEP 6

Facilitating



Conducting the staging itself will of course be dependent on the conditions of the steps you have followed so far. Remember that the goal is to include the citizens and their perspectives. Follow the roles you have set, adhere to your plan, be inviting, be patient, be observant and be transparent.

Don't expect everything to go according to plan and don't panic when it doesn't. While structure and roles are great for planning, expect for natural conversations with citizens to fit the frame of your staging. This is not stage breaking, but simply nuances to the stage that you have to accept. You could fx. encounter two or more citizens together, and rather than artificially splitting them up, talk to the group as one entity. Utilize it, people can often be more confident and talkative in groups than alone. Another example could be that the participating citizens repeatedly lose focus of the topic, that you are attempting the frame, and gravitating toward another topic. This could indicate an inconsistency between the perceived value of the urban space, from the citizen perspective and the municipality perspective. Be open to adapting to initiatives taken by participating citizens throughout the staging. It is the inclusion of their perspectives that is important.

STEP 7

Review and report

After performing the stage, the process is not yet complete. Review the insights you have gathered and the experiences you had while facilitating the staging. Are you satisfied? What went well? What didn't? What happened that you did not expect? What did you expect, which didn't happen? Would you consider performing the stage again? What would you change, if you did?

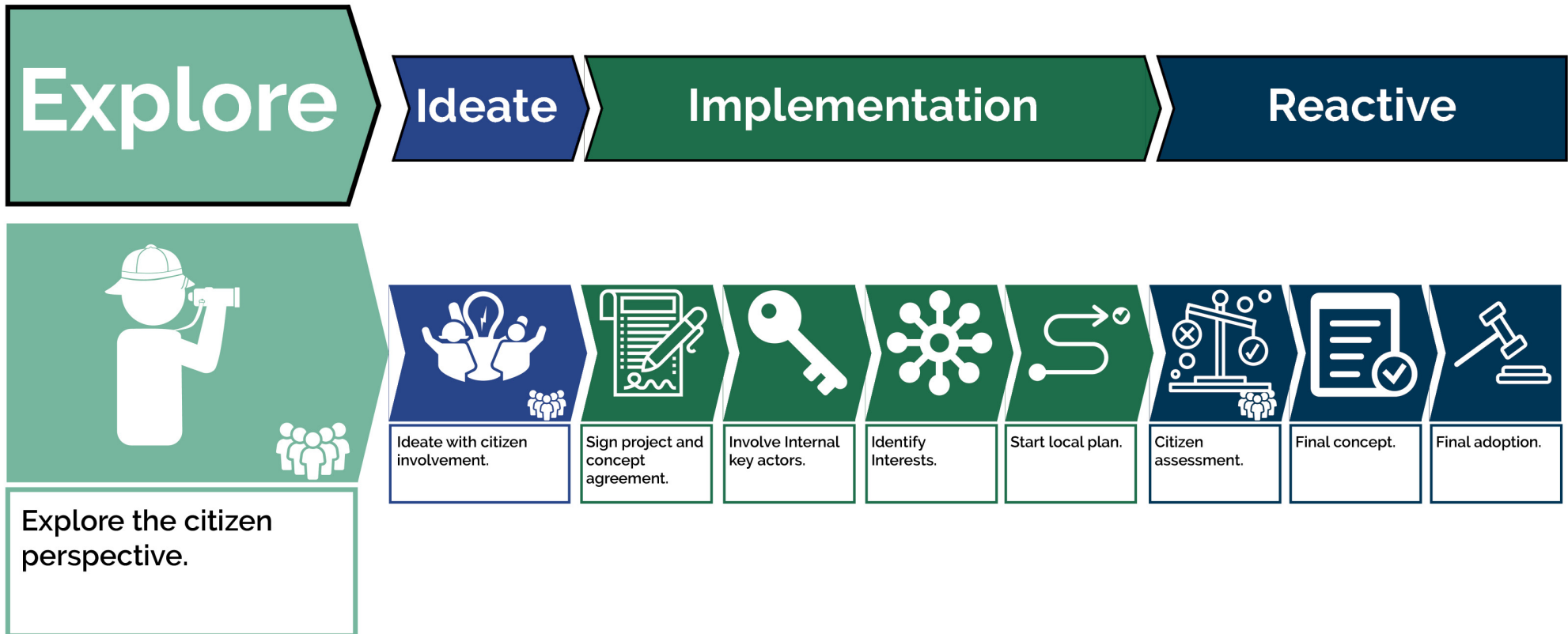
Consider using other tools and methods to interpret the sights you have gathered. Consider who to include in this interpretation. While people present for the staging can add nuances to the documented insights, consider which other areas expertise could derive further information from the documented insights. Regardless of how you choose to process the insights, insure that it is all appropriately reported on. This will benefit anyone who wishes to revisit the project in the future.



EXAMPLES

“These are merely concepts, and will require adaptation to fit an actual urban space and the context surrounding it.”

EXPLORATIVE STAGING



EXAMPLE 1

Negative Brainstorm

The act of staging and involving citizens can often be an antagonistic affair. While this might seem intimidating, the conflict and frustration felt by citizens is a fantastic tool for exploring an urban space and the citizen perspective. The concept behind the negative brainstorm is to leverage these conflicts and frustrations, in order to better engage the citizen in the conversation. Many citizens find it much easier to share negative thought than positive ones, and it can in general be much easier to think of horrible ideas than great ones, but by analysing what constitutes a horrible idea, you can find hints at what might constitute a great one.

The stage of the negative brainstorm is performed in the location of the urban space that you wish to explore. This will provide them with inspiration and plenty of elements to remind them of what the urban space is like to inhabit. Your stage will consist of printed out material highlighting various negative aspect of the urban space, as well as fictional material depicting horrible concepts that you find silly or interesting. This could for example be zig-zag shaped bridges, or trash bins placed in the middle of the road, or traffic lights with 10 different colors. The idea is for your people to have a casual conversation with the citizens about what they absolutely don't want or what would ruin the urban space. These ideas can then be analysed and interpreted on. These analyses can often reveal a lot more about what the citizens want and what they value, then they would have been able to articulate on their own. A citizen might for example describe a "bad" idea for the urban space

that involves revolving all the street lamps and lights sources for the area. This could be an indication that they don't feel safe after dark or that they would like for cameras to be set up or other facilities to make the urban space more secure. By documenting the ideas, for later analysis, you can focus on facilitating the brainstorm in the present, thus lessening the human resources required to perform the staging. This type of staging is therefore relatively easy both to prepare and to facilitate. The length of the stage can vary depending on the density of the population in the urban space, but between 2 and 6 hours is recommended. With this example of staging, the last step involving review of the documented data is particularly important.

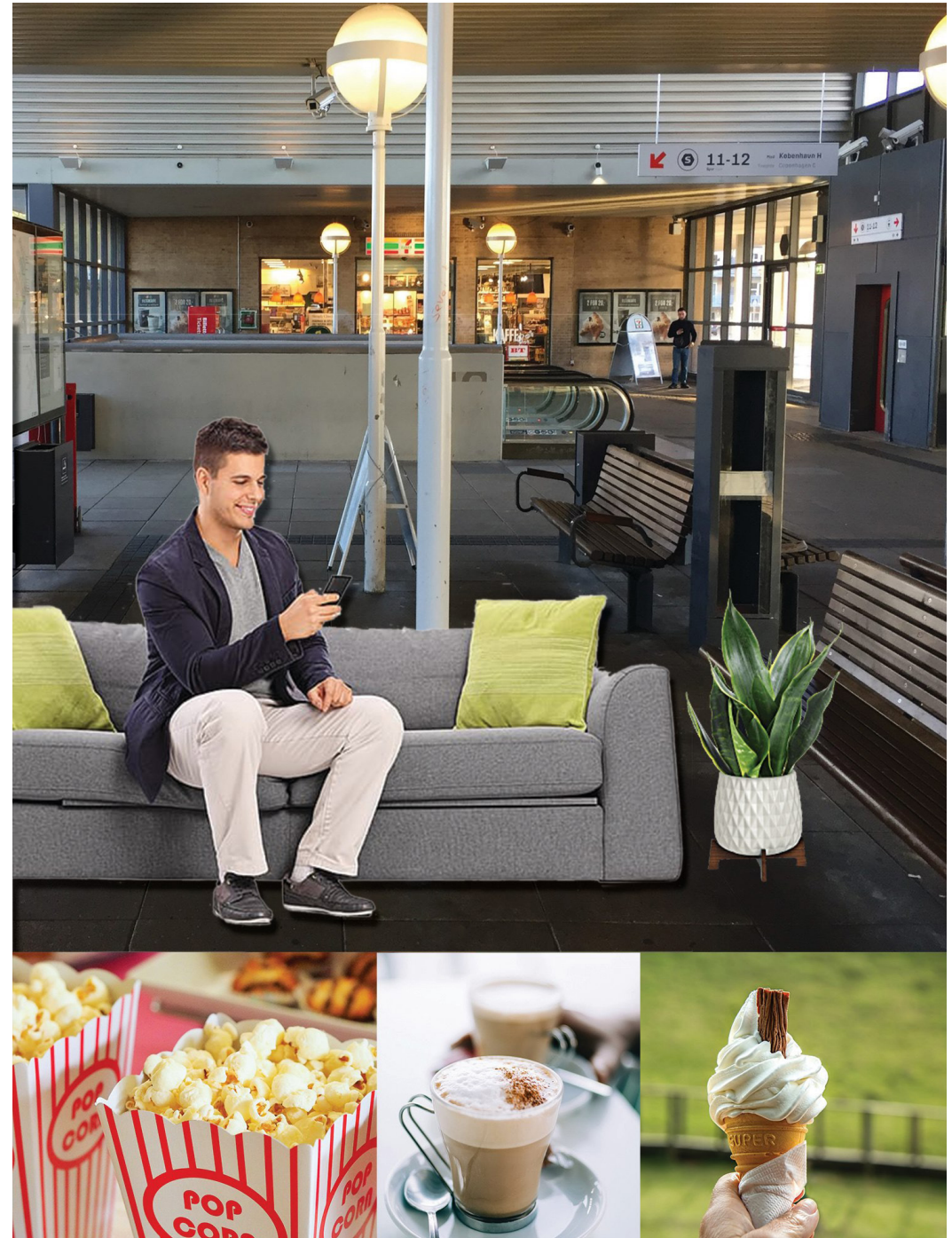


EXAMPLE 2

Cozy Corner

Part of staging is the act of moving the arena of conversation from the familiar municipality setting, and out into the urban space. Under normal circumstances the citizen will have already made the decision to involve themselves with the municipality by the time they are participating, but with staging the initiative to participate is often made by citizens on a moment to moment basis. Based on this. It can be very beneficial to facilitate an environment that is very inviting to the citizen navigating the urban space.

For this staging you will need to bring in elements that are comfortable and inviting, and preferably out of the ordinary for the particular location. This could be through placing sofa's, beds, bean bag chairs, sunbathing chairs, and so on. Depending on the season, the weather and the time of day, you could also offer refreshments of different types. Coffee, tea, hot chocolate, cold soft-drinks, icecream, and in rare cases maybe even alcoholic refreshments. The goal is to make the environment as inviting as possible, to lure participants with whom you can start a conversation about the urban space. This type of stage does not necessarily dictate the theme of the conversation very well, but is rather designed for occasions where citizens are not very interested in participating. The role of the informer and empathizer is therefore particularly important, since they need to communicate the general topics of the conversations. This type of staging requires more preparation than the first example, and should also be performed for longer. 3-8 hours is recommended.



EXAMPLE 3

Explorative Mapping

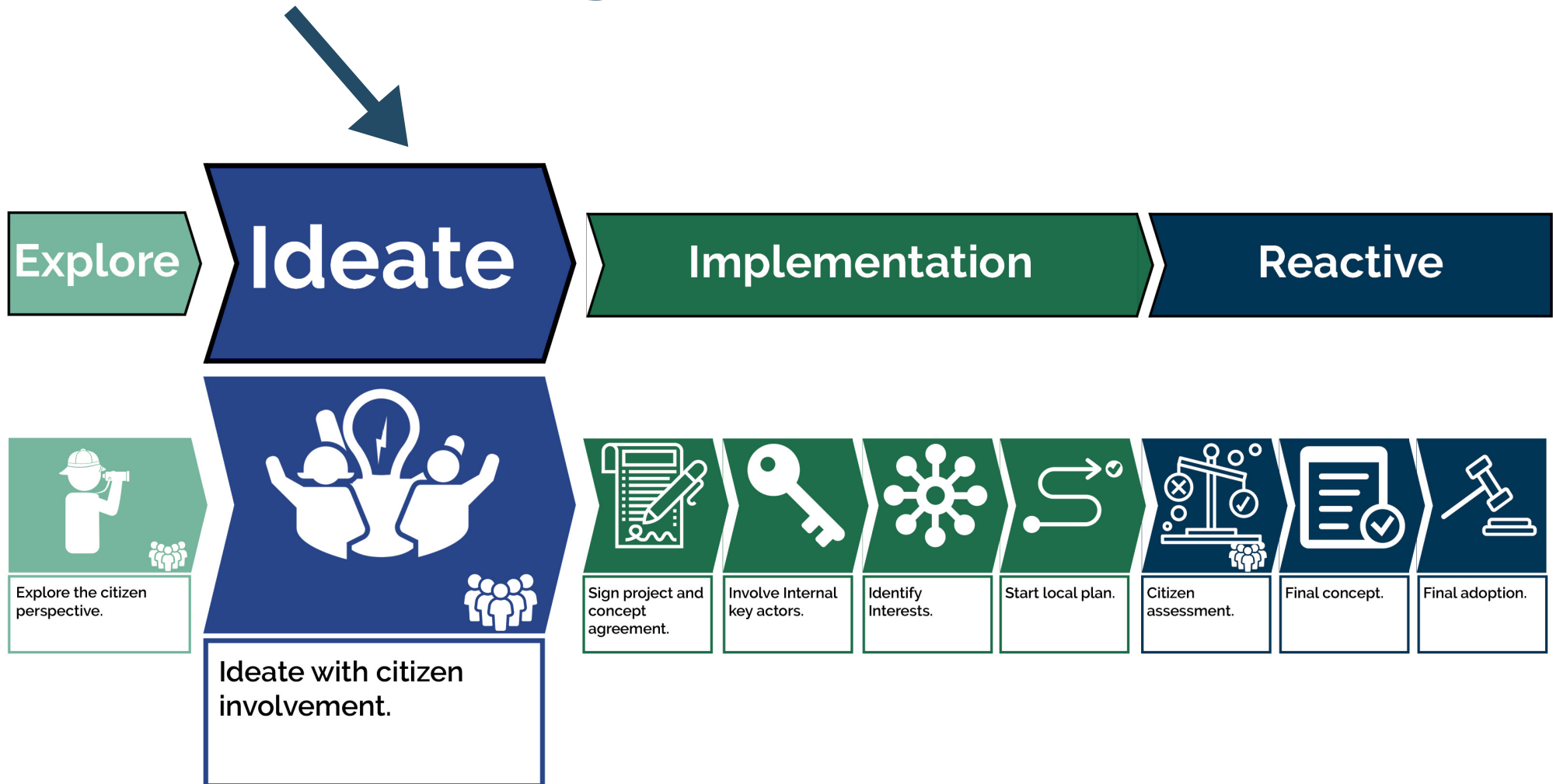
The goal of this explorative staging is to facilitate involvement of citizens in conversation that explores a larger urban space than previous examples. Staging uses the presence of the urban space as a prop or tool for facilitating the conversation, but what if the urban space you wish to discuss is so large that it becomes problematic to use its presence. This staging example involves the use of maps representing the urban space as alternative props. While this could mean that you don't need to perform the staging in the urban space you wish to change, it is still recommended to do so, as you still need the appropriate inhabitants to converse with. This stage requires you to get a representation of the urban space, this could be a collage of images of the area, if it is recognizable enough, or a satellite image representing the urban space from a top down view. Additional navigational elements will then be added to this representation. For the satellite map, you could mark all the noticeable landmarks, such as stores, restaurants, businesses, bridges, public transportation, ect. These landmarks will assist the participants in navigating the map, since not everyone can easily recognize an area they inhabit, when it is shown from unfamiliar perspectives.

The citizens passing by are then invited over, and prompted to write on sticky notes. What you ask them to write on the sticky note can depend on what you wish to explore. They can write about aspects of the urban space they like, aspects they dislike, frustrations, things they wish to change, things they wish to remain the same, and so on. The participating

citizen then places the sticky notes on the map, at the location corresponding to what they wrote about on the note. A complaint about the intersection would for example be placed on the intersection. The sticky notes should be color coded depending on what it contains. Frustrations and complaints could be red, while praise and commendations could be green, as an example. This can provide further information by the end of the stage, as the map will now not only showcase a lot of insights about the citizen perspective, but will also highlight areas of the urban space that are more in need of development than others, based on the density of the sticky notes of various colors. It will not be abnormal for the map to be dominated by negative notes, which is normal, since citizens tend to have an easier time expressing frustration than appraisal, the empathizer should however attempt to make the participants also express their positive perspectives on the urban space. The map should be saved, with the original positions of the notes being kept intact or documented through pictures. There really isn't a time limit for this type of stage, but to insure plenty of insights, a minimum of 8 hours is recommended.



IDEATIVE STAGING



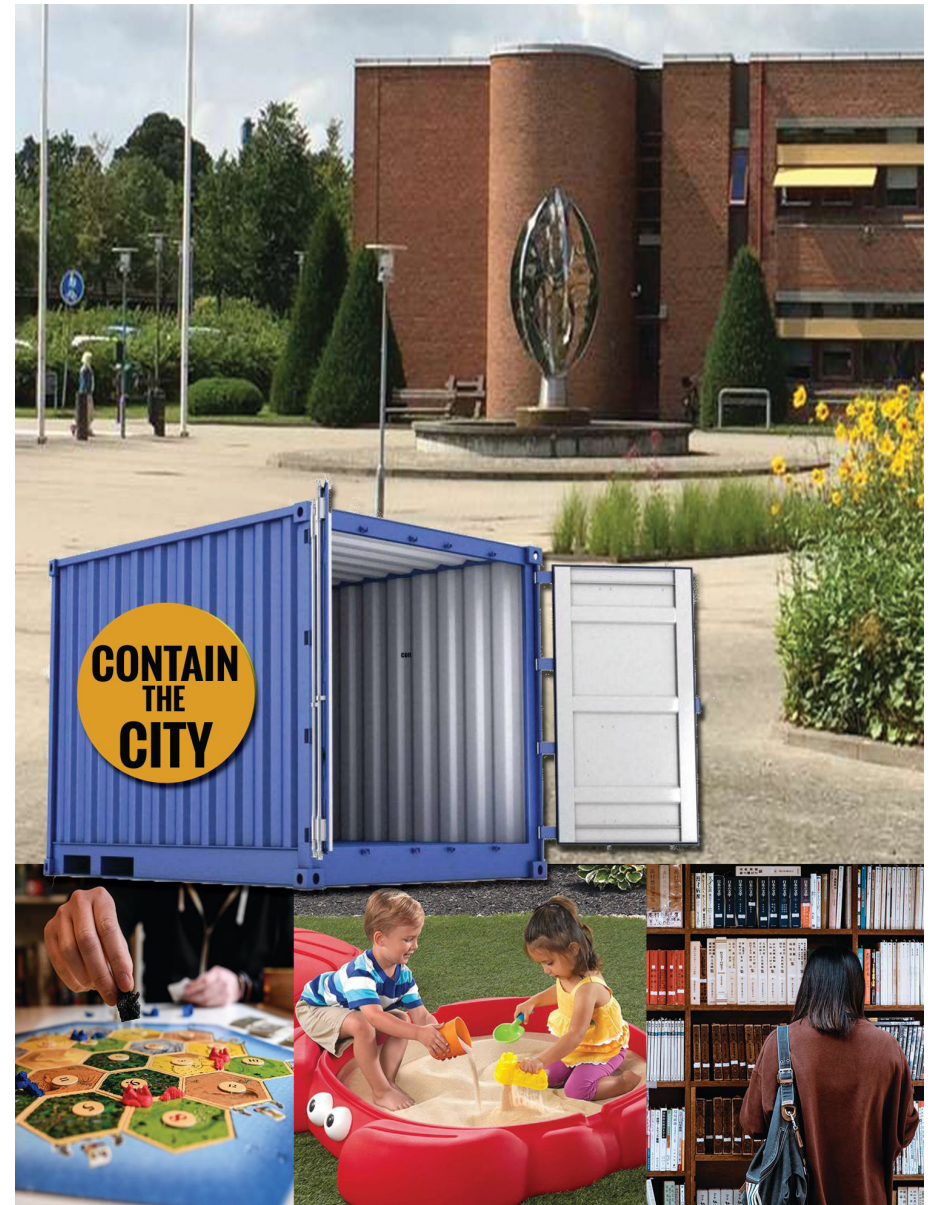
EXAMPLE 1

Containing the city

An example of an Ideative type of staging could involve placing a temporary container in an urban area you are attempting to develop for. This container is filled with different elements according to different themes and the container is then used to observe the citizens' interaction with the various themes of the container. One week the container can have a projector and a few chairs, another week it can have a table and boardgames, another week it can contain shelves of books, another week it can contain a sandbox. What installations you want to experiment with is up to you. The container will also contain a method for the citizens to get into contact with the municipality, such as sticky notes or a phone number to text. They are encouraged to give input and feedback on what they like and what they would change or future installments they would like to try. They are encouraged to try and ideate what could fit into the urban space, and through their input you gain insights into what types of activities are suited for the urban space, and through observations of the installment the municipality can experiment with whether the citizens actually utilize the facilities they have written and asked for or whether a gap exists between what they say they want to use, and what they actually end up using. This observation can be done through the use of either hidden or obvious cameras, for when a municipality member is not present to observe and document the use of the container installation.

This staging concept requires a lot less active facilitation, but will alternatively require a lot more resources to set up and

experiment with and observe. This stage has a much larger scope than previous examples, and the recommended period for this stage is 1-3 months.



EXAMPLE 2

Build you city

This example of ideative staging requires more active facilitation from the municipality, but less preparation. The focus is on making the participation process fun for the citizens. This stage therefore involves a design game, that involves the citizen rolling a dice to determine their creative task. Acquiring or making a huge foam dice will make the staging more obvious to passers by. Alternatively spinning a wheel can also be used. Each number on the dice will correspond with a different task, so that the dice role determines the task of the participant. The task can involve the citizens choosing an element of the urban space to remove, choosing an element to build/introduce into the urban space, choosing an element to change, choosing an element to move to a different location, choosing an element and preserve or choosing an existing idea from another participant and adapt or build on that idea. What constitutes these tasks can vary a lot, and should of course be framed to fit whatever concept your current urban development project is focused on. Adaptations of the tasks within this example are therefore more than welcome.

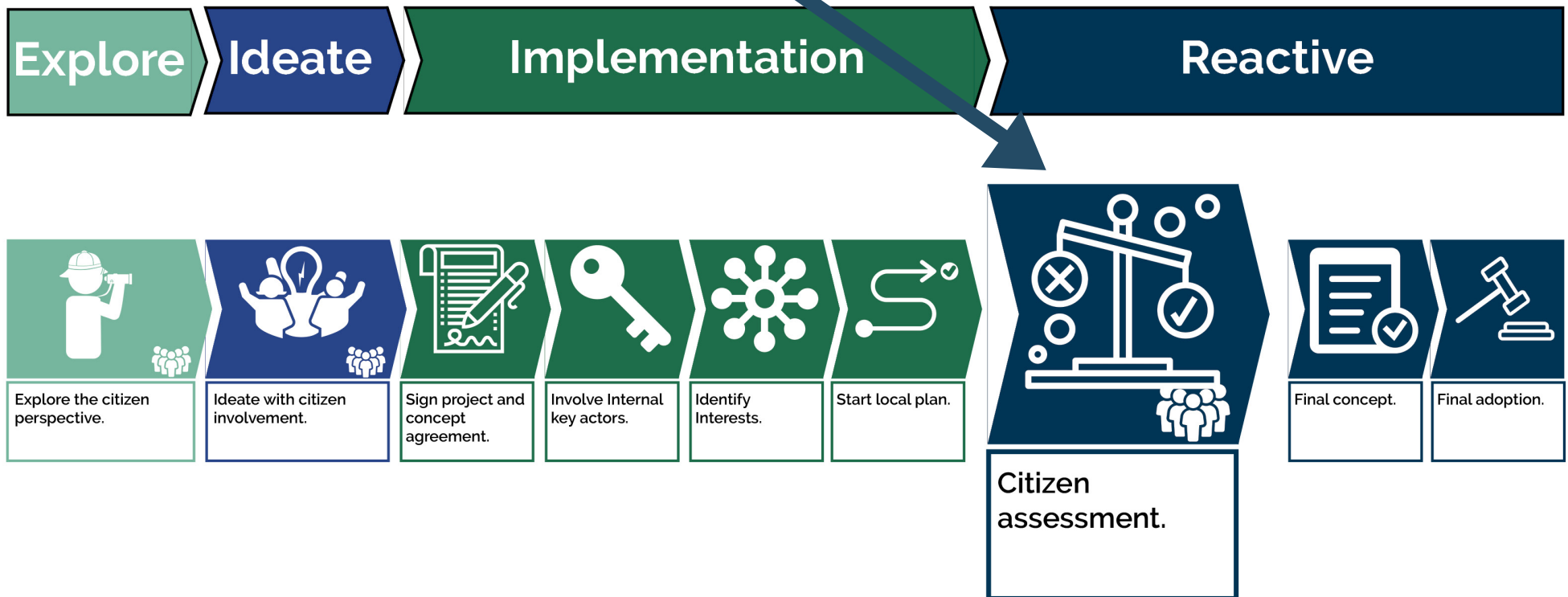
Small enticements are given to participants as an extra incentive. This can be a juice box, or a piece of cake etc. The participants are asked to express, communicate and display their idea somehow, the stage will provide the opportunity for writing, drawing, modelling their idea out of clay or lego. The more methods the better, and participants are encouraged to mix different methods, instead of just using one. The informer is focused on explaining the rule of

the games and the urban space it relates to, the empathizer is focused on facilitating the game, guiding the participant and talking to them about their ideas and the reasons behind them. The dokumenter is focused on taking notes and pictures of the different ideas.

This stage can provide a lot of insights into the citizen perspective of an urban space, both in terms of what they like and dislike, but also in terms of what possibilities they see in the urban space and the type of changes they gravitate towards. The scope of this stage is between 2 and 4 days. It requires a high amount of both facilitation and preparation.



REACTIVE STAGING



EXAMPLE 1

Physical moodboard

A reactive type of stage requires the existence of some degree of concrete concept, as the intention is for you to involve the citizens, and to get their perspectives on it. The stage itself should be a representation of the concept or concepts. This is similar to a moodboard, which is typically a collage of images that seek to visually communicate the feeling, mood, style or atmosphere you aim to achieve. This is typically done through images or textures, fabrics etc. You might need to seek assistance from outside consultants or collaborative partners on the project to produce this. The stage should be performed in the urban space for which the moodboards correlate, in order to add context for the citizens participating. The participating citizens can either be randomly chosen from those passing by the staging location, or you might seek to invite and mobilize a balanced demographic of the citizens within the urban space you are developing for. The invited participants are then presented with the moodboard, or moodboards, and encouraged to provide their thoughts and feelings on it. The citizens can thus influence the urban space by providing their opinions on chosen colors, locations and various other elements. If more than one concept is in consideration, the development of several moodboard that can be compared, is an insightful approach to empowering the citizen, aThis feedback is then documented and later used to assess the current state of the concept or the ideal direction to take the project. This stage requires a decent amount of planning, but less active facilitation. The recommended scope of the stage is between 1 and 5 days.



APPENDIX 8

Feedback from Peter Munthe-Kaas:

Hey

Tak for materialet.

Jeg har lidt travlt for tiden, så jeg har kun lige hurtigt skimmet det igennem.

I store træk synes jeg at det ser fint og spændende ud. Det kan være svært at balancere anvendelighed ift. at holde det åbent hvad en staging process egentlig er, men jeg synes at i klarer det udmærket. Èn ting jeg dog bed mærke i er jeres "when" hvor jeg synes at staging bliver brugt lidt vel instrumentelt i særlige faser af et projektforsløb. Her ville jeg argumentere for at staging (og sensitivitet og mobilisering jf. navigationsrammen) er noget der (kan) foregå som en integreret og fortløbende del af en planproces. Det er nok lidt sent, men jeg kunne godt se en alternativ model for mig hvor staging forløber og spiller tilbage til planprocessen hele vejen igennem forløbet - hvor man går igennem mange iterationer og løbende bringer planen tilbage til byen for at teste og udvikle den.

Derudover kunne der måske være et lidt stærkere fokus på det kontroversielle i byen og hvordan staging både kan være et redskab til at kortlægge uenigheder og til at mobilisere nye virkeligheder efterhånden som aktørerne får øjnene op for nye muligheder. Her kunne det også give mening at snakke om invitationer og hvem der får lov til at komme med op på scenen (hvis i ikke allerede har gjort det, det gik som sagt lidt hurtigt med at kigge det igennem).

Håber det er brugbart og held og lykke med afleveringen :)

mvh
Peter