

# EXPLORING THE INTEGRATION OF FORESIGHT INTO SERVICE DESIGN PRACTICES IN THE CONTEXT OF PUBLIC ENGAGEMENT WITHIN DECISION-MAKING PROCESSES

An analytical approach of the urban renewal project of  
the Paper Island in Copenhagen

# THESIS INFORMATION

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# 01. ABSTRACT

This thesis explores the challenges of decision-making processes in the context of urban renewal projects. More specifically, it conjoins foresight into the service design approach to enhance public engagement within decision-making spaces. It does so through the investigation of a total of three themes, these being foresight, service design, and public engagement within decision-making processes. The choice of these themes was based on the authors' endeavour to democratise processes specifically by moving service design, foresight, and public decision-making away from expert-dominated forums.

From the extensive investigations done throughout this project it was concluded that futures literacy and collective intelligence are crucial to address when navigating within these areas and especially when doing public engagement initiatives. To account for this, the outcome of these explorations consists of a framework. The framework was developed as a proposed asset for municipal actors to navigate the complexity of decision-making processes, and to ultimately implement more public engagement initiatives. It was developed through the notion of participatory futures to innovate the decision-making processes, within urban renewal projects. Together with the production of preferable futures through systematic thinking and to make planning for the future into an inclusive people-centred, co-creational process.

## 0.2 KEYWORDS

SERVICE DESIGN, FORESIGHT, PUBLIC ENGAGEMENT, COLLECTIVE INTELLIGENCE, FUTURES LITERACY, URBAN RENEWAL, PARTICIPATORY FUTURES, DECISION-MAKING PROCESSES, DEMOCRATISATION

## 0.3 ACKNOWLEDGEMENTS

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# 1.0

# INTRODUCTION

This chapter presents and introduces the theme of this thesis followed by a brief introduction of the authors, motivation, and learning objectives. The context of this project will be presented together with the initial problem statement to provide the reader with the relevant background.

This chapter consists of the following sections:

- 1.0 Introduction
- 1.1 Authors and motivation
- 1.2 Learning objectives
- 1.3 Project context
- 1.4 Problem statement
- 1.5 Reading guide

# 1.0 INTRODUCTION

Making decisions can be challenging, but making the right decisions is almost impossible. Psychologist Kahneman has made an extensive effort in describing the errors and biases affecting people in the process of making decisions (Kahneman, 2011). In the context of thinking about the future, there are a multitude of biases to watch out for such as 'status quo bias' or 'present-bias', 'confirmation-bias' and 'overconfident-bias' (Larsen, 2021) (Münster, 2017). This tendency also occurs in the brains of politicians, experts and top decision-makers in businesses and governments. The tendency to avoid difficult decisions has been referred to as 'the epidemic of short-termism'. The problem with short-termism is that decisions are being made on the basis of what we can, when the real question to consider more often than not is whether we should (Ramos, 2019). This master's thesis explores the challenges of decision-making processes in the context of urban renewal projects. More specifically, it conjoins foresight into the service design approach to enhance public engagement within decision-making spaces.

The processes where decisions are made, within urban renewal projects, consist of a multitude of both public and private actors with different approaches, concerns, biases, and agendas, not to mention the legislation and structures of the municipal playground. When introducing public engagement, these all need to be considered, challenged, or aligned, thereby increasing the level of complexity of the decision-making processes within this context.

As the innovation report established by OECD points out, the barriers of the future require innovation on a different level with challenges of e.g. climate and demographic changes that we currently do not have answers for, and it is therefore a certainty that the answers and solutions we will need are different from those we know today (Wendelboe & Wolf, 2021). This paper proposes the integration of foresight into service design as a means of tackling these challenges in the context of public engagement within decision-making processes. Foresight brings the futures perspective and ways of tackling the conscious and unconscious biases and assumptions we have about the present and the future. While service design brings the democratic approach to public engagement practices to ensure the citizens perspective. The choice of these themes was based on the authors' endeavour to democratise processes specifically by moving service design, foresight, and public decision-making away from expert-dominated forums. Through the analysis of the problem statement, this paper highlights two main findings which are crucial for the integration of foresight and service design to help navigate the increased complexity of the world in the context of public engagement within decision-making processes of urban renewal projects.

## 1.1 AUTHORS AND MOTIVATION

This paper has been written by Maria Villadsen and Anne Nørholm Iversen for the master's program service systems design at the Copenhagen campus of Aalborg University. The project has been carried out in the period January – May 2022 and has been supervised by Luca Simeone.

The thesis includes the themes of public engagement and foresight in conjunction with service design. The choice of these themes is based on the authors' endeavour to democratise processes specifically by moving service design, foresight and public decision making away from expert-design and foresight experts. As well as to move citizen involvement towards user and citizen lead processes. The choice of theme was an aim to further increase experiences and capabilities in navigating complex systems and a multitude of actors to facilitate forums for actors to define their desired outcome.



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# LEARNING OBJECTIVES

## 1.2 LEARNING OBJECTIVES

The following sections presents the official learning goals directly followed by the personal ones for this thesis.

### 1.2.1 OFFICIAL LEARNING OBJECTIVES

The official learning objectives (Aalborg University, 2022) are as follows:

#### 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
- Account for the scientific foundation, and scientific problem areas, of the specialization
- Describe the state of the art of relevant research in the specialization.

#### 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
- Master the scientific methods and general skills associated with the specialization.
- Produce a project report according to norms of the area, apply correct terminology, document extensive command over relevant literature, communicate and discuss the research-based foundation, problem and results of the project orally, graphically and in writing in a coherent manner
- Critically evaluate the results of the project in relation to relevant literature and established scientific methods and models, evaluate and discuss the project's problem area in a relevant scientific context.
- Evaluate and discuss the project's potential for further development

#### COMPETENCIES

- Must be able to master design and development work in situations that are complex, unpredictable and require new solutions (synthesis)
- Must be able to independently initiate and implement discipline-specific and interdisciplinary cooperation and assume professional responsibility (synthesis)
- Must have the capability to independently take responsibility for own professional development and specialisation (synthesis)
- Participate in, and independently carry out, technological development and research, and apply scientific methods in solving complex problems.
- Plan, execute and manage complex research and/or development tasks, and assume a professional responsibility for independently carrying out, potentially cross-disciplinary, collaborations
- Independently assume responsibility for own scientific development and specialization.

## 1.2.2 PERSONAL LEARNING OBJECTIVES

In addition to objectives provided by the study board, the personal learning objectives are defined as follows:

- To combine and increase capabilities and experiences, obtained from the past modules of the masters program, within navigating complex systems as well as actor networks, to increase skills within complexity and systemic design.
- Obtain more theoretical knowledge and get hands on experiences in utilising foresight in a service design and participatory context.
- Gain more theoretical and practical knowledge on how to democratise decision-making processes. Engaging a multitude of actors and utilising tools and methods to empower actors decision-making.
- Develop insights and opportunity spaces that contributes and inspires public actors to increase the level of public engagement and ultimately challenge the traditional approaches.
- Contribute with research that further expands the understanding of service design as a field and service designers.

**PROJECT CONTEXT**

## 1.3 PROJECT CONTEXT

The context of this project is how foresight in conjunction with service design can empower decision-makers within public urban renewal projects to utilise more public engagement within its decision-making processes. The different fields of interest offer great complexity; thus, a concrete example of a public urban renewal project was needed. The Paper Island is a public urban renewal project which was in the construction phase whilst this thesis was developed, in this context it offered all the needed context of exploration.

The project is an example of a complex decision-making process with a wide variety of stakeholders, hereafter referred to as actors. The project is a mixture of public and private, seeing as the ownership of the island changed from being owned by the Copenhagen municipality and later sold to a private company. The collaboration of the two parties was highly interesting and especially how the different actors had taken the interests of the public and citizens into account. From a service design

perspective, the urban renewal project of the Paper Island was interesting as it carried out a vast variety of participation and inclusion of citizens, which all can serve as inspiration and for reflections on possible improvements. From a foresight point of view, the Paper Island can represent many interesting considerations. It was a project that will affect the future generations that will visit, live, and use the location of the Paper Island.

From a pragmatic and practical point of view, the decision-making process of the Paper Island was at a good place. The location in itself is highly central, and many citizens and visitors have at least seen the site, some may have participated in the project, and most would have an opinion. It was an thought-provoking case to investigate seeing as most decisions had been made, however, many people within the general public only realize the results of these decision when the construction was being carried out. It has been a long decision-making process of about 10 years, nevertheless, it was

assumed that the people involved in the project would still be able to remember their part and that many still were playing a part, to some extent, seeing as the project was not yet completed.

### 1.3.1 THE TIMELINE OF THE PROJECT

The island of Christiansholm was previously used to store paper for all local newspapers. Thus, the island became known to many as the Papirøen in Danish, translated to Paper Island, which it will henceforth be mentioned as. However, the function as an industrial storage space was bound to change due to the gradual transformation of the Copenhagen harbour from industrial to recreational. The Paper Island was one of the last industrial areas in the inner harbour of Copenhagen, when it in 2011 became empty as the paper storage company terminated their leasing of the island (By & Havn, 2016).

The timeline in figure 20 visualises the project from 2011 when it stood empty to 2022 when the construction of the new buildings is carried out. The timeline is based on desktop research and each highlighted step on the timeline includes its own references to both public publications, social media posts, reports and summaries, private companies and other statements related to the development and decision-making process of the Paper Island. Both highlighting are the facts that the island was originally owned by By & Havn who sold a corner of the island to the Copenhagen municipality and the rest to the private developing company of CØ P/S. Copenhagen municipality are developing a Water Culture House on their part of the island and CØ P/S are developing private and public housing together with room for commercial endeavours.

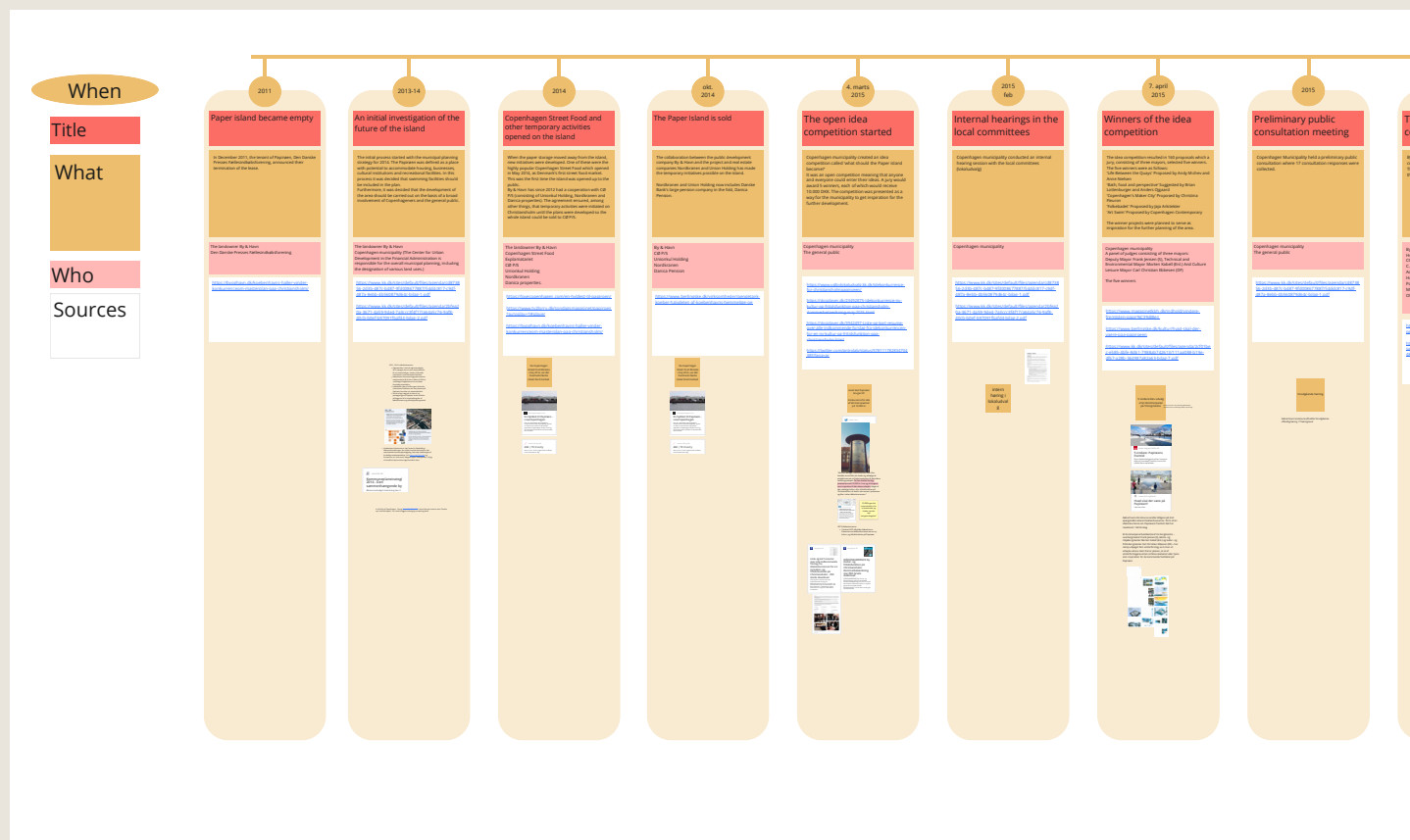
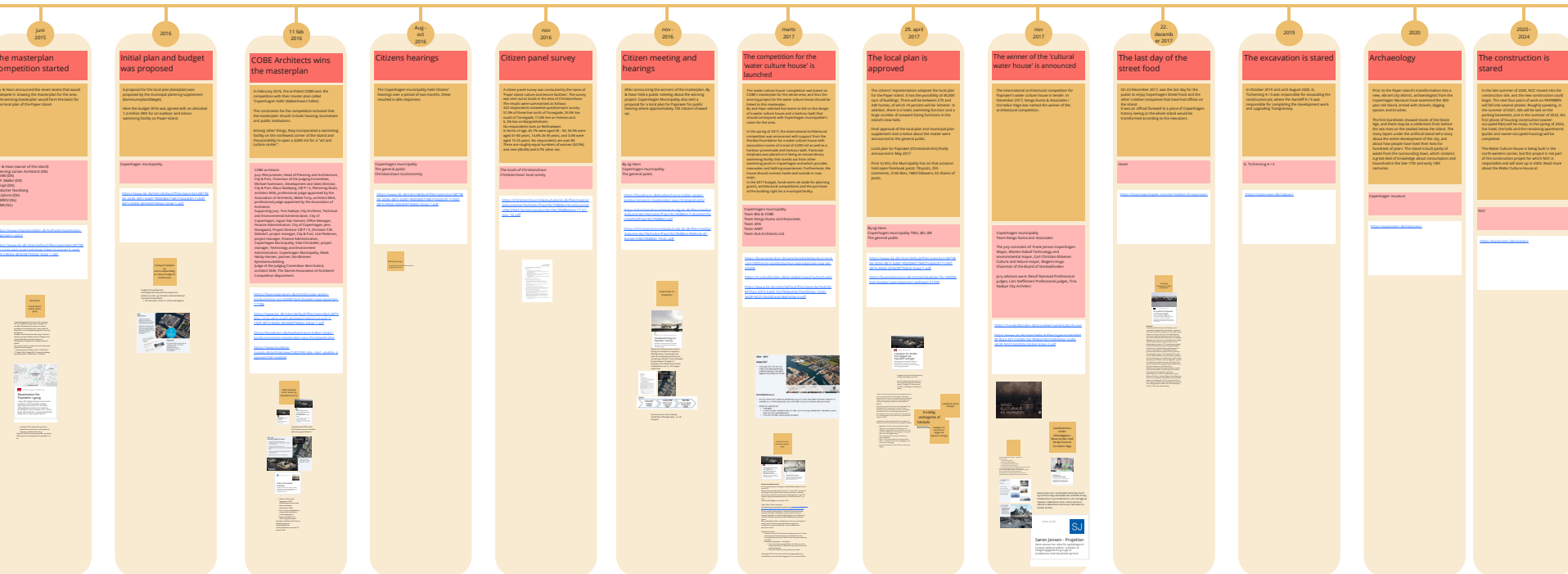


Figure 1 working progress of the timeline



## 1.4 PROBLEM STATEMENT

The literature review in relation to this paper shows a wide range of overlaps between the fields of interests, those being service design, foresight, and public decision-making processes. It is recognised that public governance has a critical role in involving citizens in decisions made that ultimately will affect society. It is found that citizens should be involved and supported as much as possible in these decision-making processes, and that the practice of service design has the potential of further fuelling the needed participation. Moreover, governmental decisions, more often than not, involve long-term planning, and the decisions made in the present will thereby be executed in and impact the future. Be that the near future or a more distant future. When exploring the field of participatory futures, which will be presented in the literature review, urban renewal processes

are relevant to consider due to the number of decision-making processes and the timeframe of the project. Moreover, the later sections will outline that public engagement processes often are centred around planning or ideation, and not on decision-making processes. Therefore, the decision-making process is seen as an opportunity to investigate how participatory futures might influence the decision-making process within urban renewal. The literature review on these matters has further clarified that there is a broad variety of examples of public engagement within ideation and planning. However, public engagement within decision-making processes of governmental projects appears to have been explored less. Therefore, this paper will be dedicated to the exploration and possible improvement of the public decision-making processes. This will include the experienced services of citizens

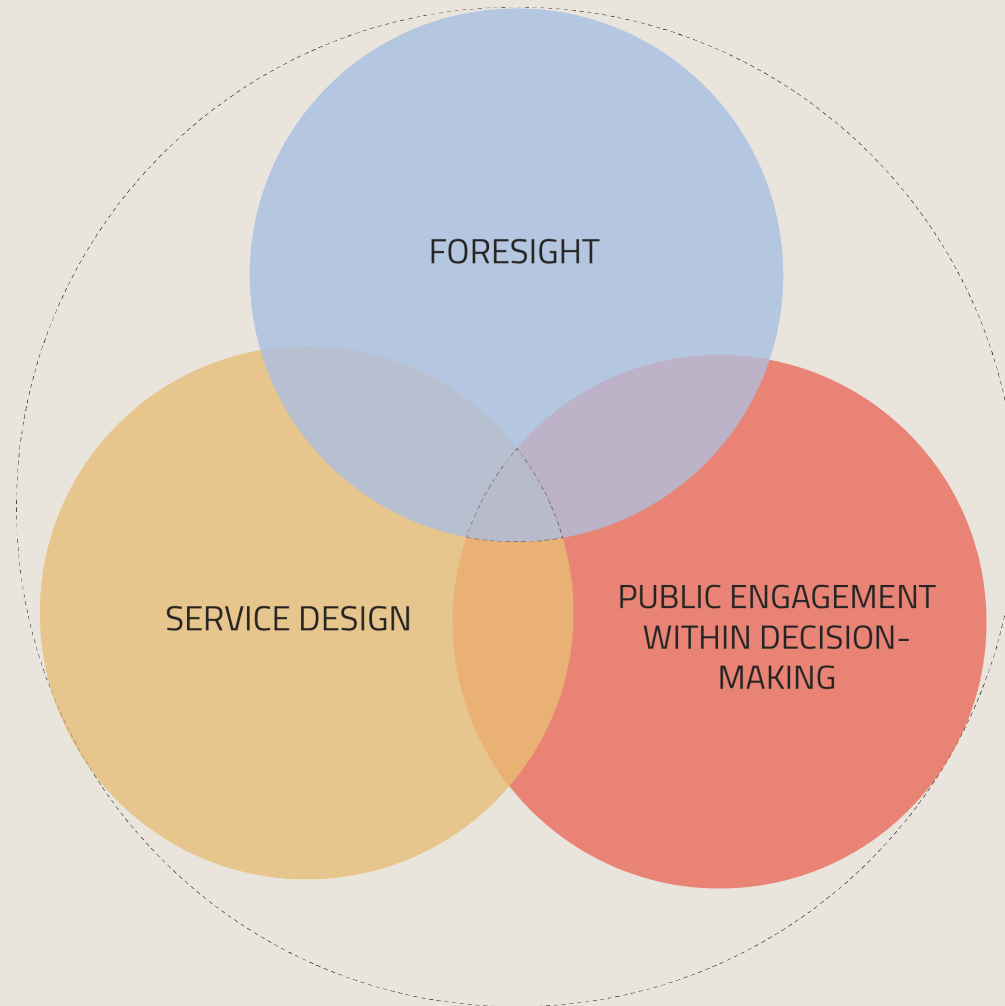
when engaging in these processes. Public decision-making processes within urban renewal projects are defined as processes where the affected citizens have been involved both directly or indirectly but also in cases where citizens have been excluded. This paper will specifically investigate the decision-making processes within municipal urban renewal projects. Consequently, the following sections within this thesis will further explore the case of the Paper Island and the forthcoming decision-making process to allow us to identify challenges and experiment on alternatives where foresight and service design are included. The initial problem statement for this design process is thereby as follows:



**How might we use foresight in conjunction with service design to strengthen the flow of the public engagement within decision-making processes in the context of urban renewal projects, by exploring the case of the Paper Island and its flow between citizens, public actors, and private actors?**

## 1.5 READING GUIDE

Three main themes have been investigated throughout this master thesis, these are service design, foresight, and public engagement within decision-making processes, as visualised in figure 2. The visualisation is presented to offer clarity of the extensive assessment and work done for this thesis which are as follows: Initially, these three themes will be examined in the literature review in chapter 2, hereafter, parts of the approach of foresight is utilised within the capabilities of service design in the design project in chapter 4. The aim of the explorations is to examine how foresight and service design can be combined to empower public engagement within decision-making processes. To do this, the public urban renewal project of the Paper Island is utilised as presented in the project context in chapter 1. The following is a reading guide with a short introduction to the chapters presented in this report.



*Figure 2 visualisation of the three themes of the thesis*

**Service design**

Within the 2.0 literature review an entire section of service design is presented, together with it being utilised throughout the 4.0 design project

**Foresight**

Within the 2.0 literature review an entire section of foresight is presented, together with it being utilised throughout the 4.0 design project

**Project context**

Public engagement in decision-making processes, specifically within urban renewal projects is presented as the project context in 1.0 introduction as well as being worked on throughout the entire project

**Master's thesis**

The entire project including, 1.0 introduction, 5.0 discussion and 6.0 conclusion

**Process report**

The result of the entire master's thesis is presented in the process report in 8.0 appendix as a framework

**CHAPTER 1: INTRODUCTION**

This section presents an introduction of the fields of interest together with motivations, learning objectives and the project context.

**CHAPTER 2: LITERATURE REVIEW**

This section of the paper introduces the body of literature researched and discussed to form the basis of exploration within the three themes of this thesis. The research question is presented as a desired direction of investigation.

**CHAPTER 3: METHODOLOGY**

This section presents the chosen methodological approaches and frameworks.

**CHAPTER 4: ANALYTICAL DESCRIPTION OF THE DOUBLE DIAMOND FRAMEWORK TO ADDRESS THE PROBLEM STATEMENT**

This section presents a detailed account of the design project and process carried out in its entirety. This account includes several analyses, discussions, insights, reflections. Theoretical and methodological knowledge identified in the literature review is utilised and reflected upon. This section includes the development and identification of insights and opportunity spaces presented as a framework in the product report,

to be found in the appendix.

**CHAPTER 5: DISCUSSION**

This section presents a critical discussion of both the outcome of the project, the process itself together with reflections on learning objectives, research question and problem statement.

**CHAPTER 6: CONCLUSION**

Finally, this section concludes on the achievements of this project in its entirety. Together with limitation and considerations on future work.

**CHAPTER 7: REFERENCES****CHAPTER 8: APPENDIX**

This section includes all information that was not otherwise presented throughout the report.

# 2.0

## LITERATURE REVIEW

This chapter presents the theoretical foundation for the thesis. As such, it investigates the following themes and their intersections, service design, foresight, and public engagement within decision-making processes. The literature review covers the origin together with key aspects and terms within each of the three themes. Projects, cases, and experiments of integrating foresight approaches into service design thinking processes are presented to question how they might be relevant in the context of public urban renewal projects. This chapter is wrapped up and summarised in the relations section where the research focus of this master's thesis is presented.

This chapter consists of the following sections:

2.1 Service design

2.2 Foresight

2.3 Public engagement within decision-making processes

2.4 Relations

## 2.1 SERVICE DESIGN

### 2.1.1 THE ORIGIN AND EVOLUTION OF SERVICE DESIGN

Service design, the act of planning a service offering and the design of services in general can be seen to originate from a multitude of places. On one hand, the discipline and roles of design have over time evolved and branched into a multitude of sub-disciplines, service design being one of these. Design can overall be described as both an activity and a discipline. The design practice in general originated as industrial design, where the focus was on creating products for increasingly new needs and with new technologies (Buehring & Bishop, 2020). The process of design thinking is what links all the disciplines of design together. Design thinking can be seen as an approach to innovation where specific processes of thinking and creativity are utilised to achieve new outcomes (Gordon & Rohrbeck, 2019). There is a multitude of frameworks and methodologies on how to plan and execute the processes of design thinking. A common trait of them all involves the processes of divergent and

convergent thinking (Stickdorn et al., 2012). Gordon adds that there are variations when comparing the most well-known design thinking methodologies, however, some commonalities are as follows; a clear focus on the end user, a 'build, test and learn' approach, need-finding, and phases such as inspiration, ideation and implementation (Gordon & Rohrbeck, 2019).

On the other hand, it can be reasoned that services have existed since humans started to communicate and socialise. Services have, to some extent, always been designed or at least planned and executed (Morelli et al., 2021). The origin of the term service design can be traced back to Shostack in the 1980's who identified that there is a difference between designing products and services. In the process of defining service design as its own discipline, Shostack introduced terms and tools such as touchpoints and blueprints as arguments for how designing services is different from designing products (Shostack,

1982) (Shostack, 1984). Zeithaml agreed by defining the key characteristics of service design, which are intangibility, inseparability, heterogeneity, and perishability. With these, they argued that the design of services should be perceived as a performance in contrast to designing a physical product or object (Zeithaml et al., 1985). Zeithaml's key characteristics of services furthermore shed light on some of the key challenges of designing and performing good services. A classic example of proof of service can be experienced when the toilet paper is folded in a hotel room, this little hint is proof to the user that the service of cleaning the room has taken place. Had the toilet paper not been folded, a similar gesture might have taken place e.g., a chocolate on the pillow. These small gestures remind the user that they are experiencing the performance of a service. Zeithaml's key characteristics of services are defined by how they are different to products, also known as the goods-dominant logic.

The opposite of the goods dominant logic is the service-dominant logic, which is defined not by how services are different from products, but rather by how the value is created and by whom. In the service-dominant logic the key characteristics of services are still true, however, the focus is much more on the people involved, their interaction, exchange and experience of a given service. The user becomes a co-producer of the service, and the value is defined by the user in sharp contrast to goods, the exchange of value happens at a specific time and cannot be stored nor owned, only experienced. The transition of goods, on the other hand, is a physical object that when exchanged to the user will be consumed or ruined (Vargo & Lusch, 2004). Today, services and the process of designing services are, if not integrated, then at least known to most governments, organisations, and institutions, such as public administration, tourism, education, healthcare to name a few. From this point

of view, service design can be seen as an interdisciplinary approach that combines an array of tools and methods in a variety of ways. It is not a sharply defined methodology but rather an everchanging approach that can be defined in as many ways as there are people performing it (Stickdorn et al., 2012).

The key principles of thinking and working in the service design approach can be defined as follows. First, it is a user-centred approach and should be perceived through the user's experience. Second, it is an inclusive approach where all stakeholders should be represented. Third, the approach should be visualised as a series of interactions. Fourth, the approach should highlight the invisible service through physical artefacts, and fifth, the approach of designing services is holistic and should not be performed in a vacuum (Stickdorn et al., 2012). Finally, service design is a design-led approach, meaning that iterations should continuously be made in the process such as experiments where

failure is allowed to enable learning and improvements for new iterations (Stickdorn et al., 2018). With these, Stickdorn et al. define a guideline for service designers to follow while leaving plenty of space for the approach to be tailored to the specific context.

## 2.1.2 THE ROLE OF THE USER

The user plays a key part in defining a service, nevertheless it is up to the individual service designers to define how they would like to integrate the user in both the process of developing the service offering and in the co-production of the service in exchange for value. Depending on the project context there may be many ways to refer to the people who will be the end-users or otherwise affected by the outcome. Users, actors, customers, consumers, citizens, are but a few variations. For each way of

referring to this, an array of possibilities on how to include or exclude follows. To understand how citizen participation brings value to the design process, the concept of participation in design practices is important to recognise. Even with the focus on citizen participation, an understanding of other views of the user role is relevant together with the different lenses applied to the user and citizen role. With separate opinions and views still being discussed today about participation, there are no right and wrong

practices of engaging users. However, there are some key differentiations in the different approaches to consider and choose between as a service designer. To understand this, it is beneficial to understand the different views of user involvement in design practices. To clarify how users and citizens have been engaged in design practices throughout history, this section investigates different views on the user.



Figure 3 the evolution of participatory design approaches

When discussing how participation became part of design practices, user-centred and participatory design are important factors. One of the directions that have been practised is expert design, which can be seen as a design process where all decisions are made by the designer.

This approach is commonly seen as being on the end of one line regarding user involvement in the design process, where the user is not participating. On the other end, co-design is to be found. In co-design, the user is involved in all stages and all decisions of the design process (Sanders & Stappers, 2008). The user-centred design

approach originated in the US, with a view of the user as a subject. Here, the designer is seen as the expert observing the user and testing with the user (Sanders & Stappers, 2008).

Where user-centred design emerged in the US, participatory design practices were led by Northern Europeans. In participatory design, the users are viewed as partners co-creating the design (Sanders & Stappers, 2008). In the Scandinavian countries, the groundwork of participatory design emerged in the world of democracy, as a part of the democratization of democracy and as a

means of supplementing representative democracy with democracy at work around 1968 (Binder et al., 2015).

The Scandinavian countries have a history of participatory practices, but even with this tradition, there are parts of the process which have remained in the hands of experts. The planning processes have remained in the hands of experts, challenging the impact and control given to the end-users, specifically in municipalities (Munthe-kaas, 2015). These radically different views on user participation are relevant to be aware of when designing services.



### 2.1.3 AGENCY

A big part of the participatory practice is to provide agency to actors who might not be heard in matters affecting their lives. The concept of agency originates from social science and is crucial to the understanding of what value participation brings to the citizens when they are part of design processes. Moreover, the notion of agency helps explain why participation in decision making processes matter.

To understand agency, it can be defined based on Cole's definition of agency as the power of people to think for themselves and their ability to act in ways that impact their experiences and life trajectories both in individual and collective ways. Agency and social structures influence and change each other, with a shift in one, the other change. Thereby, the lives of people are shaped by the current social structures, while the people have the agency to make decisions and impact these social structures (Cole, 2019).

It can be argued that agency is not always given to those who are unaware of their stakes in decision-making processes, therefore making it even more relevant to advance the agency given to those actors and allowing them to use their power to influence processes that impact their lives. Viewing agency through the lens of service design, the service designer plays a crucial role in the inclusion and exclusion of the

agency of actors that can be argued to lead to dramatic consequences socially, economically, ecologically, and politically. Therefore, the designer must be aware of this when navigating the process (Metzger, 2013).

***“Agency is the power of people to think for themselves and their ability to act in ways that impact their experiences and life trajectories both in individual and collective ways.”***

(Cole, 2019)

## 2.1.4 THE ROLE OF THE SERVICE DESIGNER

The service designer should be an expert in the approach itself, thereby it may be a natural next step to also facilitate the participation. Fischer argues that presented with the right skills and tools, communities of users or citizens may be able to facilitate and communally solve problems through a design process on their own, this is referred to as participatory governance. It is further argued that the process is dependent on mutual respect and power, therefore a facilitator could be perceived to have more power than the participants and thereby disrupt the process (Fischer, 2016).

Others argue that the service designer should empower participants to imagine and create their own future (Munthe-Kaas & Hoffmann, 2017). This is seconded by Björgvinsson who argues that the facilitation should be done by designers so they can create public arenas of participation (Björgvinsson et al., 2010). Arguments against user and citizen participation have frequently been made – it is costly and time consuming since participants need to be aligned throughout the process, meaning arguments and conflict are likely to arise.

Even so, by applying the notion of agonism, participatory design practices encourage these events as a means of bringing opinions forward and building consensus. As Pløger implies, agonism could be said to be the ethos of democracy since it through public participation allows and values the legitimacy of difference. It is argued that ideally planning should be a place to explore opinions on the road towards commonly agreed solutions between opposing views (Pløger, 2004).

Agonism, as a key concept of democracy, allows designers to contemplate how they create opportunity for citizens to participate in decision-making processes. Björgvinsson argues that with agonism, these processes enable, nurture, and direct the complexities that are brought to light when multiple citizens are given a voice while being allowed to challenge each other's views and opinions. These agonistic sessions are structured to facilitate the resistance that will inevitably occur when bringing opposing views into play. Highlighting these opposing views and concerns early on allows the citizens to discover innovative

ways to meet each other and find common ground. Therefore, the great value of agonism in participatory design is the way it allows opposites to find constitutions that change them from conflicting opponents towards constructive dialogue ending up in passionate, imaginative discussions, that are far more likely to deliver innovative and creative outcomes (Björgvinsson et al., 2010).

### 2.1.4.1 THE NAVIGATIONAL APPROACH

One might wonder which tools and techniques the service designer can make use of when planning the process of facilitating a participatory design project. Here, the navigational approach, proposed by Hoffmann and Munte-Kaas, may come in handy. The navigational approach, as

described in figure 4, is a way of being mindful of the impact and agency provided in projects with sensitivity, staging and mobilization as key aspects (Munthe-Kaas & Hoffmann, 2017). Due to the awareness of actor inclusion and exclusion in sensitivity, the future perspective in

staging and the importance of mobilisation, the navigational approach to citizen participation can be considered as a strong approach for citizen participation to ensure real agency, participation and involvement in the decision-making processes.

SENSITIVITY	STAGING	MOBILISATION
Sensitivity is argued to investigate transformation through an understanding of context. It offers an overview of the complexity of situations and opportunities by approaching the actors and actor networks that are present in the scene while mapping out the inclusion and exclusion of actors. Sensitivity is thereby a way to bring awareness to which actors are allowed agency in the project and thereby whose perspectives are included and excluded and what this might mean for both the parties who are invited into the project and who are purposely or un-purposely left out (Munthe-Kaas & Hoffmann, 2017).	Staging challenges the current circumstances by rehearsing possible futures through experimentation and exploration of new possibilities and generation of new ideas. As a part of the navigational approach, staging brings in the perspective of testing out future scenarios with citizens (Munthe-Kaas & Hoffmann, 2017).	Mobilisation reimagines the socio-material context and capacity to engage and bring participatory systems together. Munthe-Kaas and Hoffmann argue through their research that mobilisation is of great importance and value when the designer is able to retie the connections between actors (Munthe-Kaas & Hoffmann, 2017).

Figure 4 the navigational approach

#### 2.1.4.2 ACTOR-NETWORK THEORY

In participatory design, a significant aspect to consider is the actor-network theory, henceforth referred to as ANT, where everything is considered to exist in constantly shifting social actor networks. Munthe-Kaas elaborates this theory by emphasising how the social comes together through associations and connections between human and non-human actors and elements (Munthe-Kaas, 2015). ANT takes

both human and non-human actors into account as equally important actors in design practices that impact the interconnection of all actors within the network. Moreover, methodologies of ANT can be critical to capture agency and to overcome the inclination to take participation for granted (Binder et al., 2015). As a service designer this theory can be seen as highly relevant when working with citizen participation in

connection to foresight, as we live in a time of great uncertainty and changeability with technology being a central part of most people's everyday life. Moreover, Binder argues that participatory design practices answer the ANT challenges of how to draw things together by literally making things public through participation and not building utopian visions of the future (Binder et al., 2015).

## 2.1.5 THE NEXT STEP FOR SERVICE DESIGN

Historically seen, people were fortunate enough to only have to focus on concrete problems of the present. However, in the reality we find ourselves, this has changed.

There is a complexity of the challenges facing people today as all decisions made presently have an impact on the following generations. The same could be said to be true for past generations with actions they did not foresee the future implications of. However, the scale, awareness and urgency of our actions have increased. Technology risks, climate change and the biodiversity crisis are but to name a few of the complex issues, threats and dilemmas that have to be processed and made decisions for, on behalf of future generations (Ramos, 2019). When presented in this manner, it should not be a question of if change needs to happen but rather how.

Due to rising complexity, the emphasis of design practitioners is now changing. Focus has shifted towards complex systems. With this shift, the principles of design are not enough. New ones are needed, and these can be found when merging and creating

new cross-disciplinary fields of practice (Buehring & Bishop, 2020).

To make matters worse, it can be argued that design, research, science, and many other fields traditionally have been past-oriented. Past-oriented refers to the act of looking back on statistics and other data about how things have been before, to then make choices about the current state of things (Poli, 2014). Service designers, together with key stakeholders, make decisions about products and services that will, or should, last for a long time. Decisions about the aesthetics of a public building, the navigation in a hospital, the journey within a public transportation system are all examples of big decisions where a few people affect the lives of many others. Not just in the present time or immediate future but for as long as the service, product or building will last. Decisions made in the present based on the past will arguably already be outdated by the time they are developed or launched.

Globally, people are feeling more anxious and pessimistic about the future. This

can be seen in the increased popularity of dystopian fiction, where worst-case future scenarios are being displayed (Larsen, 2021). The uncertainty of the future is becoming a fearful and negative entity in people's minds which has been linked to the increase of nationalism and religion as people are searching for communities that can support and supply answers (Ramos, 2019). Service designers could facilitate forums where people in a safe and undramatic way could perform thinking about their desirable future. These could empower people to feel and develop agency of the future, with an emphasis on people-centred values of ethics. This should be seen as an opportunity for both public and private projects, with both users and citizens. There is great potential in the exploration of future and present needs, as the investigation of both known and unknown needs can ignite new unexplored knowledge. In this way, Bason manifests the importance of service design principles by examining motivations and needs of people (Bason et al., 2009).

The complexity currently facing the world today can be described as three significant

accelerations, these being globalisation, climate change and the technological revolution. The combination of these three accelerations is reshaping all aspects of life be that social, cultural or economic (Larsen, 2021). Thus, it can be argued that there is a sense of urgency of change. "This is comparable to when people used to believe that the Earth was flat and were consequently afraid to venture too far out to sea, because they were scared, they would fall off the edge of the world. So, what is not real has an effect on reality, in the same way that what does not yet exist has an effect on what already does exist" (Van der Duin, 2016, p. 51). From this point of view, one might decide not to consider what the future might bring. However, this will not mean that the future will not be affected by the planning and speculations of others. Including thinking about the future does not

exclude the past ways of thinking, it rather builds on these by looping between the three stages of the past, the present and the future (Van der Duin, 2016). Moreover, it can be argued that the traditional approach of design thinking is too focused on problem-solving and to make matters worse too tangled up in commercial agendas (Dunne & Raby, 2013). Solving problems may not be a bad thing, however, it is worth wondering if solving problems in the present restricts service design thinkers in creating products and services for and of the future. The need and focus now is to guide change by defining preferred futures together with visions and decisions on how to achieve them. In Buehring's account, design and futures thinking should be intertwined, one cannot work without the other. The merger of the two practices will empower fruitful collaborations where diverse stakeholders

can identify common goals and visions to ultimately facilitate the decisions allowing change to happen (Buehring & Bishop, 2020).

## 2.2 FORESIGHT

### 2.2.1 THE ORIGIN OF FORESIGHT

Wondering about what tomorrow brings or what the future, in general, might look like has always led to uncertainty for those raising these questions. It feels like a natural thing for people to wonder about the future, leading to the assumption that organisations and businesses must wonder too. Surely, a good business model must account for the future in some way. Vecchiato found that businesses across industries have made use of what was referred to as future science going as far back as 1970, today it is called foresight. Vecchiato argues that foresight can offer a framework for strategic decision making, not to predict the uncertainties of the future but rather act and plan more efficiently when change happens (Vecchiato, 2012). Several directions or areas can be found within the field of designing for the future, each of which has its own distinct name and origin. Nothing emerges from a vacuum, in contrast, it can be argued that everything is connected to the history of its origin and so

what a thing is called or named is important for the way it is perceived and understood. The following is a selection of some of the directions and fields of speculating about the future.



### DESIGN FICTION

**Design fiction**, originally derived from science fiction design which was formed from science fiction and industrial design. Sterling argues that science fiction and industrial design were brought together as a reaction to the financial crises to challenge the way to perceive value. Indeed, he argues that the new discipline developed to ask critical questions about the current situation to challenge and imagine what might come (Sterling, 2009).



### CRITICAL DESIGN

**Critical design** originated in movements of art and design as a catalyst to challenge the status quo. Specifically, challenging assumptions of the relationship between humans and products or technologies through conceptual designs. The concepts and critiques are future-focused and often investigates not yet invented technologies, thereby being critical about the given situation and asking questions about the future (Dunne & Raby, 2013).



### SPECULATIVE DESIGN

**Speculative design** is yet another variation of contemplating about what might be. Specifically, speculative design investigates plausible futures by examining emerging technologies and their use and/or misuse through a variety of cross-disciplinary skills and tools. Speculative design often times include the use of storytelling (Auger, 2013).



## FORESIGHT

**Foresight** can be seen as a method to empower collective intelligence in a diverse group of people so that they together can imagine and define a preferred future. Candy and Kornet underline the importance of design to facilitate this process (Candy & Kornet, 2019). The perspective of foresight as a means of gathering collective intelligence can be seen to further strengthen its relevance in relation to citizen participation and the need to apply diverse perspectives in the process of designing. One definition of foresight is as follows: "Foresight is the ability, the skill and art of describing, explaining, exploring, predicting and/or interpreting future developments, as well as assessing their consequences for decisions and other actions in the present" (Berkhout et al., 2007, p. 74)



## STRATEGIC FORESIGHT

**Strategic foresight** can be seen as the process of scanning the current state of things for any so-called drivers of change to ultimately utilise methods and techniques to enable the needed change. Buehring and Bishop reflect that it overlaps with strategic design since both apply strategies to form visions to ultimately determine decision making and drive implementation within organisations (Buehring & Bishop, 2020).

The list of directions and sub-genres of future studies goes on with branches such as futurology, future science, futurism and more which have also been investigated. Common to them all is that the names tend to imply too much, specifically that these fields can predict knowledge about the future. There are several misunderstandings to be found here, the most important one is that there is not just one future, secondly, no one can know what the future might bring, this can only be revealed in time (Sardar, 2010). This paper will not invent yet another new name but rather use the term foresight to account for all the above. Many past fields of study were summarised into the common name of foresight in late 2000s, and thereby we appreciate and build upon the field and its heritage through this choice (Candy & Kornet, 2019).



## 2.2.2 DIFFERENT WAYS OF THINKING WITHIN FORESIGHT

Looping between the past, the present and the future can be understood as the basis of foresight. To navigate the practice of foresight, three different approaches can be outlined: the predictive, the explorative and the normative. Each approach has a specific set of preferred methods and tools. The three approaches are not separate entities, rather they overlap and flow together. Nevertheless, it can be beneficial

to understand each of them to navigate between them (Van der Duin, 2016).

The predictive approach has a focus on the past and how historical data and patterns anticipate the future. As the name suggests, the predictive approach strives to ask questions such as 'what will happen in the future?'. The explorative approach has its focus on speculations of what might or could happen in the future, by asking questions

such as 'what could happen in the future?'. It views the future as its own and is not defined by either the past or the present. The normative approach has a focus on solving the problems in the present, it perceives the future as an opportunity to eliminate the current challenges. It does this by asking questions such as 'what should happen in the future?' (Van der Duin, 2016).

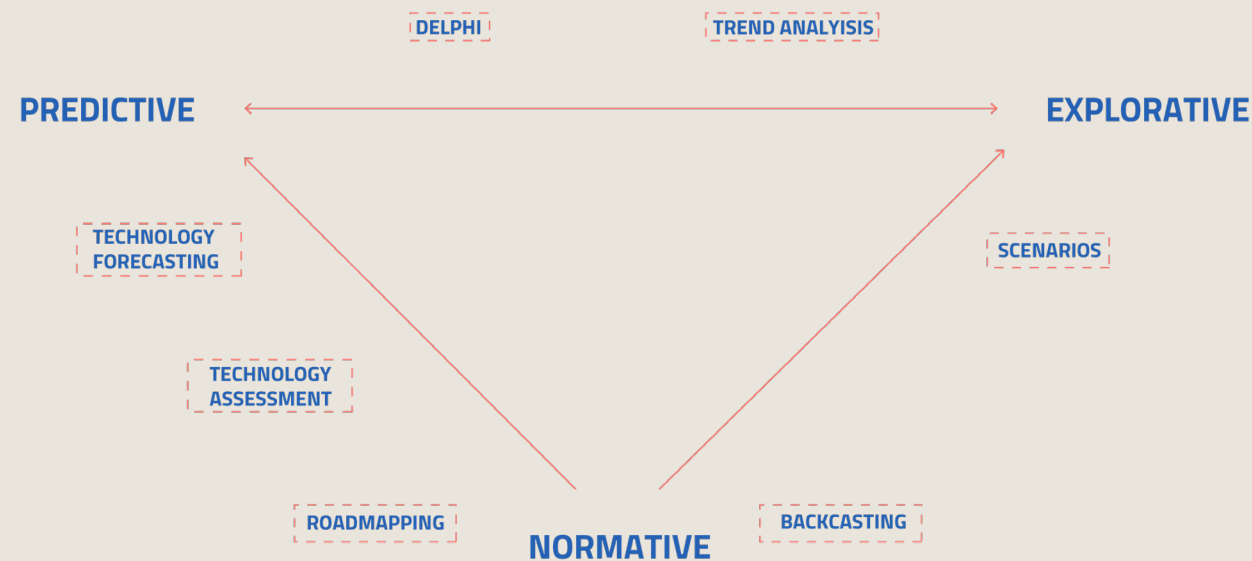


Figure 5 the three streams of foresight

To visualise the ways of thinking within foresight one might make use of the PPPP model, which illustrates the different kinds of futures in an array of levels, or cones, of likelihood. The cone of the probable futures is the first one and the most likely since it is closest to the present. The plausible futures take one step further into what might happen, it is a space for investigating different scenarios and planning for what might be. Even so, it should be stressed that the plausible futures cone is not focused on predicting but rather investigating and speculating.

The last and broadest cone in the PPPP model is the possible futures. This is a space for the extreme, for things that are not yet possible at the present but could be feasible in time with e.g., future technologies. The possible futures are where everything can happen, and nothing is impossible within this cone. However, Dunne and Raby do reflect that there is a space outside the possible cone which is the space of fantasy. When working with a foresight project the aim is to gather a diverse team and define one or several preferable futures cones.

This should be done, Dunne and Raby argue, through critical thinking (Dunne & Raby, 2013).

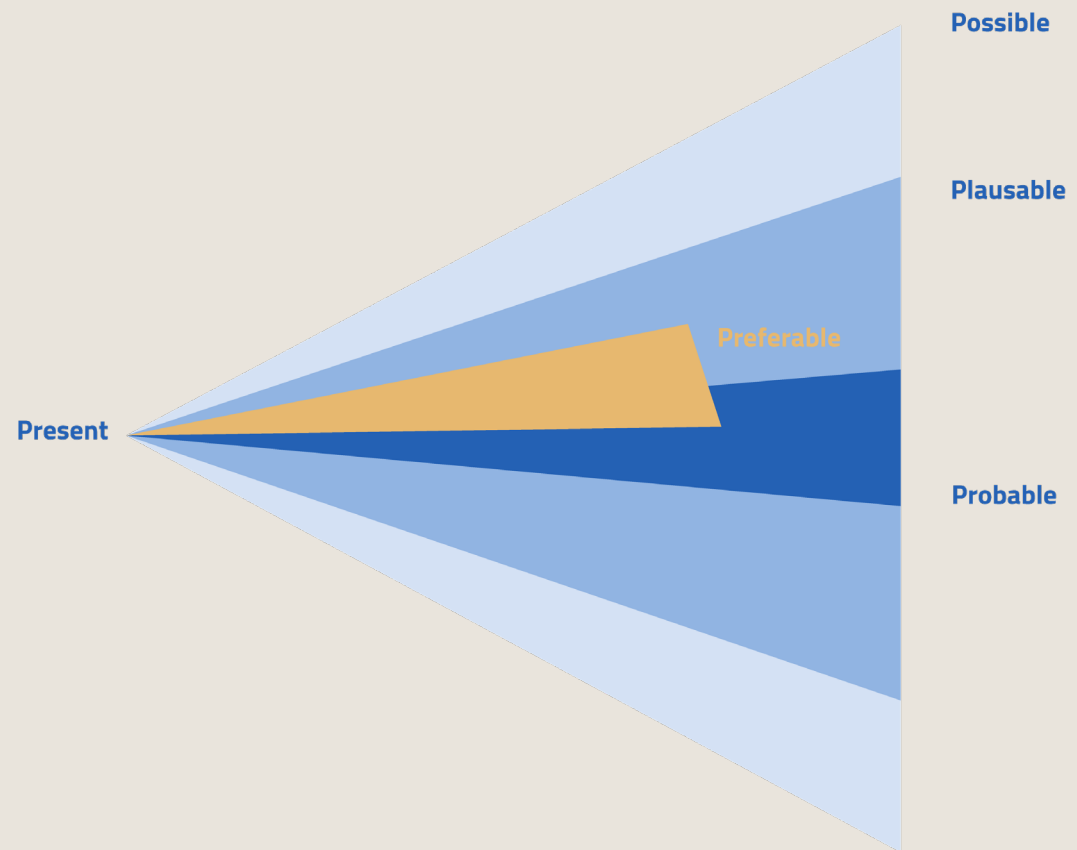


Figure 6 the pppp-model

Another approach to foresight is suggested by Smith who proposes the futuring process as shown through figure 7.

Here, the futuring process is structured through phases of collecting, learning, understanding, communicating, and assessing to approach possible futures as

landscapes of the unknown to explore. The phases are possible to implement, but also as a phase of its own allowing for different outcomes and helpful insights depending on its combination with other approaches. Moreover, the futuring process allows for insights and learnings to take place along

the way. To comprehend the benefits of the futuring process, Smith outlines the different stages of the process as; sensing, sense-making, scenarios, storytelling and assessment (Smith & Ashby, 2020).



Figure 7 the futuring process

The sensing stage is the initial stage. Here, information, data, signals, and observations are gathered and structured to collect valuable inputs determining which futures might be created. Doing so with a strongly outlined structure of research and analysis allows for stronger pattern recognition and validation later. The process of sensing can be done as a one-off or continuously throughout the process. Smith explains the sense-making stage as focusing on moving from data to insights, evaluating and establishing sorting criteria to explore different mappings and clustering of the data. Doing so brings patterns and themes to the surface from signals that were otherwise not connected, and lead to fuller narratives that enable a shift in direction, inform current strategies or imply

innovation. To be able to move the sense-making into rich narratives, scenarios assist the formation of patterns into narratives to enrich and provoke based on patterns (Smith & Ashby, 2020).

The scenarios can range from emergent to extremely structured and used to provide relevance to the insights and patterns by probing, analysing, or making them tangible through mapping or prototyping. Storytelling, then, utilises those prototypes, creative outputs, and speculative business models into engagement. Here, the values and disadvantages of specific futures are better explored and checked. Moreover, in this stage people outside the organisation are invited to reflect on the impacts of the future scenarios. New additions and concepts should emerge that redirect and

enrich the strategies and innovations. As a final stage, an assessment of learnings throughout the futuring process should be carried out to investigate the usefulness of the tools, and allow framing of questions, meaningful metrics, assumptions, biases, and outdated paradigms to be considered. Moreover, these reflections should guide the future futuring processes (Smith & Ashby, 2020).

### 2.2.3 CRITICISM OF FORESIGHT

To understand the value and potential but also pitfalls of foresight, critiques of foresight practices were relevant to explore, to get a full understanding of the limitations and barriers this practice might face. Here, Ramos offers an interesting critique, that there is an imbalance in the field of planning and long-term thinking since it has traditionally been dominated by experts in order to drive competitive advantages. These experts are more often than not positioned in technology companies and other large corporations. This creates an imbalance as they will plan and perform long-term thinking on behalf of themselves. The traditional field of foresight has opened up for a broader list of experts such as consultancies, academia and governments. However, Ramos still criticises that the field is still dominated by

experts and therefore the imbalance is still present (Ramos, 2019). Another critique of foresight is provided by Bonn who presents strategic thinking as key to perform long-term planning and thinking of the future. In her definition, strategic thinking consists of systems thinking, creativity and visions. From this point of view, foresight processes cannot be performed in a reliable manner without design thinking (Bonn, 2005). Yet another criticism of foresight consists of the challenge of representing non-existing future generations in the process of framing the future combined with the fact that most future planning processes are typically conducted by a narrow group of privileged people. Both of these aspects make for futures being planned in a non-representable manner (Uwasu et al., 2020).

### 2.2.4 DESIGN-DRIVEN FORESIGHT

The fields of design and foresight have indeed been supporting each other for a long time and in a variety of ways. Someone specifically points out three areas where design has influenced foresight, those being involvement, visualisation, and facilitation. Design methods have been used to invite for participation and specifically involving non-experts into the processes of foresight. The design practices of mapping and visualising materials with e.g., affinity mapping and clustering have been used to analyse large quantities of materials generated in foresight processes. And finally, the capabilities and tools of design facilitation to engage stakeholders in e.g., workshops have been utilised in foresight, too (Simeone & D'Ippolito, 2022).

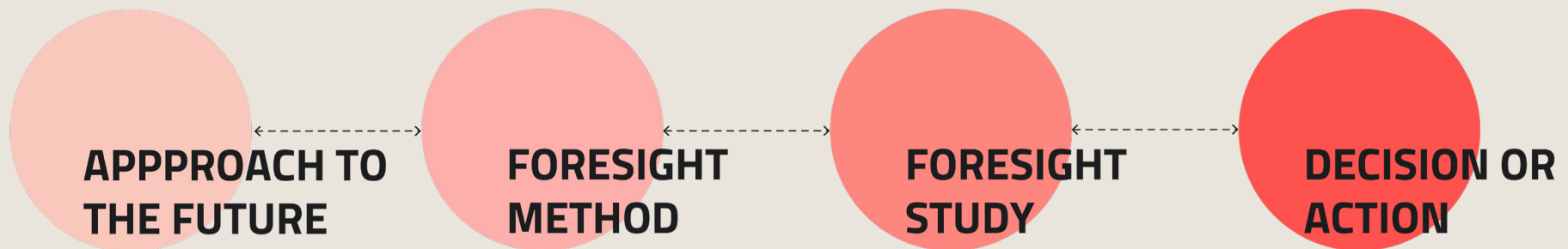


Figure 8 the flow of foresight

A concrete example of foresight and design merging is presented in figure 8 “the flow for foresight” where choosing an approach to the future is followed by defining foresight method(s), creating a foresight study, and finally making choices and or actions. Van der Durin presents the flow in a linear process in figure 8, however, they emphasise that the process itself is not linear. It oftentimes will involve additional research, tools, and methods in loops both going backwards and forward. These additional loops may, pointed out by Van der Durin, come from other foresight approaches or from different fields altogether. Ultimately, it is essential to stress that one method or approach cannot be seen as better than another, seeing as each method and approach has its own unique objective. It is not about choosing one or another but rather about tailoring the

approach to the relevant problem at hand. For this, they suggest using creativity through e.g., facilitating workshops, convergent, and divergent thinking throughout a foresight project. It is argued that processes of design thinking offer the people involved the ability to break away from the existing thought patterns to ultimately come up with new original solutions to a given problem. Furthermore, they argues, just like Simeone, that the best way to engage stakeholders and create ownership is by inviting them into the process through e.g., workshops (Van der Duin, 2016). This is seconded by Smith who uses design thinking to include people, and more specifically users, into the foresight processes. Smith builds upon older methods of foresight to create a new framework for working with futures. One of the things they emphasise is that in the new

framework they have added people, their needs, wants, skills and personalities. This emphasis on people-centricity is inspired directly from the practice of design (Smith & Ashby, 2020). Another comparison of the two fields of design thinking and foresight was made by Gordon who compares the two thinking processes and merges them together into one integrated so called ‘foresight-informed design thinking process’. This has the following stages: 1. Empathize and perceive, 2. Prospect and define, 3. Ideate, 4. Prototype and 5. Probe and test (Gordon & Rohrbeck, 2019).

Designers and futurists have a great many things to offer each other to ultimately improve both practises. Candy and Potter offer their take on how each practice can benefit from the other. Designers can learn to acknowledge, and potentially prevent, the long-term impacts and consequences that their products, services, and systems are helping to enable. Futurists on the other hand can benefit by exploring, converging, diverging, visualising, prototyping, iterating and ultimately learning how to create impact (Candy & potter, 2019).

The overlap of these fields can be summarised as design-inspired foresight (Bühning & Koskinen, 2017). Bühning argues that design has infiltrated businesses, organisations, and governments. Thereby,

designers are playing a part across all aspects of innovation and should therefore evolve their capabilities to be able to tackle strategic future planning and systemic uncertainties through design-inspired foresight activities. In this way, design-inspired foresight will, Bühning argues, innovate the decision-making processes, creating more informed strategic choices with the potential to shape the future (Bühning & Koskinen, 2017).

'Foresight by design' is another merger of the two fields. This includes a strategic planning process where design tools and capabilities are used to achieve deeper insights within the current reality and to facilitate conversations and alignment through a diverse set of stakeholders to

specify preferred futures. 'Foresight by design' specifically covers the range of 5-15 years of future planning, thereby filling the gap in between traditional organisational planning and traditional foresight planning (Bühning & Liedtka, 2018).



Figure 9 foresight by design

Another relevant merger between foresight and design is called participatory futures, specifically focusing on democratising the long-term thinking and planning of foresight. Participatory futures strive to shift traditional foresight from being expert-centred into being people-centred, to unlock the collective intelligence of the people involved or affected by the decisions made (Ramos, 2019). Design-driven foresight can

thereby take many forms depending on the project context and indeed it can mobilise and motivate people in the decision-making process. It turns out that design and foresight have had a great impact on each other for many great reasons and that many examples of this overlap exist. However, in the context of this paper it is specifically interesting to investigate examples of service design and foresight influencing each

other, which unfortunately has proven more difficult to obtain examples of. The other examples are not at all irrelevant as service design has been defined as a participatory design thinking practice within this paper. In this relation, many of the examples above have an emphasis on involving a range of people into the foresight processes.

	User journey	Persona	Stakeholder map
Standard use	A structured visualisation of the user experience to identify the touchpoints, which the user interacts with.	Fictional representation of the user types who will use the service.	A visual representation of the stakeholders involved in the service.
Used with foresight methods	Facilitates long-term thinking through a focus on where and how to change the service offerings according to the possible or preferred future.	Focusing on the future personas forces service designers in considering the long-term wants and needs of the service stakeholders and, thus, in better assessing the impact of design projects in relation to social and environmental sustainability.	Facilitates the process of transforming the knowledge of the future, into identifying new strategic stakeholders and evaluating the value of the current stakeholders.

Figure 10 evolved service design tools for a foresight project



Traditional service design tools such as journey maps, personas and scenarios, system maps and others can be tweaked to take future aspects into consideration (Løgager et al., 2021) (Hines & Zindato, 2016). Service designers make use of these tools to enable the users' presence in the given project. Løgager further reflects that foresight and service design are both future oriented in the sense that they are both centred around something that does not yet exist. However, this can to some extent be said for all design thinking processes, except maybe for the act of solving concrete and present problems. Løgager presents an interesting comparison of service design and the exploratory and normative foresight approaches (Van der Duin, 2016). The divergent thinking of service design was fuelled by foresight tools and explorations of a multitude of future possibilities. The convergent thinking of service design was also empowered by the foresight in the creative constraints of having to focus on

one preferable futures cone (Dunne & Raby, 2013).

The lack of examples of service design and foresight being brought together is unfortunate, however, one can only hope that this is only the beginning. The evolution and use of foresight has been affected by design practitioners. Smith argues that designers were quick to start adopting tools and methods from foresight and integrating those in their design practice. In this way, foresight was developed and even merged with new tools and methods but also a whole new way of thinking, that being design thinking. Smith sees this as marking an important shift for foresight in general. It resulted in foresight moving away from the original static and calculated way of thinking, towards a wider and more creative way of thinking including more qualitative tools. This new shift resulted in foresight embracing a multitude of new fields which included an emphasis on people, culture, and behaviour.

At the time, there was a great focus on design and design-driven companies such as Apple, IKEA, Google, and Nike. Their attention was on future-proofing their businesses by knowing user needs of the future, which further added attention back to foresight. Thus, Smith argues, foresight and design can be seen as interconnected approaches with overlapping tools and ways of thinking. Foresight, like design, is a distinct approach that borrows tools and methods from a multitude of fields that will be further improved by a diverse team (Smith & Ashby, 2020). Moreover, it can be argued that some of the streams of foresight, as described in the sections above, have already merged the fields of foresight and design. Design fictions (Sterling, 2009), speculative design (Auger, 2013), and critical design (Dunne & Raby, 2013) all describe the use of a mix of design capabilities and tools to utilise foresight processes.

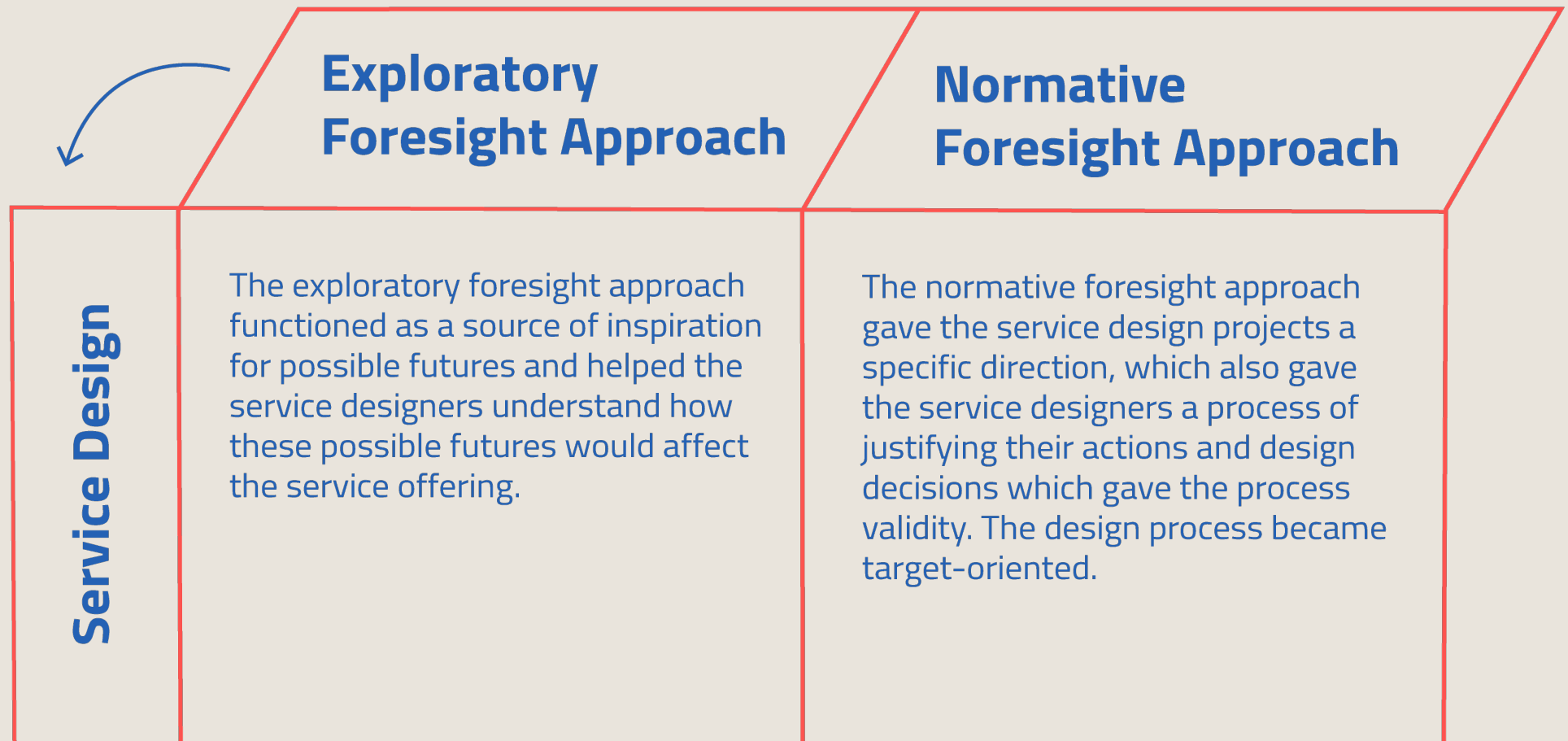


Figure 11 service design and the normative foresight approach

## 2.3 PUBLIC ENGAGEMENT WITHIN DECISION-MAKING PROCESSES

For the sake of this paper and its focus on service design and foresight in a conjunction with public decision-making processes, it is worth assuming that decision-making processes of a shared future should indeed be of a participatory manner, seeing as the future will include all and therefore the decisions should neither exclude nor discriminate.

Creating agency can thereby be seen as a key concept of democratic practices. Empowering citizens to participate, or as a minimum, offer critique to processes can be seen as fundamental for democratic institutions and governments. Saward criticises the agency of governmental figures in relation to democracy and social acceleration. It is argued that citizens might have a misleading perception of the ability of their political figures to act on time and speed when representing the citizens. They can act on time and in time, and consciously strategize to downplay or stress the time and speed to their advantage, making time

a matter of politics where timescapes and their apparent futures matter only if they are made to matter (Saward, 2017).

### 2.3.1 DECISION-MAKING IS DIFFICULT

Making decisions can be challenging but making the right decisions can be almost impossible. Psychologist Kahneman has made an extensive effort in describing the errors and biases affecting people in the process of making decisions (Kahneman, 2011). In the context of thinking about the future, people tend to favour the short-term. Münster describes this tendency as temporal focused, 'status quo bias' or 'present-bias'. It is a result of people's tendency to, what behavioural designers refer to as, picking the path of the least resistance (Münster, 2017). Another bias described in regards to decision-making processes is the tendency to confirm own

beliefs, knowledge or previous decisions also known as 'confirmation-bias' (Larsen, 2021). This is often done unconsciously, however, the consequences can be severe if e.g., outdated decisions are being followed regardless of new evidence displaying that a new direction is needed.

Moreover, 'confirmation-bias' also affects outdated decisions being carried out, simply due to financial investments already being made e.g., if a project is in progress, it may be seen as more viable to carry out the project regardless of evidence against the old decisions. A last prejudice that affects decision-making processes is the tendency of being optimistic about the future and what may be achieved also known as 'overconfidence-bias' (Münster, 2017). Examples of this optimistic and positive view on the future can be seen everywhere, from people planning to start a diet next Monday (rather than today) to governments solving climate change in 2030 (rather than today).

To make matters worse, the act of thinking about the future is demanding and time-consuming, whereas making decisions about the now is easy, fast and the results can be seen and felt instantly. The difference between these two thought processes is also called system 1 and system 2 thinking. System 1 covers habits and quick choices and take up about 90% of all the thought processes in the human brain. Consequently, system 2 thinking takes up only about 10% of the brain activity. This is due to the amount of energy and concentration it consumes. However, the magic of new thinking and innovation happens within system 2 thinking (Kahneman, 2011). Therefore, people's tendency to make easy choices based in the present is no surprise, since the brain is wired to make those choices. However, this is also the case for the brains of politicians, experts and top decision-makers in businesses and organisations. Ramos calls this tendency to avoid difficult decisions the epidemic of short-termism.

they argues that this is resulting in decisions being made on the basis of what we can and points out that the real question to consider more often than not is whether we should (Ramos, 2019).

### 2.3.2 PUBLIC DECISION-MAKING PROCESSES

The act of the public sector involving citizens in democratic processes about new initiatives can be seen as Danish cultural heritage. The reason for inviting citizens to share their opinions and potentially take part in decisions about new public projects is to get the input, ideas and inspiration from the people who will potentially use the end result. The public sector thereby strives to get the citizens' approval of the outcome. In this context it may be worth defining what a citizen is. A citizen can be defined as a person that makes use of a

municipal offering e.g., a public hospital, public space or public school, a citizen can also be defined as a relative to a person who makes use of a municipal offering (videnscenter for brugerinddragelse, 2018). How much the citizens are involved, and which methods are used to facilitate the involvement, is typically a decision made by the governmental players. By that, two sides are formed, on the one hand governmental players and on the other citizens. Gustafson defined three key factors of motivation for citizens to participate in public engagement which are as follows. The first factor is based on the desire to improve and contribute to one's local community or for the sake of the common good. The second factor is about participating to promote one's interests and influence according to one's own political interests. The third and last factor is about sharing one's professional knowledge and capabilities and thereby offer competences back to the greater good (Gustafson & Hertting, 2017).

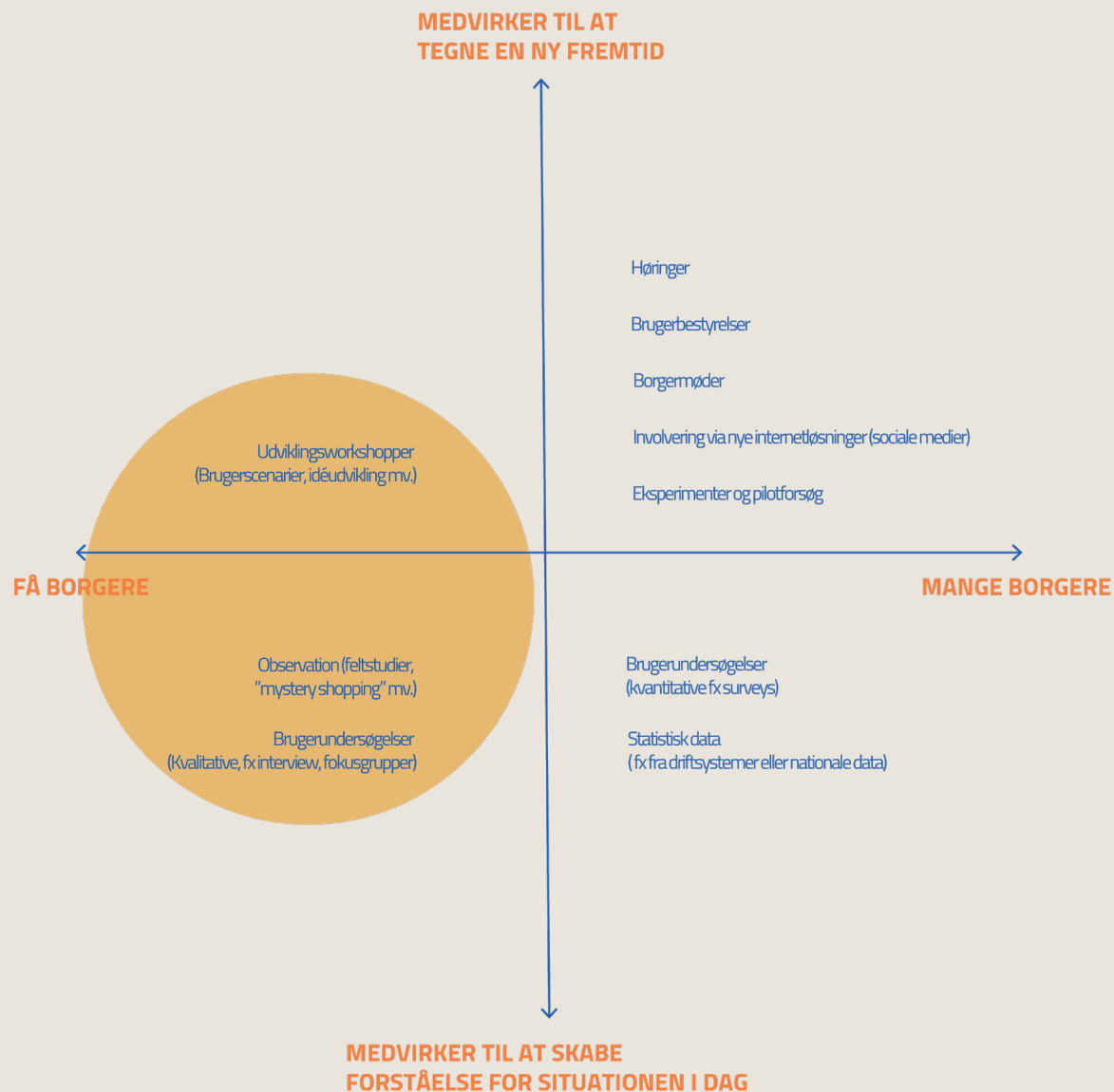


Figure 12 citizen-centred innovation model

Figure 12 visualises the different approaches to public engagement. The horizontal axis map, the difference between involving a few citizens and involving many citizens, and on the vertical axis the polarities are mapped from participating or being heard in decisions about future decisions and on the other end participating in creating an understanding of the current situation. The strategy for public engagement has historically focused on including a great number of citizens through e.g., surveys, hearings, or citizen councils.

Still, professionals working with public innovation suggest that even though this method might lead to the successful completion of a project, it lacks innovation and greater value for the citizens and the public in general. The projects that, on the other hand, engage fewer citizens through e.g. anthropological and design methods bring out original, creative and innovative outcomes as a result of the contribution from the citizens (Bason et al., 2009).

The act of transforming a decision-making process into a participatory process can be defined by some key characteristics. The first one being that the explicit focus of the whole process is on creating value for citizens and society. The second characteristic is that there is a distinct focus on the subjectivity of the experiences of the citizens, often through ethnography, anthropology, or design methods.

Lastly, that it is a practice and experimental approach with a constant synergy between governmental actors and citizens (Bason et al., 2009). When combining an innovative and agonistic approach with public engagement while emphasising the future perspective of these practices, a question occurs. Namely, can applying an agonistic approach in connection with practices of navigating futures be a way of bringing the user into the decision-making processes? And can it do so in a way that empowers and provides them with tools to actively

engage in the decision making? In relation to agonism, Munthe-Kaas explains how urban orderings are temporary and that the idea of the right solution is an illusion, why there is a need for a different way to approach the urban space (Munthe-Kaas, 2015).

### 2.3.3 DIFFERENT LEVELS OF PUBLIC ENGAGEMENT

There are many ways to invite citizens in, many terms used to describe the process, and many both good and bad examples of past projects. The invitation can be arranged through hearings and focus groups, through facilitated ideation workshops or through field studies and user journeys. Common to all the processes is that the municipal or governmental stakeholders would like to hear the voices of the citizens. All the examples above are about inviting the citizen, for shorter or longer periods, into the decision-making process, which in Danish is called *borgerinddragelse*, hereafter translated and referred to as citizen involvement. One definition of citizen involvement is that it is the act of listening to citizens and other public actors in the process of developing new public initiatives (Ulrich, n.d.).

Another term often related to is the Danish term *borgerinvolvering*, hereafter translated and referred to as citizen participation, is used to describe the act of inviting citizens into the process and development of new public initiatives. It is different from citizen involvement in that the citizens are not

merely listened to as an inspiration, rather they are involved in the concrete processes including decision-making processes.

Citizen participation is also often referred to as a process of co-creation, where the goal of the process can be seen as twofold. On the one hand, the governmental actors have a specific problem to be solved and on the other hand to involve and co-create with relevant citizens (Ulrich, n.d.). Yet another term of facilitating the process of solving complex problems that will affect a majority of the population e.g., urban development can be translated into citizens assembly or hearing from the Danish terms *borgersamling* or *borgerting*. The method is based on facilitated dialogue sessions. The method is used to legitimise and thereby strengthen the decision-making process by involving conflicting interests, such as citizens, professionals, experts, politicians, and many other relevant groups of actors.

The citizens who are invited to the sessions are randomly drawn from larger groups of citizens based on socio-economic parameters and other factors based on

the problem at hand, which ensure the needed range of perspectives to represent the general population (We do democracy, 2018).

There are, as listed above, a range of definitions and ways to involve citizens in project processes in general but not specifically into the decision-making processes. Thus, none of the terms listed above are specifically relevant for this project, therefore a new and broader term must be defined to include all the above.

The term public engagement will be used henceforth to describe activities where governmental institutions engage citizens. As with many other things, it is a decision, an opinion, and a choice that must be made for each project. It is not as simple as to say one is better than the other. Therefore, it may be of use to visualise the ways a municipality or government can involve citizens on a scale. A common way to map out the approaches within public engagement is to differentiate between informative, consulting, and participatory approaches. However, as acknowledged in the service design section

about participation, it is up to someone to decide how the participation should happen. Therefore, a more distinct scale of involvement would be beneficial. Here, both Arnstein's ladder of citizen participation with eight levels and Ransbeek's five level definition approach to public engagement appear to offer a sufficient overview.

Arnstein visualised the ladder of citizen participation to showcase participation ranging from low to high, the ladder itself illustrates how much power the citizen has. They further emphasise where the power is by generically defining the stakeholders as 'powerholders' and 'have-nots'. The ladder consists of the following steps, starting at the bottom of the ladder: 1 Manipulation, 2 Therapy, together they create the 'nonparticipation levels'. 3 Informing, 4 Consultation, and 5 Placation, describe the levels of 'tokenism'. 6 Partnership, 7 Delegation and 8 Citizen control, refer to the levels of 'citizen power' (Arnstein, 1969). Ransbeek defines five levels of citizen involvement by the government which are informal, consulting, involvement, co-creation, and empowerment. The scale should be seen as steps where the informal level is the bare minimum and the empowerment level is the maximum,

therefore, e.g., the involvement level will include all the tools and techniques from the levels informal and consulting, as they are below it (Ransbeek, 2020). It appears that Ransbeek has been widely inspired by Arnstein's ladder, however, some layers have been removed. With that being said, Ransbeek does offer some contemporary reflections and examples, and thus displaying the two ladders simultaneously may offer a more nuanced picture for the sake of this paper. Another benefit of merging the two ladders is to make it more relevant for this project, as Arnstein's ladder is more generic and governmental whereas Ransbeek's ladder is specified towards municipalities.

Upon investigating the combined ladder, it could appear that the top layers may in fact be where participatory decision-making processes will be conducted. With this being the area of interest within this paper, the combined ladder could be utilised as a tool for reflection and definition of whether a project or example may indeed be defined as a participatory decision-making process. The ladder of public engagement, and a description of each level are as follows:

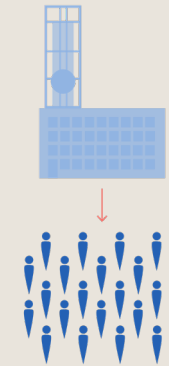


FIGURE 13 THE LEVELS OF MANIPULATION AND THERAPY

### THE LEVEL OF MANIPULATION AND THERAPY

Together, these two levels describe 'nonparticipation'. The aim of these levels is for those with power to educate or make decisions on behalf of the 'have-nots' (Arnstein, 1969).



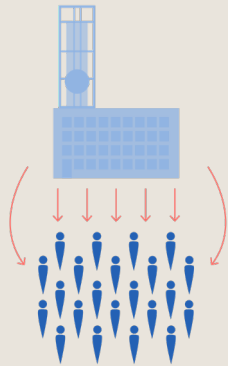


FIGURE 14 THE LEVELS OF INFORMING AND INFORMAL

## THE LEVEL OF INFORMING AND INFORMAL

This is the first step for the 'powerholders' to initiate participation. This level allows the 'have-nots' to hear and give feedback. Unfortunately, there is often insufficient focus on the feedback part on this level. This level lacks the insurance for the 'have-nots' that their voice has been heard by the 'powerholders' (Arnstein, 1969). Informal is the level of the least involvement. Here, the municipality simply informs the citizens of their rights and responsibilities. It is a one-way stream of communication where the municipality informs the citizens about the decisions made to keep awareness of a specific project. Examples of the informal level can be publications such as flyers, posters and articles (Ransbeeck, 2020).

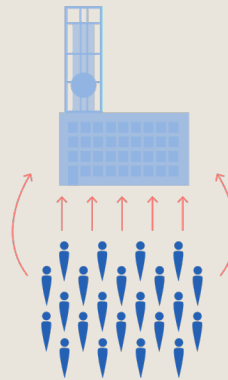


FIGURE 15 THE LEVELS OF CONSULTATION AND CONSULTING

## THE LEVEL OF CONSULTATION AND CONSULTING

The level of consultation has an emphasis on letting the 'non-haves' say their opinions, through surveys, meetings, and hearings. Arnstein emphasises that this is the level where participation is restricted the most, as there is no assurance of any action or change, it is simply a matter of being heard (Arnstein, 1969). The consulting level includes the informal level, in addition, it offers the citizens the possibility to provide feedback on the decisions made by the municipality. It can be used by the municipality to reach a specific segment of the population. This level does not offer any validation to the citizens on whether their feedback has been heard or acted upon. Examples of the consulting level are ideation sessions, surveys, citizen meetings, and hearings together with focus groups (Ransbeeck, 2020).

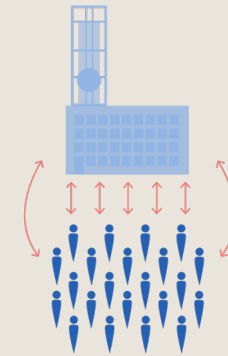


FIGURE 16 THE LEVELS OF PLACATION AND INVOLVEMENT

## THE LEVEL OF PLACATION AND INVOLVEMENT

The placation level is where citizens or the 'non-haves' are invited to have a seat at the table, however, the 'powerholders' maintain the right to do as they please without having to take any of the advice (Arnstein, 1969). The involvement level is where the municipality strives to facilitate that the citizens have a significant influence on the decision-making process. Here, the citizens' voices are weighted high, however, the final decision is still made by the municipality. The citizens can be involved through e.g., facilitated meetings, planning committees, and workshops, all of which are used to create two-way communication between the citizens and the municipality (Ransbeeck, 2020).

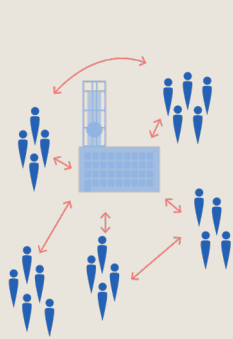


FIGURE 17 THE LEVELS OF PARTNERSHIP AND CO-CREATION

## THE LEVEL OF PARTNERSHIP AND CO-CREATION

The level of partnership is the first step within 'citizen power'. Here, the power is redistributed through negotiations to enable the 'non-haves' to have a say together with the 'powerholders'. Thus, decision-making is a shared responsibility (Arnstein, 1969). The level of co-creation is defined by the citizens and the municipality having equal influence over the process. The citizens are here seen as partners in a communal collaboration throughout the entire decision-making process. Examples of co-creation include the tools from the past levels together with e.g., online citizen involvement platforms for feedback and builds by the general public and ongoing cooperation between the municipality and the citizens. By involving the citizens to this extent, much more time and energy is put into the process, however, the outcomes have been known to be more successful (Ransbeeck, 2020).

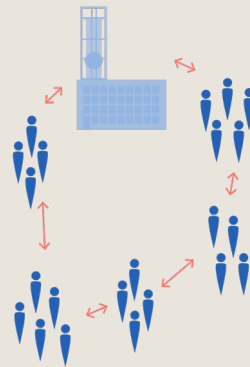


FIGURE 18 THE LEVELS OF DELEGATION AND EMPOWERMENT

## THE LEVEL OF DELEGATION AND EMPOWERMENT

The level of delegation is much the same as the previous level, however, the power has turned in that the 'non-haves' will hold a clear majority of the power e.g., through the number of seats in a delegation (Arnstein, 1969). The final level is empowerment, it includes the tools and methods from all the other levels. This level is where the ownership is flipped, where the citizens have the ultimate responsibility and power over the municipality. Examples of this level include e.g. veto power for the citizens to enforce or deny a suggestion, together with citizen polls and juries. This level is considered to be the future of citizen involvement (Ransbeeck, 2020).

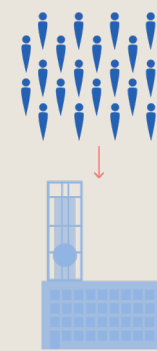


FIGURE 19 THE LEVEL OF CITIZEN CONTROL

## THE LEVEL OF CITIZEN CONTROL

The level of citizen control is defined by the 'non-haves' handling all the power through planning and decision-making (Arnstein, 1969).

### 2.3.5 CRITICISM OF DECISION-MAKING PROCESSES IN PUBLIC ENGAGEMENT

The idea of involving citizens into the decision-making process of public projects is not new. However, the organisation and way of working in governments often exclude public engagement due to the closed nature of all the processes. Bason argues that, more often than not, it is too much of an investment to invite for public engagement in governmental development and decision-making. Thus, the public engagement part of a given project is often restricted to purely allow the citizens to offer feedback to a given idea or proposal. Additionally, confidentiality and a need for technical and expert knowledge also offer restrictions for public engagement. From a cynical point of view, Bason claims that it simply is not possible to include citizens in the entire decision-making process (Bason et al., 2009). For some time, the research focus of the interconnection of design and public engagement has been on the approach and

impact of incorporating citizens and users in the planning and ideation processes. This seems to be undergoing a change, where a shift in public engagement in the moment of decision is gaining more interest in the design community as a way of accommodating the wicked and escalating problems of the man-made world (Sanders & Stappers, 2008). Even so, when discussing the user as a citizen, it's often found that citizens are excluded from the decision-making processes and that in processes where they are included there is a great lack of transparency of how their contributions have impacted the following strategies or legislations.

Challenges towards adapting and implementing public engagement have throughout time been argued. Kujala highlights the concerns of participatory practices as struggling to prove their cost-effectiveness since participatory

approaches are timelier and more difficult due to recruitment efforts, scheduling etc. (Kujala, 2003). Furthermore, the current climate crisis has brought designers to question the citizens' ability to set the needs of the planet above their own. Therefore, arguments are raised that when designing for planetary health there is a need to postpone public engagement by practising innovation with circular value streams at the core (Parr, n.d.). This is seconded by Gordon who argues that users cannot be expected to make the right choices as they do not have the right expertise to do so. They further elaborate that observing and questioning users is important, but it cannot stand on its own as it will lack reliability (Gordon & Rohrbeck, 2019). However, in the context of public innovation processes and decision-making, citizens are crucial actors to activate through participatory practices. The nature of public engagement is that

public authorities initiate some form of public engagement, thereby the process becomes a top-down product of the intentions of the policy makers, which may be affected by the bottom-up voices of the participants. The distribution of power is also reflected in the fact that the citizens are participating on a voluntary basis in contrast to the governmental participants. Gustafson further argues that public engagement cannot be an equal process due to the participatory arrangements being vague and thereby up for interpretation and uncertainty between participants (Gustafson & Hertting, 2017). This is seconded by Zhuang who claims that one of the key challenges of collaborative approaches in the public sector is the new distribution of power, and the inequality of stakeholders thereby becomes a source of conflict (Zhuang et al., 2019).

## 2.4 RELATIONS

### 2.4.1 FORESIGHT, SERVICE DESIGN AND PUBLIC DECISION-MAKING PROCESS

Only two examples of a combination of foresight, service design and public engagement were identified in relation to this paper. The foresight subfield of 'participatory futures' can be said to be overlapping with public decision-making processes and indirectly with service design approaches, by bringing participatory design practices to the forefront. It is an exploratory approach to involving citizens in shaping preferable futures. The aim is to counteract the 'epidemic of short-term decision-making' by empowering a democratisation of long-term thinking. By democratising the processes, the aim is to eliminate the expert-driven imbalance of foresight. Through inviting citizens to participate, agency and motivation can be created to enable change in the present that is collectively future resilient. Ramos argues that engaging in shaping the future will enable better decisions such as politics

and municipal socialisation but also ranging to more ethic choices of e.g., emerging technologies (Ramos, 2019).

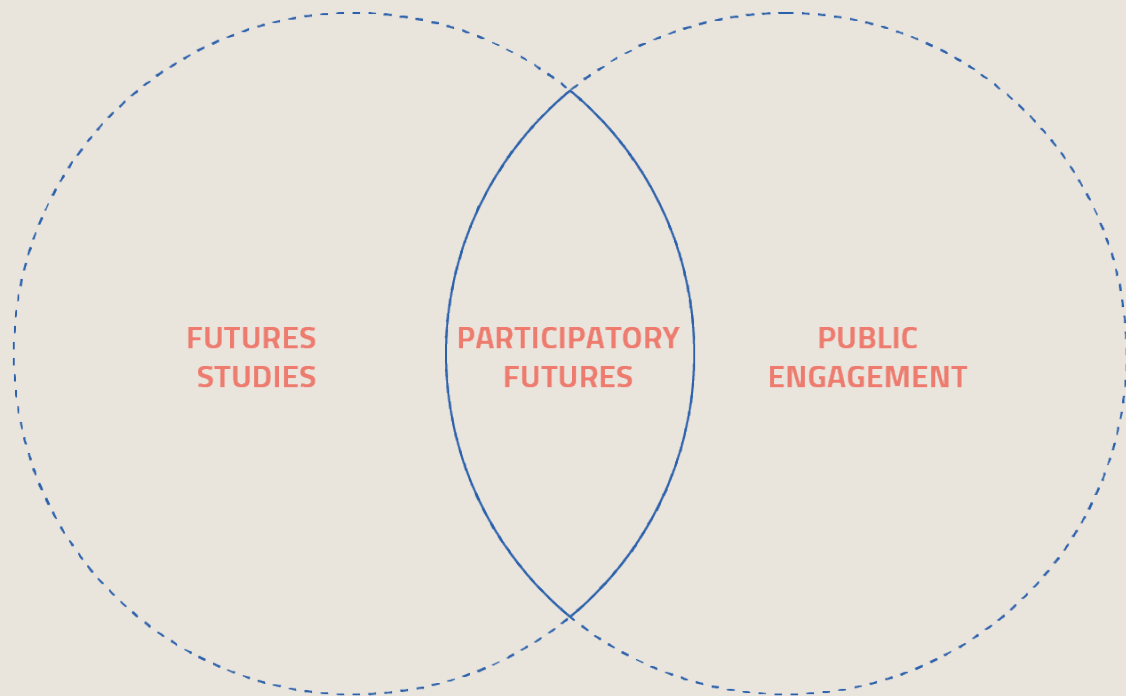


Figure 20 participatory futures

Arguments are being made that public engagement is more ineffective than the traditional methods within governmental projects e.g., it is more time-consuming to invite citizens to have an opinion compared with a municipal planning team just making decisions. With that being said, a change towards more involvement of citizens is happening, and with that more examples of successful projects also arise. One of them being a project of planning a long-term vision in a collaboration with citizens. Uwasu concluded that the project demanded a proactive approach in terms of planning and facilitating the project upfront, however, this cost invested was equal to the cost eliminated post the collaboration e.g., informing the citizens and getting feedback from citizens, all of which was eliminated due to the collaboration and onboarding of the citizens in the early stages of the project (Uwasu et al., 2020).

Furthermore, Uwasu elaborates on how it was beneficial to incorporate future generation perspectives in the decision-making process. Naturally, future generations are not able to represent themselves in decision-making processes in the present. Thus, Uwasu utilises what they refer to as 'future design', a method for imagining future generations. Through this method, Uwasu enables members of the current generation to play the part of future generations in decision-making processes, which can be seen as a combination of both design, foresight, and public engagement. An interesting reflection made by Uwasu is the fact that the current citizens, within the project, were content with the considerable costs it would have on them in their present lives to think and plan on behalf of and to support future generations (Uwasu et al., 2020).

## 2.5 RESEARCH FOCUS

This section will strive to summarise the insights and perspectives gained throughout the literature review within the areas of service design, foresight, and public engagement within decision-making processes. It will further define a direction of all the knowledge obtained within the literature review.

For the context of this paper, service design has been defined as the act of planning service offerings in a manner that includes traditional design thinking processes with an emphasis on the end users, their needs, wishes, motivations and desires (Stickdorn et al., 2012). This emphasis arises due to the key characteristics of services (Zeithaml et al., 1985) together with the value being created in a collaboration between the user and the service provider, also referred to as service dominant logic (Vargo & Lusch, 2004). Furthermore, it is an inclusive and holistic approach, which is design-led with a multitude of iterations (Stickdorn et al., 2012) (Stickdorn et al., 2018). Depending on the context there are a multitude of ways of

referring to, and working with, the people who a given service offering is designed for. In the context of this paper, the term citizen is most relevant. The methods of participatory design which bring the citizens into play in a flexible manner are most relevant for this project in the context of its democratic heritage and way of co-creating during the process (Sanders & Stappers, 2008).

The role of the service designer is defined to empower participants through facilitated arenas so the citizens themselves can imagine and create their own future (Munthe-Kaas & Hoffmann, 2017) (Björgvinsson et al., 2010). Agonism is perceived as the ethos of public engagement since it allows and values the legitimacy of difference (Pløger, 2004). In this space, the service designer's capabilities are brought into play by structuring the artefacts interacting with the citizens. The agonistic approach is connected to this notion of empowering citizens as partners in the design process, letting their voices be heard, and finding constitutions that allow for the transformation from antagonism

to agonism between opposing views and concerns. The navigational approach, with the key aspects of sensitivity, staging and mobilization, is a way of being mindful of the impact and agency provided in projects. Actor-Network Theory is of high relevance when navigating such complex systems (Munthe-Kaas & Hoffmann, 2017).

Specifically interesting for this project are the terms users and citizens as they both offer interesting approaches. It is acknowledged that users and citizens are not synonyms. While our focus is specified through the perspective of citizens, the concepts of users or actors are applied in specific sections since the research and theoretical groundwork relates to the notion of these concepts and not citizens. However, with the strong historical perspective of citizen engagement in participatory practices, its implications in democracy and due to the connection to decision-making processes, the concept of citizens is the focal point of this paper.

Agency has been highlighted as especially

important in this project context. Agency is the power of people to think and act for themselves. Agency and social structures influence and change each other (Cole, 2019). Agency is not always given to those who are unaware of their stakes, thus, it becomes relevant in relation to including users and citizens into public decision-making processes (Metzger, 2013).

In this paper, service design has been identified to have the capabilities to facilitate collective intelligence in diverse groups to enable change. Foresight has been recognised as important for bringing futures in connection to public engagement and design thinking methods in the public sector (Bason et al., 2009). The conjunction of foresight practices within service design has thereby been defined as an opportunity which can result in collaborations where diverse stakeholders can identify common goals and visions to ultimately facilitate the decisions allowing change to happen (Buehring & Bishop, 2020).

There is an infinite array of practices and approaches to speculating about the future (Buehring & Bishop, 2020), (Candy & Kornet, 2019), (Auger, 2013), (Dunne & Raby, 2013), (Sterling, 2009), (Vecchiato, 2012), (Sardar, 2010). This paper will account for and build upon all the above under the term foresight. To distinguish what is meant by the term foresight it may be clearer to define what it is not. Foresight cannot predict knowledge about the future, no one can, only time will tell, there is not just one future, there are an infinite array of possible futures (Sardar, 2010). With that being said, it is possible to make decisions today that ultimately will impact the future (Larsen, 2021). When investigating projects and examples of foresight and design practices being merged, a whole array of names, definitions and processes reveals itself (Gordon & Rohrbeck, 2019) (Bühring & Koskinen, 2017) (Bühring & Liedtka, 2018) (Ramos, 2019). This paper will refer to all accounts of the three themes, relevant to this paper, merged as participatory futures.

Public decision-making processes are complex and adding public engagement into the mix only increases the complexity (Bason et al., 2009). As with the other areas of focus within this master's thesis, there are many ways of naming, thinking, and planning the process of inviting citizens into public projects (Ulrich, n.d.) (We do democracy, 2018). For the benefit of this paper, a ladder of public engagement was conducted, derived from both Arnstein's ladder of public engagement and Ransbeeck's five level definition approach to public engagement (Arnstein, 1969) (Ransbeeck, 2020).

Extensive research into literature on public engagement has been carried out in the context of this paper, unfortunately, it has proven difficult to obtain examples of public engagement within the decision-making processes of public projects. However, as the literature review displays, several examples of public engagement within the planning process and within ideation processes have been identified. The lack of examples further intensifies the interest in engaging citizens,



and other actors, into the decision-making processes, as it appears to us that it would increase the transparency for the citizens and improve their understanding and thereby their willingness to accommodate the necessary governmental procedures. Moreover, one might wonder why there appears to be a lack of examples of where governmental and municipal players have facilitated distinctly to accommodate and meet the citizens in their lives, as opposed to the citizens both having to participate on the premises of the government e.g., citizens typically participate for free and must travel to a specific location. Here, it may be interesting to investigate new alternative ways of participating through e.g., new technologies.

The integration of design, foresight, and public decision-making processes is an ongoing process with a variety of names, examples and thereby also an infinite number of possible ways to merge the three. In this paper, the assumption that combining the three approaches ultimately will enrich decision-making processes is made. It can empower the production of preferable futures through systematic thinking and dynamic experimentation (Bühning & Liedtka, 2018). It can innovate the decision-making processes and make sense

of complex systemic changes (Bühning & Koskinen, 2017). And it can make planning for the future into a people-centred, co-creational process (Ramos, 2019). There appears to be a sparse number of examples of the combination of the three. The most relevant examples found in relation to this paper are participatory futures (Ramos, 2019) and futures design (Uwasu et al., 2020).

### 2.5.1 RESEARCH QUESTION

This paper endeavours to see service design as a participatory approach that attempts to solve complex problems through explorations and iterative loops of divergent and convergent thinking. The role of the service designer is seen to facilitate the process for all involved, be those citizens, users or other stakeholders and experts. The service design approach thereby strives

to construct forums for user involvement in democratic decision-making processes. The approach of foresight is in this paper understood as the exploration of possible futures. In this context, design thinking processes are established as an enabler of the foresight approach. To emphasise the focus of service design, this paper will further focus on the approach of participatory

futures which overlaps and intertwines in the manner of public engagement. The investigation of existing work within the combination of design and foresight has led to many interesting insights and blends, despite the lack of examples of foresight and service design. Consequently, this paper will pose the following research question:

**How might the integration of foresight into the service design practice help to tackle the increased uncertainty and complexity of the world, in the context of public engagement within decision-making processes?**

# 3.0

# METHODOLOGY

This chapter presents the methodology of the Double Diamond together with the framework of the Governance Future Lab which both has been utilised to conduct this master thesis. The combination of the Double Diamond and the Governance Future Lab has empowered an explorative and iterative approach to solving the problem statement, which will be presented in the research process. This project will investigate the possibilities incorporating foresight into service design practices ultimately to achieve a higher level of public engagement within decision-making processes of public urban renewal projects. Lastly, this chapter will present ethical considerations and thoughts on limitations.

This chapter consists of the following sections:

- 3.1 The Double Diamond
- 3.2 The Governance Future Lab Framework
- 3.3 Overall research process
- 3.4 Ethics

## 3.1 THE DOUBLE DIAMOND

For the purpose of the project, the methodology of the double diamond is applied for the overall structure of the process. The double diamond is a model used to clearly describe the design process to designers and non-designers, too. The model presents both divergent and convergent thinking through the different sections of the diamond. In figure 21, the stages of the double diamond is visualized as discover, a divergent stage, define, a convergent stage, develop, a divergent stage and deliver, a convergent stage (Design Council, 2015).

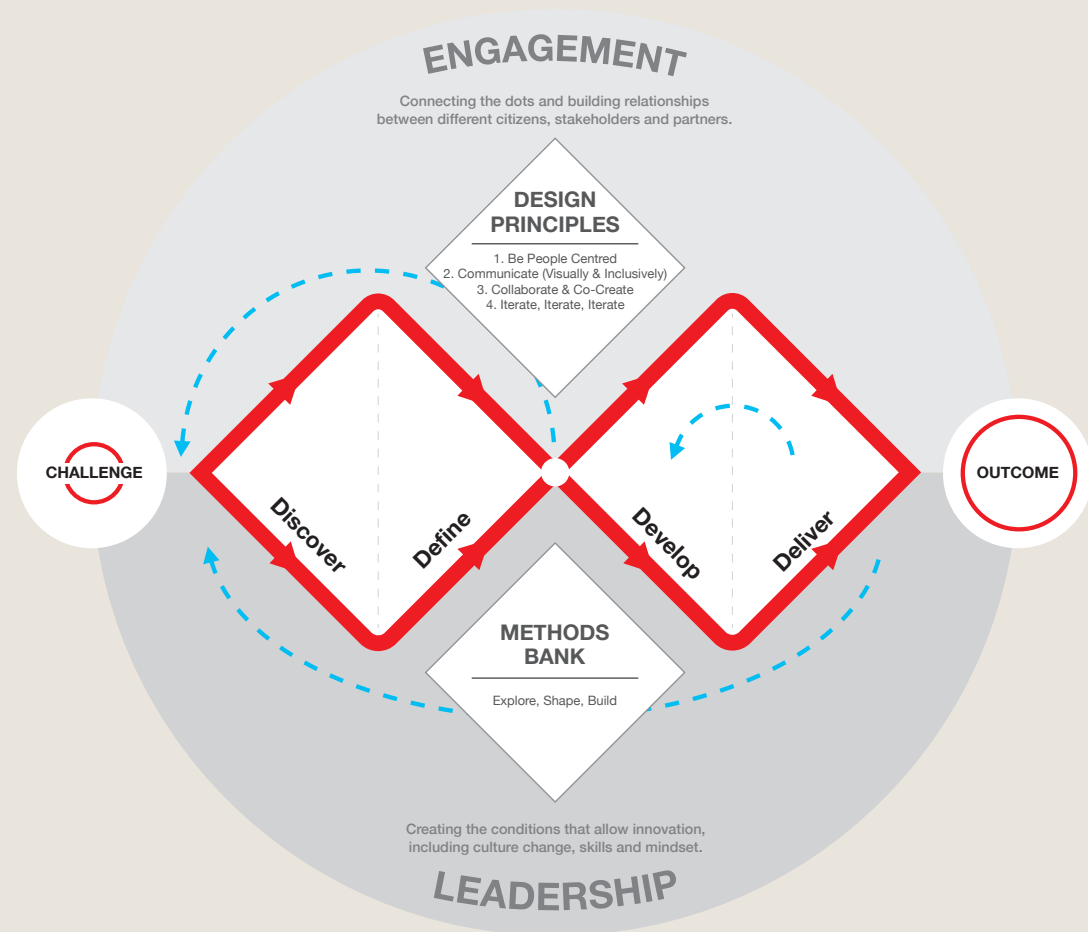


Figure 21 the evolved double diamond

The double diamond was created to clearly illustrate the design process (Design Council, 2015). It conveys the, at times, intangible process of design with a simple illustration. However, the simplicity of the model has been criticised as being too simple and lacking nuances of the more complex problems solved by designers (Drew, 2019). This critique has been embraced by the creator of the double diamond, the design council who therefore created a new, updated version. This newer version is utilised in the design project since it takes into consideration the people-centricity of design with collaboration and participation in the process and the leadership and engagement needed to encourage innovation and exploration. Furthermore, the design process is not a linear process, and the double diamond should not be seen as a linear process. Here, the evolved

version of the double diamond uses arrows to illustrate the ongoing iteration that helps to avoid risk and create ongoing corrections to fit the needs, behaviour, and motivation throughout (Design Council, 2015).

Even so, Lechowicz and Lim emphasise the limitations of the double diamond as being too focused on the present time. They argue that the double diamond is great for understanding and solving problems in the present. However, the issues and challenges faced today are complex and ever-changing and are not restricted to the present. These challenges can have unmet opportunities, while future problems are unaccounted for in this model and therefore require other tools and approaches (Lechowicz & Lim, 2020).

## 3.2 GOVERNANCE FUTURES LAB FRAMEWORK

To meet the challenges that Lechowicz and Lim point out (Lechowicz & Lim, 2020), the governance futures lab framework is applied. They provide an array of considerations and questions to explore within the four stages of its process. It is well suited for this specific project as it combines both foresight and design perspectives into the context of governance (institute for the future, 2013). The toolkit is aimed to make social governance more effective, as it claims that governments are chosen by the citizens, however, they do not always integrate the voices of the citizens. Thereby, the toolkit claims that the governments remain stuck in the past, whereas the citizens are evolving. This toolkit is thereby an effort to rethink the relationship between the two parties. The toolkit consists of four steps followed by each other, which are as follows: investigate, rethink, design, and prototype.

The investigate stage is the first and focuses on the context of the specific governance issue or project. It is about mapping out the complexity of both the issue and its surroundings, thus, emphasising that

nothing is made in a vacuum. It consists of an array of themes to be discussed and understood in the specific context, the written themes have been rewritten into questions for the sake of this project:

### UNDEMOCRATIC

How is this democratic, if at all? Are decisions being made by relevant people or by a few 'powerful' players?

### UN-FUTURISTIC

Does it contain 'present-bias' where decisions are made for the now rather than for the future? Are incentives being made that are short-term rather than long-term?

### PATRIARCHAL

How is the gender equality in this context? Consider if the context is inclusive or expert driven e.g., decision making processes.

### VIOLENT

Does anyone or anything exploit power and thereby harm someone or something else?

### NATIONALISTIC

Does it primarily focus on the national context or include an international view? What or who are excluded?

### BUREAUCRATIC

Bureaucracies were developed to eliminate politics and general bias on the administration of governments in the aim to be neutral. Is this project striving to be neutral? What is the level of complexity and how is it beneficial?

### UNJUST

Who can participate in the decision-making processes? Whose voices are heard and who are included to engage? Who cannot be included e.g., future generations, other living creatures, nature, and others not represented?

### SLOW

Can the government keep up with social or technological changes on e.g., legal legislations?

The second step is rethink, which assesses assumptions about behaviour, beliefs, functionalities, values, and structures in the specific context. Change may be needed in the principles upon which governments are based. The rethink step is utilised to restructure the governing process through six tasks as copied in here directly from the toolkit (2013).

### VALUES

Clearly state the values that will guide the way governing processes and institutions are created. Don't try to solve the tensions between values at this stage.

### COSMOLOGY

Think about your beliefs about the nature of reality and express these beliefs as clearly and concisely as you can.

### POLITICAL SUBJECT

Think about and decide on a political subject(s) that provides the most appropriate level of governance to achieve your desired values and outcomes.

### TERRITORY

Delineate the territory or territories that are subject to your governing system and who it would include.

### HUMAN NATURE

Provide a logical, compelling, theory- and evidence-based explanation of human behaviour and decision-making, or an argument for why there is no "human nature."

### METRICS FOR SUCCESS

Provide a measurement tool or explicit guidelines for measurement to determine how successfully or unsuccessfully your values are being represented.

The third step is design where the processes of the concrete issue or problem are aimed to be solved through designing an architecture, process or structure that represents the vision defined in the past two steps. As governmental processes cannot be made in a vacuum, different perspectives will need to be considered. This step consists of a collection of mechanisms that will need to be considered.

#### **COMMONS**

Which forms of participation or engagement would support the values and desired goals?

#### **TECHNOLOGY**

What technologies can be employed to improve governance, participation, or decision-making processes?

#### **BUILT ENVIRONMENT**

What aspects of the physical environment could be designed or altered that would influence behaviour to reach the goals?

#### **MARKETS**

Which offerings and experiences inspired from different markets, could be introduced to engage citizens?

#### **LAW AND POLICY**

What laws and regulations will strengthen the architecture of the process so that it supports citizens?

#### **CULTURAL NORMS**

What medium could be used to influence the cultural norms of society to promote a chosen value structure?



The final step in the governance futures lab toolkit is prototype. This step is about imagining and testing the design, to thereby discover critiques, weaknesses, and other possibilities of it failing. The step includes a list of tools for prototyping the design, however, it suggests making use of whatever templates or prototyping techniques that may be relevant for the concrete design such as blueprints, user-tests, algorithms, or something else.

**PUBLISH A PREAMBLE**

**LAUNCH A CROWD-  
FUNDING CAMPAIGN**

**DRAFT A NEWS HEADLINE**

### 3.3 OVERALL RESEARCH PROCESS

The Governance futures lab toolkit does not have a flow or visualisations as such. Consequently, a visualisation has been developed that combines both the double diamond and the governance futures lab toolkit for the purpose of this project, as seen in figure 22.

The visualisation consists of the overall flow of the process and all potential tools and methods within each stage, these tools and methods have further been clustered based on their origin within foresight or design. This visualisation has also been utilised to orchestrate progress on an online collaboration platform, as seen in figure 23. The tools and methods integrated in this visualisation does not all originate from either the double diamond or the governance futures lab toolkit, they are from an array of different sources to empower the continuous fuse of the two fields.

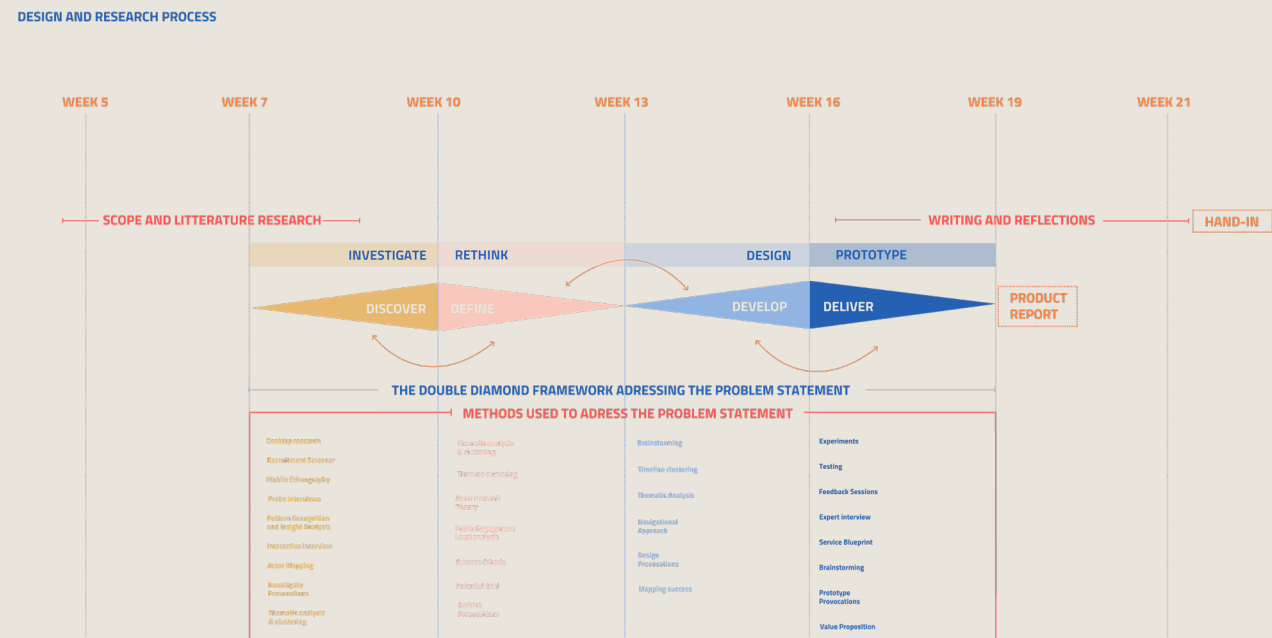


Figure 22 the methodological process

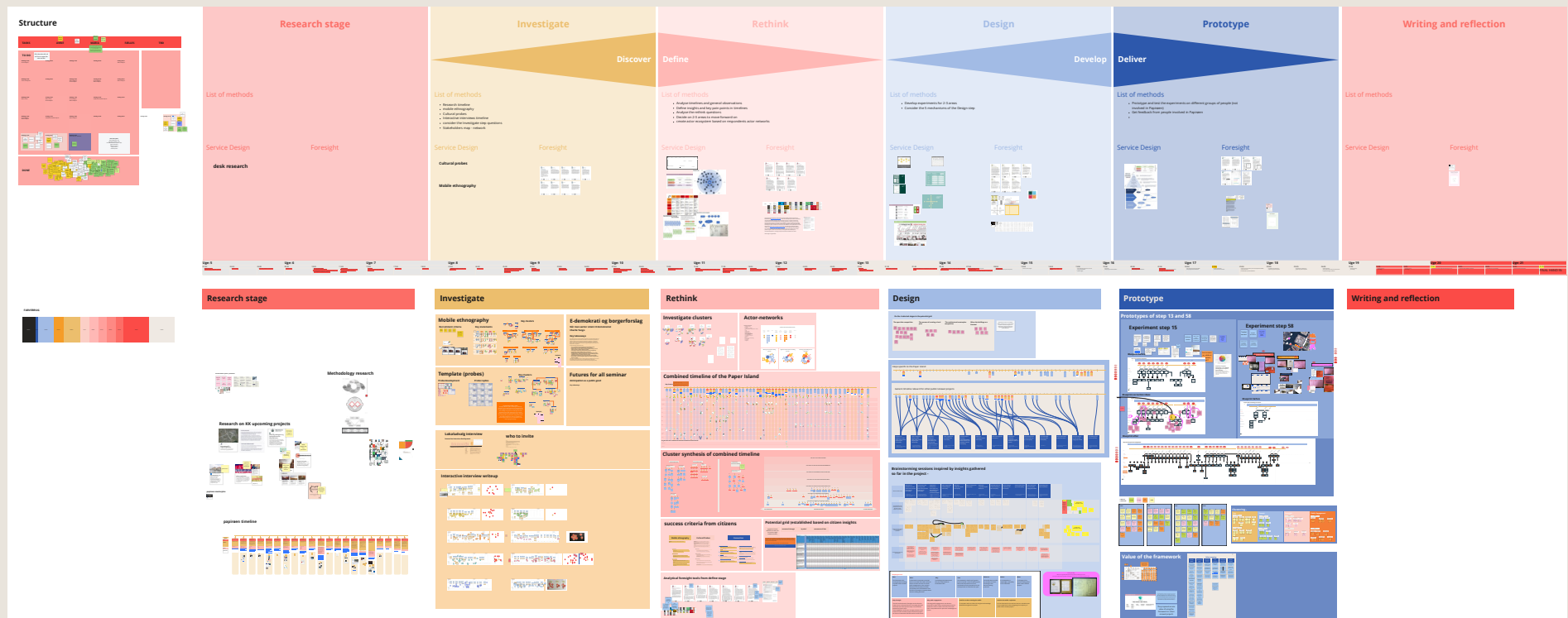


Figure 23 progress captured along the process

### 4.3.1 METHODS USED FOR THE PROBLEM STATEMENT

The methods used in the overall research process have been mapped out based on the stages of the combination of the double diamond and governance futures lab methodologies, as seen on figure 22. Doing so allows for the overview of methods utilised to answer the research question to add to the continuous growth of service design as a field as well as answering the problem statement which aims at strengthening the flow of public engagement within decision-making processes of urban renewal projects. The combined list of methods used are as follows:

## 3.4 ETHICS

When conducting projects of participation and specifically work within qualitative methods, ethical considerations are highly important (Bjørner, 2015). In the context of public engagement and service design, ethical considerations include making sure everyone is included or have the possibility to be so. When working in the context of foresight it is therefore natural to consider ways to include future generations and others who do not have a voice in the present. Foresight is further criticised for being for the few and privileged, and thereby unable to represent all involved and affected parties. Therefore, it is important for us to empower a diverse group of people to participate in this project. In this context, it has been our intention throughout the process of collecting data from people and about people to protect the people involved. In this way, it has been honest and legal in our pursuit of this paper based on informed consent.

# 4.0

## ANALYTICAL DESCRIPTION OF THE DOUBLE DIAMOND FRAMEWORK TO ADDRESS THE PROBLEM STATEMENT

This chapter presents the design process of this thesis, together with documentation, analysis and reflections on the explorations and achievements done throughout. The timeline of the decision-making process of the public urban renewal project of the Paper Island, as presented in the project context, will serve as a starting point for the entire design project.

The Discover and Investigate phases present an extensive assessment of citizens, public and private actors' opinions and experiences with public engagement and public decision-making processes. In this phase, the timeline of the Paper Island will be validated and further detailed through interviews public and private actors. The Define and Rethink phase consists of synthesis of a multitude of observations to form an assortment of insights, together with a systematic selection of these. The timeline of the Paper Island will be further developed and analysed into key insights about the involved actors, the levels of participation and most areas with the most potential. The Develop and Design phase present the systematic advancement of a framework of insights, formed as questions for municipal actors to consider whilst in the decision-making process of public urban renewal projects. The timeline will in the Develop and Design phase be evolved into a generic timeline, to reflect onto other projects. The Deliver and Prototype phase presents the execution of experiments on several steps within the generic timeline. Throughout the design project external inspiration sessions have been added, these range from seminars to small tests and interviews which all served the purpose of inspiring new thinking.

This chapter consists of the following sections:

- 4.1 Discover and Investigate
- 4.2 Define and Rethink
- 4.3 Develop and Design
- 4.4 Deliver and Prototype
- 4.5 Introduction to the product report

**DISCOVER & INVESTIGATE**

## 4.1 DISCOVER & INVESTIGATE

### 4.1.1 INSPIRATION SESSION 1

#### FUTURES FOR ALL - ANTICIPATION AS A PUBLIC GOOD SEMINAR BY CIFS

Throughout this project, a multitude of interesting talks, interviews and seminars have been attended, these will be sprinkled throughout the project as they appeared. They served as inspiration and new angles of the interconnections between public decision-making processes, service design and foresight. The Futures for all anticipation as a public good seminar was one of these inspirational sessions. The theme of the seminar was 'Participatory futures and education' and offered talks and discussions by Abril Chimal, Chief Pollinator for the Participatory Futures Global Swarm and Dr. Loes Damhof, Consultant to UNESCO. The seminar served as a refreshing collation of inspirational cases and provided a concrete contact to the Copenhagen Institute of Future Studies.

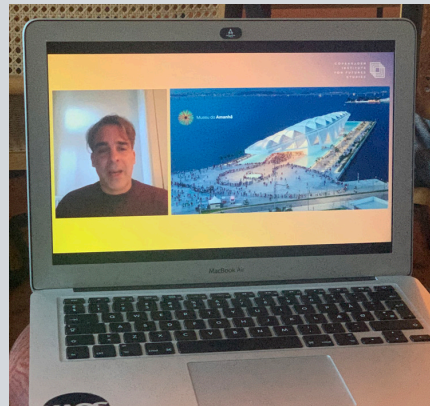
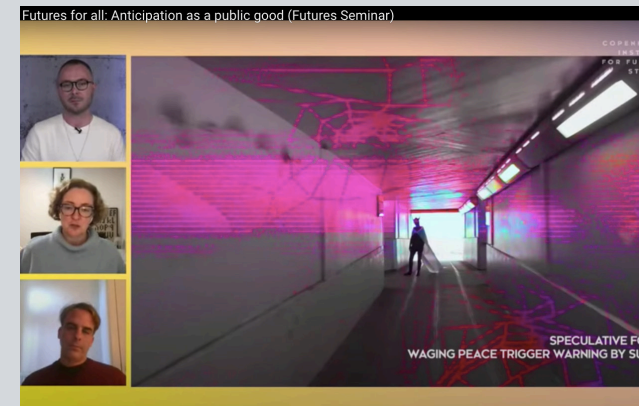


Figure 24 futures for all seminar





#### 4.1.2 INSPIRATION SESSION 2

### E-DEMOCRACY AND CITIZEN PROPOSAL SEMINAR BY CHARLIE TANGO

This was an afternoon seminar by Charlie Tango, a customer experience agency in Copenhagen. They presented their project 'Digitizing the Democratic Process' which was carried out as a collaboration with the Danish parliament. The aim of the project was to utilise e-democratic tools to increase engagement, here they specifically developed the online citizens' proposals tool and website. At the seminar they presented the project together with their reflections on how to increase the dialogue and communication with the Danish citizens.

#### Some of the key insights presented are as follows:

- When developing such a project, be sure to have each of the following: a champion that will own this project, a sponsor that will fund it and political support to provide the mandate needed to develop the project.
- Use clear communication and present the citizens' proposal platform as a channel for communication. Be clear in the opportunities and limitations of the platform to avoid disappointing any citizens.
- Describe the demands of the citizens' engagement clearly, to allow them to understand that communal proposals with a broader scope will more likely reach the parliament as opposed to niche proposals only concerning a few people or a small area.
- The media and social medias play a big part in spreading the word about citizen proposals which mobilize more citizens.

#### The following is a list of our own reflections considered to be worth to keep in mind in relation to this project.

- Citizen proposals is a method where 'normal' people can add their suggestions and propose new initiatives, however, if the proposal is not written in the correct way and formulated in a specific manner it will most likely not be taken seriously by the public and nor will the parliament consider it. It can therefore be questioned if this is indeed democracy, if 'normal' language is not good enough for a proposal.
- If a citizen proposal reaches 50.000 signatures it will have to be taken up in parliament, however, the parliament can always just consider it and discard it. This is the reason for Charlie Tango emphasising it being a communication channel for discussion rather than a tool for change. It is worth reflecting on how many signatures it should take to 'force' the parliament to action.
- Several Danish municipalities are mimicking the citizen's proposal platform for their local municipal governance,

however, most of them do not offer any security or verification on e.g., if the citizen really is from the specific municipality. Moreover, in many municipalities where such a platform has been developed, almost none of them are known to the local citizens, and thus most of them are not being used.

### 4.1.3 MOBILE ETHNOGRAPHY

Mobile ethnography is a means of gaining insights from users through their phones. This enables them to take part in the research when it suits them. It allows for wider groups of respondents as there is no need for physical presence, e.g., citizens who may be traveling are also able to participate.

Moreover, the respondents can answer questions as they see fit, in the comfort of their own home, the office or anywhere they find appropriate. This enables them to take control of their own time and participate more on their own terms. Furthermore, this research method allows for more intimate responses since the respondents are answering on their own terms, in a place they find comfortable and safe. This brings us closer to them than one might be able to be from an interview in a more controlled setting. Thereby, the responses become more deeply rooted in their thoughts.

#### 4.1.3.1 RESEARCH DESIGN

A strategy for the mobile ethnography research was established to ensure it aligned with the scope of the project. The research design was created with a focus on the interconnection of foresight and

citizen participation. To gain citizen insights into different themes the research was structured in five tasks; 0. Introduction and GDPR, 1. Scenario 1, 2. Scenario 2, 3. Your everyday and 4. Your city and you.

In this way, two scenarios were established within the same setting but with slight variations about inclusion and knowledge about a fictive urban renewal project in their next-door building. The scenarios were presented in each their task, with a few questions to understand the thought streams of the respondents. More specifically, their motivation, emotions, reservations, the impact on their daily life, and expectations to inclusion in citizen involvement. Furthermore, questions about their local area were established to ensure an understanding of their interconnection to their surroundings and if and how it affects their actions and opinions. Lastly, direct questions about citizen involvement were used to understand if the respondents know of citizen involvement, their expectations of citizen involvement, their experience with citizen involvement and if they find it relevant.

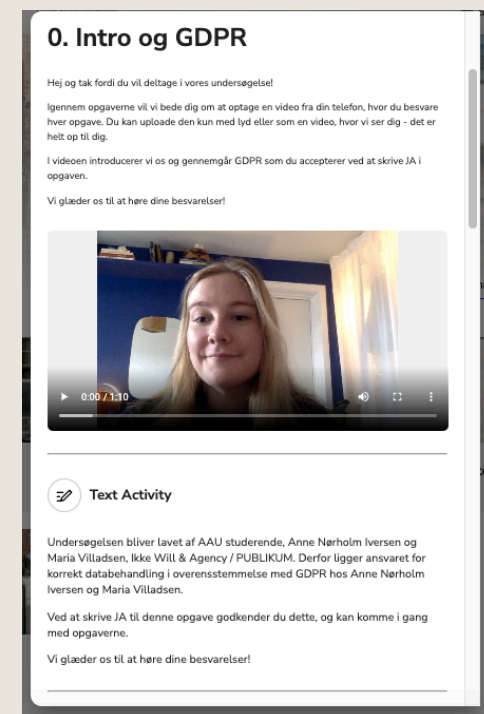

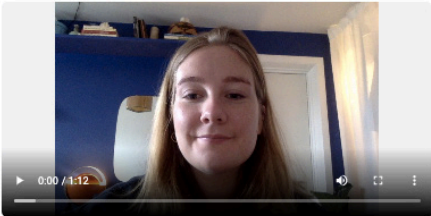


Figure 25 mobile ethnography



### 1. Scenarie et

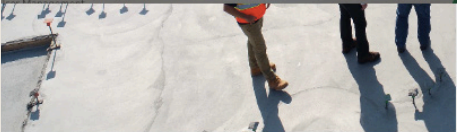
I denne opgave bliver du præsenteret for et scenarie. Vi vil derfor bede dig om at lytte til scenariet og derefter svare på følgende:



Video Activity

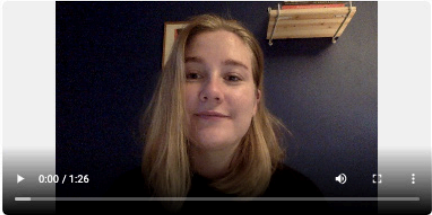
Spørgsmål:

- Ville du sige ja til at være med i borgersamlingen? hvorfor, hvorfor ikke?
- Hvad ville dine forbehold være for at deltage eller ikke at deltage?
- Ville det betyde noget for din hverdag, at give din mening til kende?
- Hvilken form for indflydelse ville du regne med at have, hvis du tog del i processen?



### 2. Scenarie to


I denne opgave bliver du præsenteret for et andet scenarie. Vi vil derfor bede dig om at lytte til scenariet og derefter svare på følgende:



Video Activity

- Vil du opsege informationer om planen med nabogrunden? hvis ja, hvor henne?
- Hvilke følelser rammer dig? Påvirker det dig at du ikke vidste at det skulle ske?
- Betyder det noget for din hverdag, at din mening ikke blev inddraget?


### 4. Dig og din by



### 3. Din hverdag

I denne opgave vil vi høre lidt mere om din hverdag. Vi vil derfor gerne vide:


I din hverdag nu, når du går rundt i lokalområdet og kigger dig omkring er der så nogle ting du mener kan forbedres? Kan du komme med eksempler på tiltag du mener burde være anderledes?



Video Activity

Hjælpe spørgsmål:

- Er gadebilledet som du ønsker det skal være?
- Er det noget der betyder noget for dig?
- Er det noget du tænker over i din hverdag?
- Er der tiltag du føler mangler?

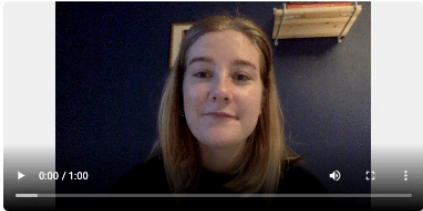


### 4. Dig og din by

Så er vi kommet til den sidste opgave!

Vi undersøger lige nu, hvordan man kan give borgerne bedre indflydelse på de ting der sker i deres by. Indenfor det offentlige kaldes det borgerinddragelse.

I denne opgave vil vi derfor rigtig gerne høre høre hvad du tænker om borgerinddragelse?



Video Activity

### 4. Dig og din by

79/191

#### 4.1.3.2 RECRUITMENT

To establish a good foundation and inclusion in the research a recruitment strategy with an online focus was created. Recruitment was performed on Facebook groups of different sizes creating a reach of 274.615 members. Some of these members are reoccurring in multiple groups, however the reach in the greater Copenhagen area has been substantial. To gain deeper insights research recruitment criteria were established. The criteria were as follows:

- Danish speakers
- Living/working in the Copenhagen area
- All genders
- People of legal voting age
- Somewhat active in the local community

To ensure that they were somewhat engaged in their surrounding area, they were recruited from Facebook groups with social, welfare or societal opinions formulated in the title, groups for citizens in the area around the Paper Island and other Copenhagen based neighbourhoods.



Figure 26 mobile ethnography post on social media



The activity on the recruitment posts have been positive with a multitude of likes, comments and sharing of the post. 17 people actively signed up to participate. Unfortunately, with only seven starting to answer the research and five full respondents. The respondents who finished the mobile ethnography were from different parts of the city but all in the age groups 25-30 or 30-35 years.

- Female, 30, Valby
- Male, 33, Nordvest
- Female, 30, Christianshavn
- Male, 30, Christianshavn
- Female, 28, Frederiksberg

#### 4.1.3.3 PARTICIPATING

The agency Will and Agency has developed their own mobile ethnography platform, which was generously lent to us to setup and perform the research. The respondents were presented to the tasks one by one, starting with the introduction and GDPR where they had to agree to our handling of their data, and they were introduced to the structure of the mobile ethnography. To answer the tasks, the respondents recorded a video through the platform. Once the video was uploaded, they moved on to the next task, watched the introduction of the task, recorded a video of their answer, and uploaded it. Once the data is collected, an in-depth analysis was carried out to cluster the insights and inform the design process.

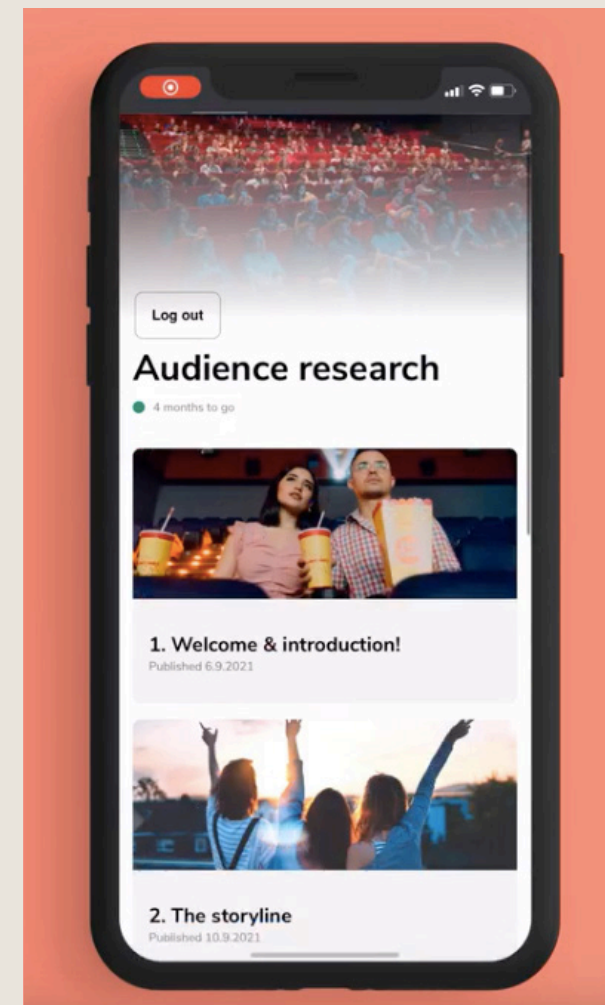


Figure 27 uploading a video through the platform  
image from will&agency website: <https://willandagency.com/#our-software>

#### 4.1.3.4 INSIGHT ANALYSIS OF MOBILE ETHNOGRAPHY

In the following analysis, the five replies conducted in the mobile ethnography will be summarised into general assumptions of citizens. These assumptions will be taken on and challenged further in the upcoming stages of the process.

key takeaways	Partial Analysis
<p><b>Citizen involvement is "just" a way for governments to flaunt that they have engaged citizens.</b></p> <p>Citizens generally do not expect to have much influence in public processes. They have reservations about whether their attitudes and ideas are involved further in processes or whether the public sector uses it as a checklist to say that they have listened to the citizens' needs and ideas.</p> <p><i>"I have a feeling that it's a bit fake, that the municipality is setting this up to be able to say - now we have this meeting where you can be heard and make sure you are listened to." - woman, 28, Frederiksberg.</i></p> <p>Citizens emphasize the importance of their opinion being considered in the long run. They want to feel heard and be invited throughout the process. Especially if they contributed at the beginning of the specific project. It is especially transparency throughout the process that is important to them. Therefore, it is a great barrier for successful citizen engagement when they experience a lack of transparency in the decision-making processes and an uncertainty of who the actual decision-makers are.</p> <p>This key takeaway specifically revolves around the decision-making process and the players involved. It therefore helps validate that the decision-making process within urban renewal projects in the public sector is an important aspect to focus on when working with citizen engagement. It is critical for citizens to feel not just heard but engaged and respected as an actual actor in the process, who has stakes just as the municipality and developers of the project does.</p>	<p><b>Citizens believe that their involvement in decision-making enhances the value and relevance of the project outcome.</b></p> <p>Citizens see user involvement as a crucial parameter for democratic processes. There is a recognition of the need for citizen involvement and recognition of citizen involvement as a way to develop ideas fit for the community and location.</p> <p><i>"First and foremost, I believe citizens take up a fairly essential part of planning and therefore should be part of all projects whether you are public or private." -Man, 30, Christianshavn</i></p> <p>The citizens are aware of what citizen involvement means but do not have experience participating in the processes.</p>
	<p><b>Actual representation is critical to represent the community.</b></p> <p>The citizens believe in the importance of representation in democratic processes. If citizens are to be involved, it is important for the respondents that the parties involved represent the population and do not become an echo chamber for the attitudes of the same target group, unless you specifically make projects e.g., young.</p> <p>In addition, citizens point out the importance of involving citizens who rarely participate or whose votes are often not included</p> <p><i>"To me, it means that you address the citizens and try to get a broad spectrum of people engaged and so it is not just the same group that participates. I think it is important that you meet the citizens where they are." woman, 30, Valby.</i></p>

FIGURE 28 INSIGHT ANALYSIS OF THE MOBILE ETHNOGRAPHY

Motivation for participation	Barriers for participation
<p><b>The motivation for participation is highest if you feel permanently or semi-permanently rooted in the local area.</b></p> <p>Respondents' willingness to participate in decision-making processes about their local area depends on their affiliation with the local area itself. A sense of temporality creates less commitment and a lack of motivation to participate and engage in decisions about the area. On the other hand, if the citizens know that they will stay in the area for a longer period, the motivation to take an active part in the development of the area increases.</p> <p><i>"I would say yes if it were a place where I owned an apartment, or if I knew I was going to live there for a long time. Right now, when I do not live here permanently, I think I would say no because then I have no real interest in participating."</i> Female, 30, Valby</p>	<p><b>There is a preconceived expectation of citizen involvement as a conflict-filled experience where disagreements create division between the participating parties.</b></p> <p>But despite this, several of the citizens point out that their motivation to participate in citizen-involving initiatives will be in projects that they are strongly opposed to.</p> <p><b>Bureaucracy and lengthy processes make participation exhausting and tiresome.</b></p> <p>Engaging in dialogue with the public sector is demanding, as bureaucracy creates frustration and a feeling of powerlessness, where the path from idea to action is slow and cumbersome.</p> <p><i>"Engaging in dialog with the municipality, can be quite unmannagable. Often there are some processes and bueracracy that you have to collaborate with. If you had a good idea this might actually discourage me from participating because it's too slow and cumbersome."</i></p>
<p><b>The ultra-local is a strong motivator for citizens' participation in municipal projects.</b></p> <p>When it comes to local projects, it is especially important for the citizens' desire to participate that it is an ultra-local project. If not, they do not see the need to participate.</p> <p><i>"If I would say yes to joining a civic gathering. Yes, I would probably. I like the idea of having influence in my neighbourhood where I am."</i> -Male, 33, Nordvest</p> <p>They see it as a way to be involved in decisions that affect them and their daily lives, even if they do not attribute citizen involvement in local projects to impact their everyday lives.</p> <p><i>"I do not think it would mean anything in my everyday life to participate."</i> -woman, 30, Christianshavn</p> <p>When citizens specify projects, they would engage in, they highlight projects about local uniqueness. Their motivation for participating is increased in projects where they can contribute and thereby ensure a unique vibe and soul in the area. In doing so they highlight speciality shops vs chain stores and enable new thinking not solely new construction and development.</p>	<p><b>The citizens desire to participate is challenged if it takes too much time and resources from them to join in.</b></p> <p>In a busy everyday life, time is a luxury item where initiatives for more citizen involvement are not at the top of the priority list. The time it takes to participate is, therefore, a major factor that is considered, when deciding if they should take part in the process. When citizens expect the opportunity to be involved on an ongoing basis, despite the lack of time to be able to participate, it is essential for them that it does not require a large investment of time to participate. It must be easy and simple to be involved so that it can fit into the many other chores you have in your everyday life.</p> <p><i>"I rarely have much free time I do not have very much time to engage in a lot of other things than what is necessary. But of course, if there is something that really means something to me, then I would do it."</i> -Male, 33, Nordvest</p> <p><b>It is not always clear to the citizens who or where they can seek information about development projects.</b></p> <p>In general, citizens will use their close networks to seek out knowledge. They talk to partners, roommates, and good neighbours to find information about local projects. When they must go beyond these people, Google is an obvious help, but if they move on, they will seek out signs on the construction site with the client and contractor as well as local plans, but how to find this can be a challenge.</p> <p><i>"I could do thant. It would probably be something like the local plan or something like that. I have no idea how to find it. That's actually a really good question."</i></p>

#### 4.1.3.5 LIMITATIONS FOR MOBILE ETHNOGRAPHY

The mobile ethnography was created and executed under time pressure. Due to the timeline of the thesis, the amount of time needed to conduct a thorough study on citizen participation through mobile ethnography was not possible. Furthermore, the possibility to use the mobile ethnography software was restricted to a short timeframe, since the platform was undergoing development changes allowing us to only spend a total of two weeks on research design, recruitment, data collection and analysis of the data.

Through the recruitment strategy 17 people were recruited to participate in the research with an age range of 28 – 65 years. Even so, only five respondents finished the mobile ethnography and all the respondents who finished were between the age of 28-33 years. There might be several reasons why the participants aged 33+ did not start or finish the research. One reason might be the technological skills required to take part in the research. The participants must be tech savvy to some extent to be able to use the mobile ethnography platform and therefore some might have problems with this. With eight of the respondents recruited being in

the age group 55+, this might have been a barrier for their participation in the research. Moreover, a reluctance towards videotaping oneself might be a barrier for participation too, since some of our respondents who finished the mobile ethnography reported back that they felt a degree of discomfort when first having to record themselves. This was a barrier which actively was tried to accommodate, by allowing the participants to not film themselves but turn the camera away from them and then use it as a voice recording instead.

Another barrier for participants might be explained through the notion of 'slactivism'. Slactivism is a contraction of slacking and activism. Slactivism has been used to critique the online activism and participation as not leading to actual change and allowing people to sign a petition and then disengage in the topic seconds after ('"Slacktivism": Legitimate Action or Just Lazy Liking?', n.d.). Social media, such as Facebook used in the recruitment of this research, allows people to actively engage and participate in an easy way. However, this might also make them feel they are already participating and engaging a lot through online channels and therefore become more reluctant to take extra steps towards participating physically.

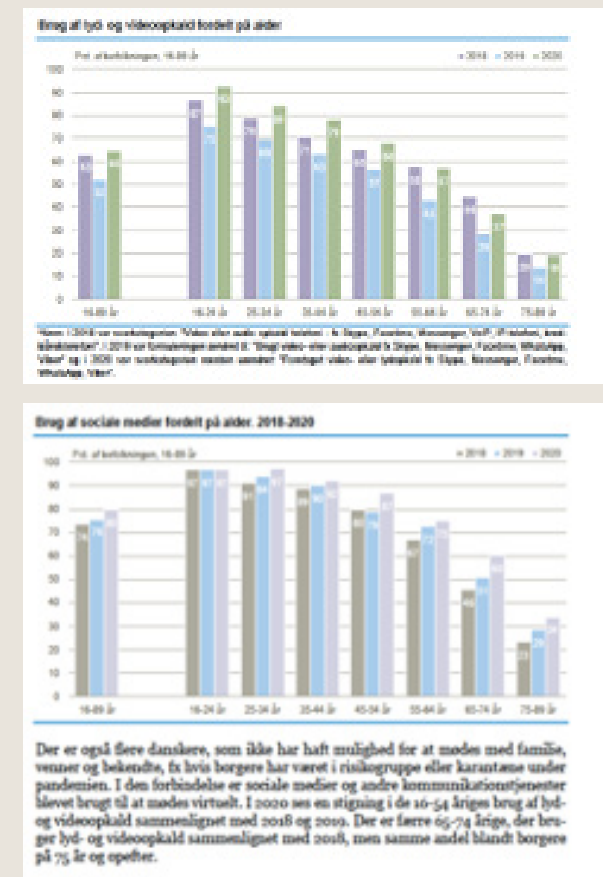


Figure 29 the use of sound recordings



Looking at the age groups, more Danes are interacting through social media, while not using the opportunities of sound and video calls. Moreover, fewer people in the section 55-89 are present on social media with even fewer using video and sound calls. This might be one of the main barriers for their participation in the mobile ethnography, since they were recruited to have technical skills to login to a platform, play video bites and upload their own video responses (Tassy & Bille Nielsen, 2020).

It is acknowledged that the participants were not provided with participatory tools to drive inclusion of all. Since some age groups are less tech-savvy, unfamiliar with video and sound calls and therefore might easier give up on trying to participate, feel overwhelmed by the thought of posting a video or sound file instead of text response. However, the choice of mobile ethnography allowed us to ensure participation and inclusion of citizens in their time and place and allowed it to be as easy as possible to

take part. Moreover, this format was also chosen in the aim to include groups who might struggle with the Danish written language e.g., people with dyslexia, non-Danish natives, and people with cognitive disabilities.

#### 4.1.4 PROBE INTERVIEWS

To obtain a basic understanding of the local citizens' views on the Paper Island and citizen involvement in urban renewal projects the development of probe interviews was undertaken. The research done through mobile ethnography aimed at reaching the citizens within the whole capital region of Copenhagen whereas the probe interviews were utilised in the area around the Paper Island. The aim was that all probe interviews were done whilst being able to see the construction site on the Paper Island.

##### 4.1.4.1 RESEARCH DESIGN

The probe interviews were developed through specific questions defined to understand the citizens' connection and knowledge of the urban renewal project at the Paper Island as well as questions generally about citizen involvement and their take on this to get deeper insights into the barriers and motivation for participation in projects of this kind. More specifically, to gain insights into the local citizens' knowledge about the urban renewal project at the Paper Island, their use of the island before, if they find value in the development project, their motivation for participation in public engagement processes, the influence

they would expect to have in such a process, their experience with citizen engagement, if they find it relevant or important and their reservations about participating.

The probe was created to be a quick way to engage people on the move in the city to ensure the inclusion of citizens in the beginning of the project.

**Spørgsmål til Papirøen**

Ved du hvad det der (papirøen byggeriet) skal blive til?	Hvor ville du søge informationer om planen for Papirøen?	Køn: Alder: Hjem: Erinde:
Gjorde du brug af Papirøen før dette byggeri startede?	Hvad er de ting der gør papirøen anderledes end andre steder i CPH?	Skaber det værdi at udvikle Papirøen? Hvad taler for og imod det nye byggeri?
Hvis projektet endnu ikke var startet, ville du så have lyst til at deltage i udviklingsprocessen?	Hvilken form for indflydelse ville du regne med at have, hvis du tog del i processen?	Har du erfaringer med det? Hvorfor er det vigtigt og er det overhovedet vigtigt? Hvad ville dine forhold være for at deltage eller ikke at deltage?

FIGURE 30 PROBE INTERVIEW TEMPLATE

#### 4.1.4.2 RECRUITMENT

The participants were approached by the design team on the streets close to the Paper Island. This was the recruitment strategy to ensure the participation of citizens with their everyday lives affected by the urban renewal project at the Paper Island. Moreover, the aim was to ensure the possibility of participation for people who are not active through social media or who might not participate in established formal participation forums. The research was carried out over two weekdays during different time intervals to allow for a wider array of people to be included in the process. Weekdays were chosen to connect with locals rather than tourists, timeslots throughout morning, midday and afternoon were covered to include a wide range of citizens travelling by in their day-to-day

routines. There was a good spread in age, gender, and social status amongst the participants. The probe did not specifically ask about income or social class, however the answers provided by the respondents indicated their income level and social class and indicated a good spread of social class amongst the respondents.

#### Age

- 25-30= II
- 35-45: II
- 40-45= II
- 45-55= I
- 60-65 =III
- 65+ = V

#### Gender

- Male : V III
- Female: V III

More respondents were approached about participating however 6 people said no to participate in the cultural probes.

#### 4.1.4.3 PARTICIPATION

The respondents spent 5-15 minutes responding to the questions on the go. Some answered while walking, whereas others stopped to answer and spent time reflecting. Some respondents were on their way to work, some walking dogs, grocery shopping, spending time with friends or taking a lunch or coffee break in the sun. The premise for participating was that it should not require more of the participants than a few minutes of their time.



Figure 31 probe in context

#### 4.1.4.4 INSIGHT ANALYSIS OF PROBE INTERVIEWS

Citizens have many views on urban development, their participation and how decision-making processes take place. Even with the citizens' strong views on e.g., slow processes, political reluctance, capital, and democratic processes, they are not actively engaged in participating in public processes.

key takeaways	Partial Analysis
<p><b>"Folkelighed", diversity and community are traded in for the financial assets of private stakeholders.</b></p> <p>With more and more construction and more people in the city, an increase in the housing market is happening and consequently an increase in the citizens need for diverse spaces, oases within the city to find peace, relaxation and special vibes that occur when people from different classes, cultures and genders come together in a casual informal setting. A place where everyone is welcome, where the common people are, and where community is felt. Specifically, the Paper Island as it was before was described as an unpolished, diverse community that the citizens connected to.</p> <p><i>"We've been to the Paper Island a lot before. Due to the cosy atmosphere. It's central, easy to get to and from for family and friends. There was just a good atmosphere. It was a great place to hang out with friends." Male, 25-30 years</i></p> <p>Moreover, the respondents point out that from their perspective money controls the development, why those who have the money have the power to make decisions. Leaving little room for the people to act.</p> <p><i>"There is no more time for 'folkelighed' (A Danish term describing originality, genuine and authentic culture)" - Male, 35-40 years</i></p> <p>However, they acknowledge the value that a Water Culture House can bring to the people, the common people. Moreover, they appreciate that public housing will be part of the new development which in conjunction with the Water Culture House might bring the developed area closer to the citizens even though they find the development of luxury housing is tearing the community into parts and thereby not allowing "folkelighed" to be an integral part of the urban renewal plan.</p> <p><i>"It helps that there is public housing and a water park which is for everyone. It can bring a "folkelig" atmosphere with green areas on the other island, but we must not become too optimistic about "folkeligheden" in this development." Male, 65+</i></p>	<p><b>To citizens, hearings are the main synonym for citizen involvement</b></p> <p>There are few citizens who have participated in hearings mostly in the age group 65+, however, the majority of the respondents have an overall idea of citizen involvement processes as hearings or as an invitation that pops up in your e-boks occasionally.</p> <p><i>"Hearings. But I'm unsure if there has been any."</i></p> <p><i>"Yes, Citizen Hearings as citizen engagement."</i></p> <p><i>"My wife participated in hearings about Lynetteholmen."</i></p>
<p><b>The bureaucracy makes it seem hopeless for the common (hu)man to gain influence. It is up to big, organized forces to take part in the decision-making processes on behalf of the citizens.</b></p> <p>Gaining influence as an individual seems hopeless and unapproachable, which is why the citizens have a clear perception that it is through the power of the masses that the citizens can obtain influence in public processes. They think of it as a long hard battle, where you need a strong backbone with knowledge and capacity to take up the fight of the "little man".</p> <p><i>"It's the line of command you have to follow. First, we must run around with signs and shout. I get extremely tired just by thinking about the effort needed, it is mobilization of a lot of people. It takes more than 50,000 signatures before they will even bother looking at suggestions. So, to make citizen suggestions you need to be passionate and really have plans and knowledge about what it takes." Male, 60+</i></p> <p><i>"I do not believe an individual statement can do much. It would need to be a people's movement." Female, 65+</i></p> <p>It is especially enthusiasts, associations, and volunteer-affiliations, where professional knowledge is important to be able to make an impact. This perception is caused by multiple reasons one of them being their knowledge and experience from urban renewal projects e.g., Amager Fælled, where the citizens feel the politicians force their political agenda through at the expense of the citizens and the citizens' consideration for nature.</p>	<p><b>An information gap challenges the participation and interest of the citizens.</b></p> <p>It is unclear to citizens where they might find information about urban renewal projects and for the majority, they use google as their main source of information and knowledge as they would in other contexts. This can prove to be a key barrier for the participation of citizens in development projects. If they find it difficult to simply gain information, getting to participate becomes an even bigger hurdle for them. Knowledge and information establish interest which can lead to participation, if a barrier occurs in the first step of the way, going through the rest gets more unlikely thereby challenging the accessibility of participation for the citizen.</p> <p><i>"If I had to find more info I would google. I honestly would not know where to start finding information." Female, 40-45 years.</i></p>

Figure 32 insight analysis of the probe interviews

## Motivation for participation

**Establishing participation possibilities on the citizens terms and time heightens motivation and incentive to actively join in.**

If you ask citizens, most of them have strong opinions about the development in their local area, even if it might take them a while to express these opinions. However, they are busy with their everyday life and their current to do list, why time is a critical element to factor in when you want people to engage. Therefore, establishing participatory practices that allow them to participate in a more flexible way is a means of increasing motivation and ensuring participation. Creating accessible, easy ways to voice your opinion, hear others and join in. With time being such an essential factor, establishing a range of possibilities for participation that varies in time allows for more agency of a broader spectrum of citizens.

*"Maybe I wanted to participate. However, it should come to me. I'm not going anywhere for it. I might consider spending 15-30 minutes on it." Male, 25-30 years*

*"I would mostly support through signatures" Male, 65+*

**The citizens long to move beyond being heard, they want locals to actively participate in decisions.**

The motivation of the citizens improves when they feel their ideas, thoughts and opinions are valid and considered throughout the process. They want to me more than just heard – they want to feel respected and taken serious in their ability to imagine the development process not just an actor who is superficially heard but not considered nor actively listen to. The citizens strongly believe that the local people should have a seat at the table in the decision-making of their area. It is precisely those people who have their daily lives in the area. Therefore, their considerations and inputs should be included in those processes.

*"Well, it's important that some from the local area gets and wants influence."*

*"But I think it's mostly the locals who need to be heard. These are the ones that are most important to be heard. There are many buildings that do not work, so if you can meet the needs of the locals there then it is good"*

## Barriers for participation

**Politics seem to weigh higher than resident and civic considerations in decisions**

Citizens buy into the idea of citizen involvement as a positive theoretical approach to public processes, but in practice they experience it as a utopian thought, where politics is paramount and because of this, citizens are pushed to the back of the line in communal and governmental projects. This generates a feeling of hopelessness and powerlessness amongst citizens since there are always other interests that are prioritized above theirs and the communities.

*"Citizen involvement is a way to keep the mob in check. Then you have a labyrinth of communication and plans that nobody can find their way around and that is exactly the point. Then they can just make the decisions themselves." Male, 60+*

*"(Citizen involvement) it's important so that people can feel they are being listened to. It's democracy, hopefully still. You can be heard and at least pretend to be listened to." Female, 40 years.*

Moreover, the citizens feel it's too late for them to be included when the project has already started. They feel that the possibility for influence has stopped and are therefore left as powerless bystanders while their area undergoes change.

**Money is the main priority in decision making.**

Those with the deepest pockets have a greater say when decisions are to be made in the city. Citizens feel powerless that they do not have any real influence in development projects. This is largely due to the notion that capital is the biggest driver in decision-making processes. In that way citizens are prone to see capital as a contradictory interest, to the ones living in the city. As a citizen, it is difficult to compete with the huge capital and the taxes that can be earned that way.

*"But we as citizens and local councils cannot match the capital from here." Male, 65+*

*"You just have to make money and make homes. The citizens who try to have an influence are just brushed off with by the notion that the Water Culture House will be for the public." Male, 35-40 years,*

**Politicians no longer focus on building long term politics, but on short term re-elections.**

When politics is paramount, some citizens experience a distrust of politicians to pursue long-term plans to tackle the complex and wicked issues we face today. They have hope, since the political powers are there but the political willingness to set aside personal success with the greater good for the society is lacking. The citizens do not believe that the politicians are willing to set aside their ego and risk being unpopular to make decisions that are in the best interest of the citizens and the complex problems the society is facing.

*"The system does not work. They are more into populist politics than keeping their word. It's way too short-term. 4 years. Re-election is more important than making policy." Female, 40 years*

Furthermore, the tone has changed in political debates, where some citizens points to discussion and arguments as a certain part of the political processes, why you need to be willing to engage in dispute that are on occasion quite heated.

*"But, for example, just like with parliamentary debates, you have to bother arguing on that same level (like the politicians)." Female, 60+*

**This continued development causes the city to be a paradise for the wealthy with no place for the common citizen.**

The way the city is being built creates inequality in the housing market, where the ordinary citizens feel like they are being pushed out of the city. They do not have the income to be able to participate. It will therefore be a mecca for the rich, with luxury housing in Copenhagen's prime location, which the rest of the population cannot get close to.

*"It's fine that they are building, but who can afford to live here?" Male, 35-40 years*

*"You just must make money and create homes. The citizens who try to get influence are just eaten off with 'water culture' and they then tick off that box! It is not so much for the people now." Male, 35-40 years.*

*"It's cool for those who can afford to live there." Male, 35-40 years.*

#### 4.1.4.5 LIMITATIONS FOR PROBE INTERVIEWS

Due to the limited time period of this project, the probe interviews were designed and conducted within a short timeframe. Moreover, the participants had a limited time to respond to the probe, since some were on a small break from work, walking with friends or simply had a lot of daily tasks on their to-do list.

The method of probe interviews was selected specifically to cater for these limitations, nonetheless, they still limit the depth of the approach. Since the participants were recruited on the spot around the Paper Island, it was only possible to recruit people who were physically present during the selected time. To accommodate this, the research was carried out during different timespans across two different weekdays. Even so, the participants had to be present

during the time of day that we facilitated the research.

It was possible to reach a decent diversity between gender and social class. Unfortunately, the participants of the probe interviews were all considered as Scandinavian ethnicity. None of the respondents were of non-western origin. This was in no way intended as a parameter of segmentation. The research was conducted over different time periods to reach a diverse range of participants. However, ethnic minorities were not represented in the local area around the Paper Island in these timeslots. The research set out to recruit respondents who have their daily lives around the Paper Island of Christianshavn, however, it is acknowledged that a bigger effort to involve ethnic minorities in the research could have been done by the team.



## 4.1.5 CONNECTING INSIGHTS FROM MOBILE ETHNOGRAPHY AND PROBE INTERVIEWS

Connecting the key insights from mobile ethnography and probe interviews is a way to gather clear insights about the citizen perspective in citizen engagement and the motivation and barriers that affect the way citizens think and act when it comes to

participation in the public sphere.

The key takeaways, barriers, motivations, and general insights considering citizen engagement were clustered and connected based on themes with a new headline for the connection of the insights from the mobile ethnography and probe interviews giving a clear overview of the main perspectives from the initial research from a citizen perspective.



FIGURE 33 CONNECTING INSIGHTS



After clustering the insights, connections between them were done to establish key takeaways from the interconnection of the mobile ethnography and the probe interviews.

#### **The connected insights were**

- Citizens are more motivated when they are actively involved, not just informed.
- Citizens experience an information gap and a need for transparency.
- The amount of time and effort the citizens must put towards participation matters in a busy everyday life. Locality and permanence in citizens living situation brings stronger motivation for participation.
- Citizens experience participation efforts as something for larger organisations that act on the citizens behalf's not something that they as individuals can participate in.
- Citizens feel like they are at the lowest level in the hierarchy in decision-making.
- Citizens experience politicians to be more focused on re-elections than long term politic impact of their actions.
- Citizens expect participation in public decision-making processes to be conflict-filled and full of disagreement.

Based on this, it is crucial to involve citizens also specifically into the decision-making processes. By doing so, the citizens have the possibility to impact decisions, while there is a higher level of transparency provided to the citizens since they too become an 'insider' just like the other 'power-holders' in urban renewal projects. Moreover, decision-making is currently perceived by citizens as a closed forum where they are never allowed in. Bringing the citizens into the decision-making process would help break this barrier.

#### **4.1.5.1 RESPONDENTS**

Through the combination of the mobile ethnography and the probe interviews there was a good distribution of gender and age. Through the probe interviews the respondents were between 25-65+ with an equal split between men and women. While the mobile ethnography respondents were between 28-33 with three Females and two males participating. Moreover, a good distribution of social classes was also represented through the connection of both methods. The respondents were not specifically asked about their social class, however their responses strongly indicated these, thus, it was possible to indicate a good distribution on this parameter as well.

#### 4.1.6 THE INVESTIGATE STEP QUESTIONS

The investigate step in Governance Future Lab offered a diverse selection of questions to deliberate. Considerations on how to make use of the questions were initiated by slightly modifying the step into a selection of questions that were later translated into Danish. It was decided to utilise these questions when interviewing actors from the Paper Island decision-making process. This decision supported the participatory aim of the project. Moreover, the questions were considered as good provocations that potentially would bring back memories or opinions otherwise forgotten or held back by the interviewees. Thus, the investigate step created the foundation for how the following interviews were planned and carried out.

##### **UNDEMOCRATIC**

How is this democratic, if at all? Are decisions being made by relevant people or but a few 'powerful' players?

##### **UN-FUTURISTIC**

Does it contain 'present-bias', where decisions are made for the now rather than

for the future? Are incentives being made that are short-term rather than long-term?

##### **PATRIARCHAL**

How is gender equality in this context? Consider if the context is inclusive or expert driven e.g., decision making processes.

##### **NATIONALISTIC**

Does it primarily focus on the national context or include an international view? What or whom are excluded?

##### **BUREAUCRATIC**

Bureaucracies were developed to eliminate politics and general bias on the administration of governments in the aim to be neutral. Is this project striving to be neutral? What is the level of complexity and how is it beneficial?

##### **VIOLENT**

Does anyone or anything exploit power and thereby harm someone or something else?

##### **UNJUST**

Who can participate in the decision-making processes? Whose voices are heard and who are included to engage? Who cannot be included e.g., future generations, other living creatures, nature and others not

represented?

##### **SLOW**

Can the government keep up with social or technological changes on e.g., legal legislations?

#### 4.1.7 INTERACTIVE INTERVIEWS

The interactive interviews were developed to get an understanding of the actors involved in the urban renewal process of the Paper Island. They focused on their journey throughout the process, their emotions connected to the process as well as the provocations, from the Governments Future Lab (institute for the future, 2013), to spark discussion and provoke thoughts.

##### 4.1.7.1 INTERACTIVE INTERVIEW RECRUITMENT

The interactive interviews aim at involving the different actors who had taken part in the urban renewal project at the Paper Island. Within the initial research performed to develop the timeline of the Paper Island, all actors were identified and contacted. Thus, a lengthy process of contacting, following up, identifying the right person to interview, and setting a date was carried

out. The actors contacted can be clustered into the following groups: local councils, By & Havn, Copenhagen municipality, several architectural companies, and participants from the idea competition. The recruitment process was mainly carried out through calls and emails.

##### 5.1.7.2 RESEARCH DESIGN

User journeys formed the basis of the interactive interviews, here the interviewees were asked to map out the stages, actions, and emotions of them as actors involved in the decision-making processes of the Paper Island. The user journey format was chosen to establish the process of the decision-making process as well as finding gaps in the process with potential to explore possible solutions. Moreover, the user journey format helped visualise the process and make the existing process more understandable to cluster afterwards.

TIMELINE

PARTICIPANT //

STAGES

ACTIONS

EMOTIONS

GOOD

NEUTRAL

BAD

Figure 34 interactive interview template

The first step in the interactive interviews was to place so-called process cards on the user journey. The process cards were mapped out to enable the interviewees to remember the process they went through. The project had at this stage lasted for more than a decade, thus, it was expected that some interviewees would need help

recollecting the journey. Moreover, the process cards were created as a means of facilitating a different conversation about the process, the interconnection of actors and decisions in the process allowed the participants to speak more freely since it was structured in a different way than usual interviews.

# PROCESSEN

## Projektet startede

Hvem //      Hvornår //

Beskrivelse //

## Beslutningen blev taget

Hvem //      Hvornår //

Beskrivelse //

## Jeg blev informeret

Hvem //      Hvornår //

Beskrivelse //

## Jeg blev ekskluderet

Hvem //      Hvornår //

Beskrivelse //

## Jeg blev inviteret

Hvem //      Hvornår //

Beskrivelse //

## Om den nuværende udvikling tænker jeg

Hvem //      Hvornår //

Beskrivelse //

## Om resultatet tænker jeg

Hvem //      Hvornår //

Beskrivelse //

## Første gang jeg hørte om projektet

Hvem //      Hvornår //

Beskrivelse //

## Jeg stoppede i processen

Hvem //      Hvornår //

Beskrivelse //

Hvem //      Hvornår //

Beskrivelse //

FIGURE 35 INTERACTIVE INTERVIEW PROCESS CARDS

The second step was about adding feelings to the steps through the emotion cards. The emotion cards were created to encourage the participants to reflect about the feelings they experienced throughout their involvement in the development of the Paper Island and relate it to the different steps of the process. The emotion cards originated in

the service design method of adding user's emotions onto a user journey. Furthermore, the cards enabled the interviewees to bring back further memories of their emotions related to each step of the way with an array of emotional stages represented in the cards.

FØLELSER

Jeg blev interesseret

At hvem eller hvad //

Hvorfor //

Jeg accepterede

Hvem eller hvad //

Hvorfor //

Jeg blev irriteret

At hvem eller hvad //

Hvorfor //

Jeg blev vred

Over hvem eller hvad //

Hvorfor //

Jeg følte afsky

For hvem eller hvad //

Hvorfor //

Jeg kedede mig

Over hvem eller hvad //

Hvorfor //

Jeg følte sorg

For hvem eller hvad //

Hvorfor //

Jeg blev trist

At hvem eller hvad //

Hvorfor //

Jeg blev eftertænsom

At hvem eller hvad //

Hvorfor //

Jeg blev forbavset

Over hvem eller hvad //

Hvorfor //

Jeg blev overrasket

Over hvem eller hvad //

Hvorfor //

Jeg følte frygt

For hvem eller hvad //

Hvorfor //

Jeg følte beundring

At hvem eller hvad //

Hvorfor //

Jeg følte tillid

Til hvem eller hvad //

Hvorfor //

Jeg blev glad

At hvem eller hvad //

Hvorfor //

Jeg forventede

At hvem eller hvad //

Hvorfor //

Jeg forventede

At hvem eller hvad //

Hvorfor //

Jeg blev vagtsom

At hvem eller hvad //

Hvorfor //

At hvem eller hvad //

Hvorfor //

FIGURE 36 INTERACTIVE INTERVIEW EMOTION CARDS

The third step in the interactive interview was the provoking questions. The public engagement and foresight elements were incorporated through cards with provocative questions related to both foresight and public engagement. These were used as a final step of mapping out the process. The interviewees were introduced to the provocations from the investigative steps of the Governments Future Lab (institute for the future, 2013). These were as follows: undemocratic, un-futuristic, patriarchal, nationalistic, bureaucratic, violent, unjust, and low. Within each provocation card there were questions for the interviewee to consider. The interviewees were asked to read through all the provocations and pinpoint relevant steps on their user journey matching individual or several provocations.








 <p><b>UDEMOKRATISK</b></p> <p>Hvordan er dette demokratisk, hvis overhoved?</p> <p>Bliver beslutninger truffet af relevante personer eller kun nogle få 'kraftfulde' spillere?</p>	 <p><b>UFUTURISTISK</b></p> <p>Indeholder det 'nutids-bias', hvor beslutninger træffes for nuet frem for for fremtiden?</p> <p>Er der lavet incitamenter, der er kortsigtede snarere end langsigtede?</p>	 <p><b>PATRIARKAL</b></p> <p>Hvordan er ligestilling mellem kønnene i denne sammenhæng?</p> <p>Er konteksten inkluderende eller ekspertdrevet?</p>	 <p><b>NATIONALISTISK</b></p> <p>Fokuserer det primært på den nationale kontekst eller omfatter det et internationalt udsyn?</p> <p>Hvad eller hvem er ekskluderet?</p>
 <p><b>BUREAUKRATISK</b></p> <p>Bureaukratier belv udviklet for at eliminere politik og generel skævhed for administrationen af regeringer med det formål at være neutral.</p> <p>Stræber dette projekt efter at være neutralt?</p> <p>Hvad er kompleksitetsniveauet, og hvordan er det gavnligt?</p>	 <p><b>VOLDELIG</b></p> <p>Udnytter nogen eller noget magten og skader derved nogen eller noget andet?</p>	 <p><b>URETFÆRDIG</b></p> <p>Hvem kan deltage i beslutningsprocesserne?</p> <p>Hvis stemme bliver hørt, og hvem er inkluderet i at engagerer sig?</p> <p>Hvem kan ikke inkluderes fx fremtidige generationer, andre levende væsener, naturen eller andre?</p>	 <p><b>LANGSOM</b></p> <p>Kan regeringen følge med i sociale eller teknologiske ændringer på fx juridisk lovgivning?</p>

FIGURE 37 INTERACTIVE INTERVIEW PROVOCATION CARDS

The fourth and last step of the interactive interview was for the interviewees to create their own actor network. To ensure a correct representation of the actors involved and the interconnection of them, representations of the involved actors were provided for the interviewees as well as blank actor cards, to allow the interviewees to add other relevant actors in the actor network. In this way the interviewees were enabled to elaborate on the collaborations in the process.



FIGURE 38 INTERACTIVE INTERVIEW STAKEHOLDER CARDS



#### 4.1.7.3 INTERACTIVE INTERVIEW PARTICIPATION

Each interviewee was introduced to the user journey, together with an explanation of the structure and purpose of the user journey. Within the process of filling out the user journey, the interviewee was asked to elaborate on each step, chronological order, emotion, and provocation all the while everything was captured on cards and post-it notes.

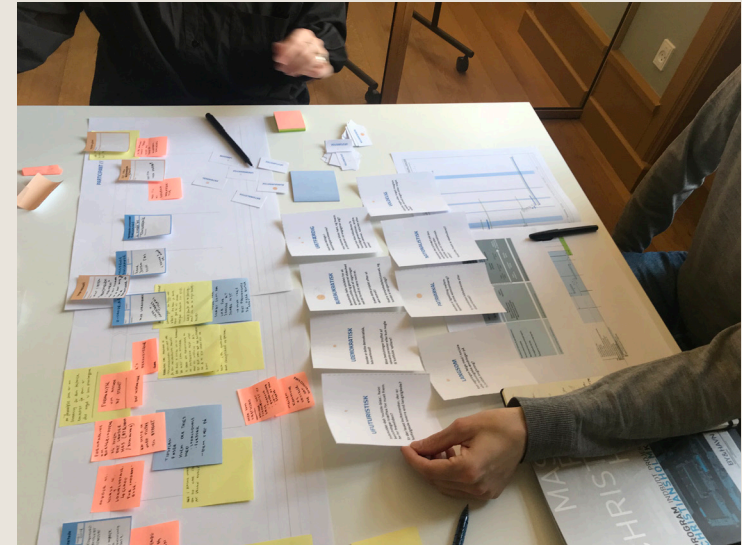


FIGURE 39 PICTURES OF THE INTERACTIVE INTERVIEWS

#### 4.1.7.4 LIMITATIONS OF INTERACTIVE INTERVIEWS

The decision-making process at the Paper Island was started over a decade ago. Resulting in the interviewees most likely having forgotten parts of the process and potentially remember things imperfectly. Some participants acknowledged the struggle of having to remember parts of the process and decisions they were involved in during the interview. With the timeline in mind, it is unsurprising that the participants would struggle to remember specific details. However, the design of the interactive interview aimed at accommodating this by assisting the interviewees to identify specific steps and their relations within

the process. Moreover, most interviewees prepared for the interactive interview by looking back at materials, emails, and other contents from the parts of the process they were involved in.

Of all the interviewees in the process of the Paper Island who agreed to talk to us, only three were women and none of them can be identified as having any 'power' in any decisions in the process. Moreover, all interviewees were ethnic Scandinavians, which can be seen as an indicator that the decisions made in the process of the Paper Island remained with the privileged few without being inclusive of minorities even regarding the participation of women in the

jury of the masterplan competition.

Some interviewees were provoked by the investigative Governance Future Lab cards and felt the cards were too harsh to use to describe the process. However, it was clear in observing the interviewees that the cards enabled them to reflect on the process in a more nuanced manner. The cards engaged the interviewees in reflections that made them consider each step of the process in new ways e.g., including perspectives of inclusion and exclusion, future perspectives, which altogether brought new perspectives to the table that had not been mentioned previously in the interview.

#### 4.1.8 INCLUSION AND EXCLUSION OF ACTORS IN THE DISCOVER & RETHINK STAGE

The process of contacting and following up with actors defined in the research stage was carried out over several weeks. It took an extensive effort to get in contact with

relevant actors, however, it was observed that once contact was established the actors increasingly had a positive attitude and interest in the project. Thus, several of the actors shared interest in staying in the loop and seeing the result of the project.

In every interview each interviewee mentioned or suggested more actors for us to include. Efforts were made to include and invite all suggestions, however, due to the time constraints of the project it was not possible to follow up with all suggestions. A focus on all the actors who replied was carried out resulting in interviews with all

INCLUSION	INCLUSION	EXCLUSION
Actors who were invited and participated.	Actors who were invited and but unfortunately didn't reply to the invitation.	Actors who were excluded due to them either being a periphery actor and therefore low priority because of time, or the lack of awareness of their involvement until too late in the project to establish contact, invite and schedule participation.
<p>Copenhagen Municipality</p> <ul style="list-style-type: none"> <li>• Kultur og Fritidsforvaltningen</li> <li>• Teknik og Miljøforvaltningen</li> <li>• The Water Culture House</li> </ul> <p>By &amp; Havn</p> <p>Companies who participated in the idea competition</p> <p>Citizens who participated and won the idea competition</p> <p>The local council of Christianshavn</p> <p>Private developer</p> <ul style="list-style-type: none"> <li>• CØ P/S</li> <li>• The Paper Island</li> </ul>	<p>Architecture companies taking part in the competition</p> <p>Architectural companies taking part in the development of the Paper Island</p>	<p>Copenhagen Municipality</p> <ul style="list-style-type: none"> <li>• Økonomiforvaltningen</li> <li>• Center for byudvikling</li> <li>• The former mayor</li> <li>• The current mayor</li> </ul> <p>Private developers taking part in different aspects of the projects.</p> <p>Private funds investing in the projects.</p> <p>Companies renting the areas within the temporary activities on the Paper Island.</p> <p>Architect companies taking part in the Water culture house.</p>

FIGURE 40 INCLUSION AND EXCLUSION



## 4.2 DEFINE & RETHINK

### 5.2.1 COMBINING THE DECISION-MAKING TIMELINE OF THE PAPER ISLAND

The timeline produced in the research phase of this project performed as the basis of this comparison. Extensive work was conducted to combine all interactive interview with the researched timeline, figure 41 displays the working process of this. Each interactive interview was mapped out into steps within its own user journey, these were then collated onto the timeline in each their own row. Whenever a step in the timeline was missing, a new one was created to enable the assembly of all timelines and all steps. Colour codes were used to visualise the difference between steps rooted in research and steps based on statements by individual interviewee. The combined timeline can be seen on figure 42. The steps based on the interviews became specifically interesting when several interviewees, independent from each other, mentioned and had opinions about the same step. In these instances, comparison was carried out.

Other steps, based on the interactive interviews were accounts of things that had happened or recollections, they were acknowledged as such, and no further research was carried out to validate the statements. Further validations could provide meaningful embodiment of each step; however, time and efforts were prioritised on the completion of the project. The interactive interviews required the interviewees to remember and think back in time, most interviewees had looked back and

found materials validating their statement, inevitably, some steps were based purely on the memory of interviewee. It would have been beneficial to allow the interviewees to validate the updated timeline, however, due to time constraints and us not wanting to exploit the interviewees' willingness to collaborate with us, this was not prioritised. In the process of collating all timelines, none of the steps appeared unreliable, in fact it proved to be simpler than expected. The combined timeline consists of 126 individual

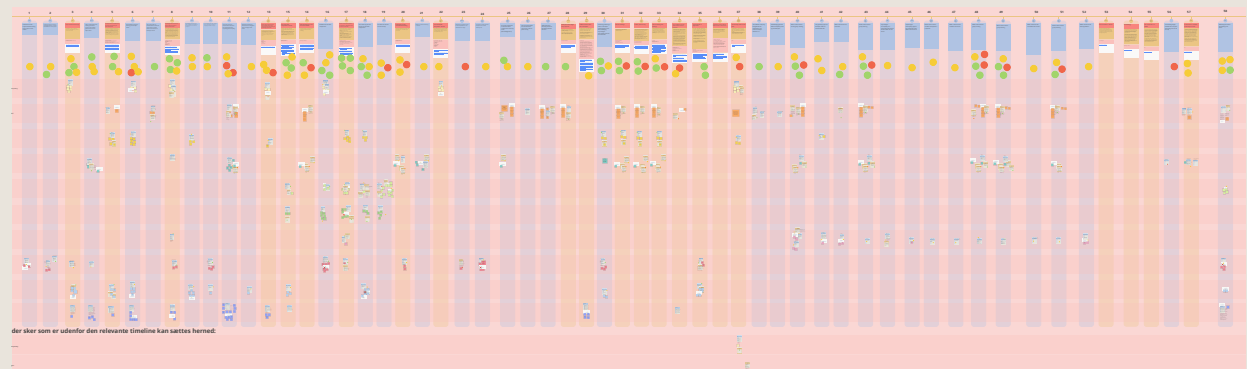


Figure 41 working progress in combining the timeline of the paper island

steps translated into a combined timeline consisting of 58 steps, of these 22 were from the research. It is worth wondering if the steps that were not identified through research can be seen as a reflection of the less transparent steps within the decision-making process, as most of these include internal meetings e.g., between the municipality and other actors or internal meetings within the municipality and the local council. Just 17 steps were based on statements from only one actor, none of which were taken further in this project as it appeared to be too unreliable a source. Upon comparing the emotions stated on the individual actor journeys, most actors found it was a vastly positive process, several actors emphasised the participatory aspects of the process as very beneficial and as highly influential in the positive outcome. To all the 126 individual actor steps, the emotion positive, neutral, or negative was added. A total of 20 individual steps were defined as negative, several of these were related to being bored or similar feelings, none were defined as strong negative emotions. Another reflection on the combined timeline was that a private development company was allowed to purchase the buildings on the Paper Island before any citizens or local councils had been invited into the project.

## TIMELINE

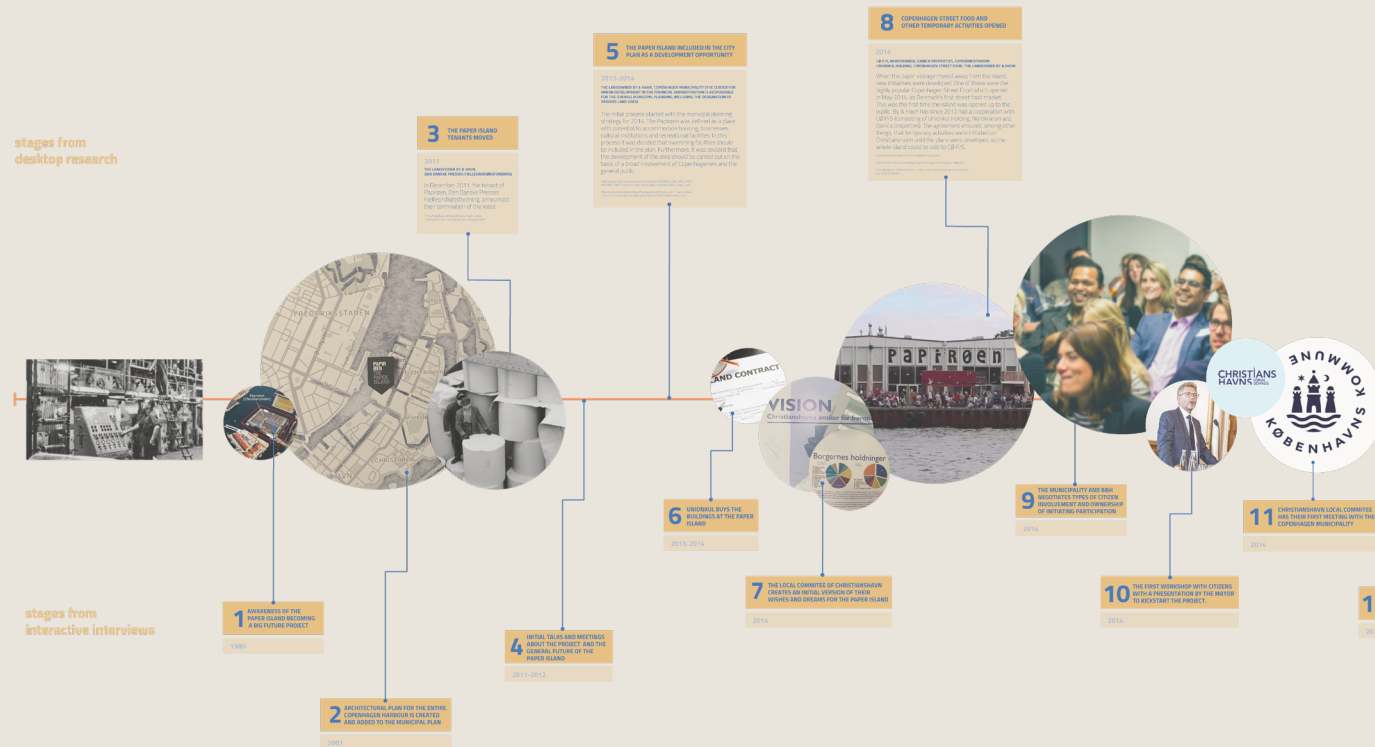
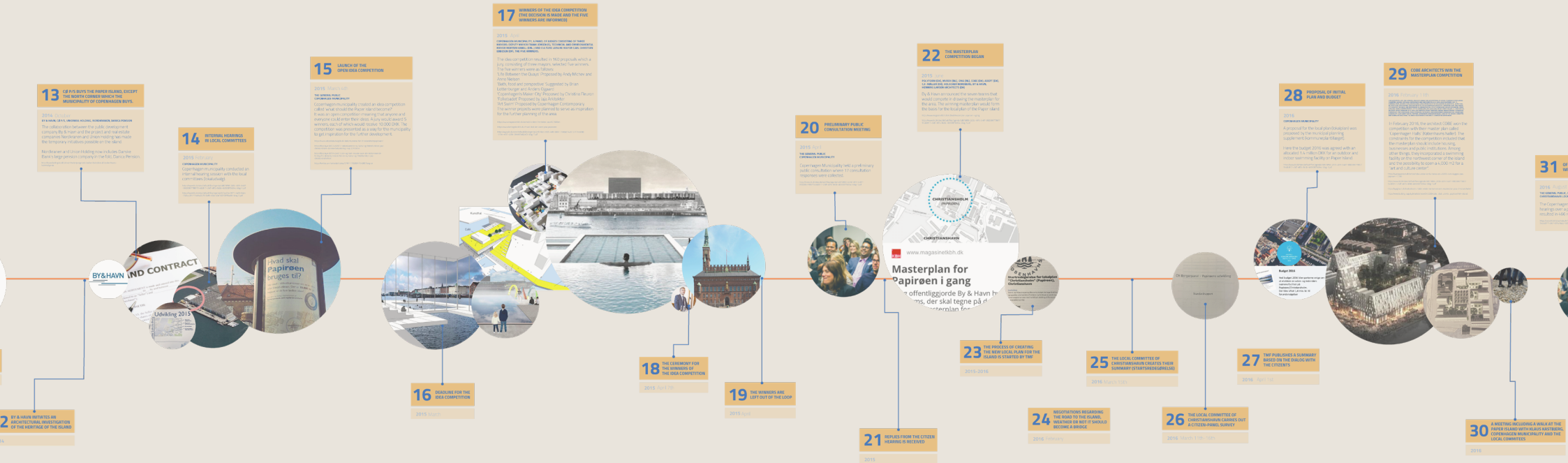


Figure 42 The combined timeline of the paper island





**31 CIVIL HEARINGS & CITIZENS**

**CITIZEN PARTICIPATION**

Participatory budgeting is a tool for citizens to decide on the use of public funds. In Copenhagen, this is done through the 'Lokalplanforslag' (Local Plan Proposal) process, where citizens can propose and vote on projects for their neighborhood.

**32 CITIZEN PANEL SURVEY**

**2016**

A citizen panel survey was conducted by the name of 'Papirøen' and 'Lokalplanforslag'. The survey was sent out through the 'Lokalplanforslag' website. The results were summarized as follows: 122 respondents answered the survey, 51.5% of the total population of Papirøen. 25.5% live south of the canal, 25.5% live north of the canal, and 25.5% live on the island. 10.5% live on the island and 10.5% live on the mainland.

**33 CITIZEN HEARINGS AND MEETINGS**

**2016**

After receiving the results of the survey, the 'Lokalplanforslag' website was updated with the results. The website was updated with the results of the survey, the results of the survey, and the results of the survey. The website was updated with the results of the survey, the results of the survey, and the results of the survey.

**34 THE COMPETITION FOR THE WATER CULTURE HOUSE IS LAUNCHED**

**2017**

The water culture house competition was launched on the 1st of May 2017. The competition was open to all architects and designers. The competition was open to all architects and designers. The competition was open to all architects and designers.

**35 THE LOCAL PLAN IS APPROVED**

**2017 April 20th**

The local plan for Papirøen was approved by the Municipal Council on April 20th, 2017. The local plan for Papirøen was approved by the Municipal Council on April 20th, 2017. The local plan for Papirøen was approved by the Municipal Council on April 20th, 2017.

**36 THE WINNER OF THE CULTURAL WATER HOUSE IS ANNOUNCED**

**2017**

The winner of the cultural water house competition was announced on the 1st of May 2017. The winner of the cultural water house competition was announced on the 1st of May 2017. The winner of the cultural water house competition was announced on the 1st of May 2017.

**37 FINAL DAY OF STREET FOOD**

**2017**

The final day of street food was held on the 1st of May 2017. The final day of street food was held on the 1st of May 2017. The final day of street food was held on the 1st of May 2017.

**42 THE EXCAVATION IS STARTED**

**2018**

The excavation for the water culture house was started on the 1st of May 2018. The excavation for the water culture house was started on the 1st of May 2018. The excavation for the water culture house was started on the 1st of May 2018.

**44 ARCHITECTURE**

**2018**

The architecture of the water culture house was designed by the architect. The architecture of the water culture house was designed by the architect. The architecture of the water culture house was designed by the architect.

**CHRISTIANSBOLM**

**2017**

The Christiansbolm project was launched on the 1st of May 2017. The Christiansbolm project was launched on the 1st of May 2017. The Christiansbolm project was launched on the 1st of May 2017.

**38 SWEDISH PHOTOGRAPHY IS INTERESTED IN THE LOCATION OF PAPIRØEN ISLAND AS IT IS**

**2018**

The Swedish Photography project was interested in the location of Papirøen Island as it is. The Swedish Photography project was interested in the location of Papirøen Island as it is. The Swedish Photography project was interested in the location of Papirøen Island as it is.

**40 WATER CULTURE HOUSE THEMES GROUP MEETING**

**2018-2019**

The water culture house themes group meeting was held on the 1st of May 2018. The water culture house themes group meeting was held on the 1st of May 2018. The water culture house themes group meeting was held on the 1st of May 2018.

**43 WATER CULTURE HOUSE IS LAUNCHED**

**2019**

The water culture house was launched on the 1st of May 2019. The water culture house was launched on the 1st of May 2019. The water culture house was launched on the 1st of May 2019.

**45 WATER CULTURE HOUSE GROUP MEETING**

**2019**

The water culture house group meeting was held on the 1st of May 2019. The water culture house group meeting was held on the 1st of May 2019. The water culture house group meeting was held on the 1st of May 2019.

**47 COPENHAGEN MUNICIPALITY APPLIES FOR THE WATER CULTURE HOUSE**

**2019**

The Copenhagen Municipality applied for the water culture house on the 1st of May 2019. The Copenhagen Municipality applied for the water culture house on the 1st of May 2019. The Copenhagen Municipality applied for the water culture house on the 1st of May 2019.

**46 COPENHAGEN MUNICIPALITY ARE RECONSTRUCTING THE BUDGET FOR THE WATER CULTURE HOUSE**

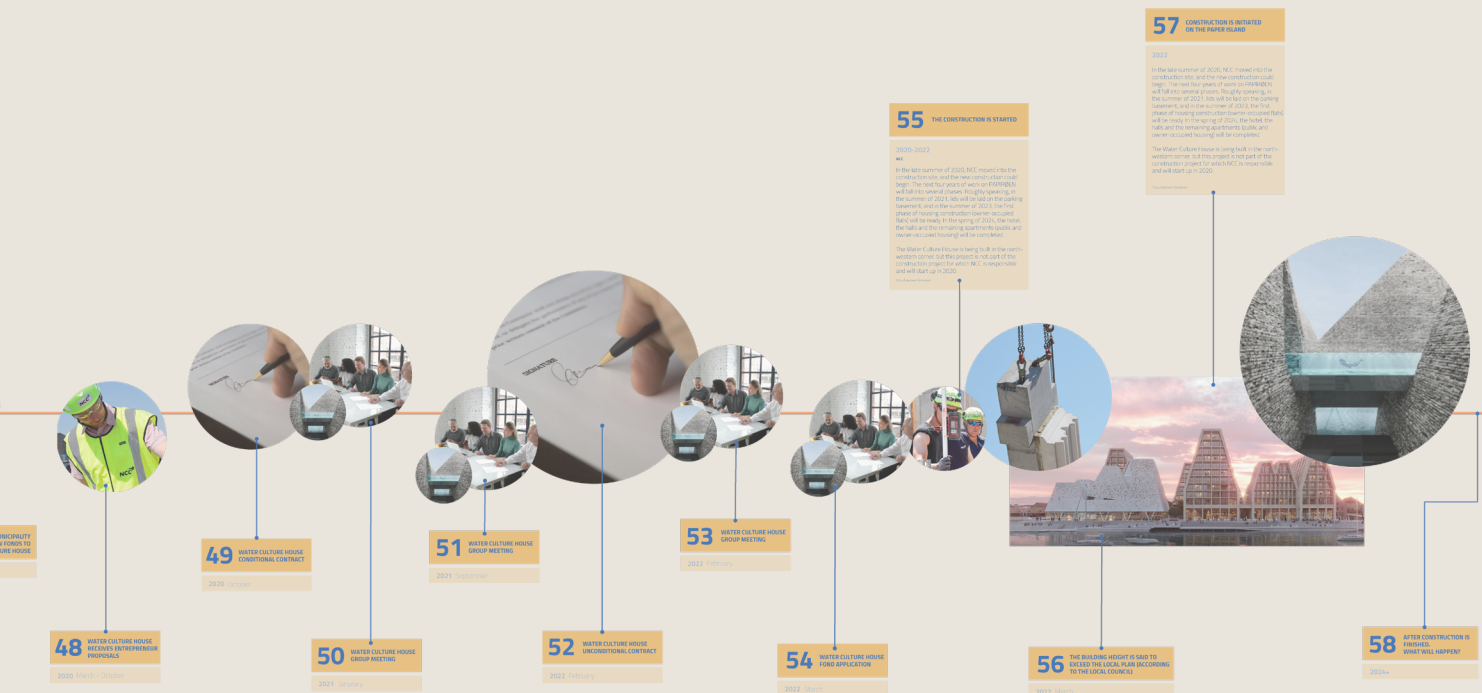
**2019**

The Copenhagen Municipality was reconstructing the budget for the water culture house on the 1st of May 2019. The Copenhagen Municipality was reconstructing the budget for the water culture house on the 1st of May 2019. The Copenhagen Municipality was reconstructing the budget for the water culture house on the 1st of May 2019.

**Lokalplanforslag om Papirøen i høring**

Christianshavns Kommune har sendt et forslag til en lokalplan for Papirøen i høring.





#### 4.2.1.1 MAPPING OPPORTUNITY SPACES WITHIN THE DECISION-MAKING PROCESS OF THE PAPER ISLAND

36 steps were found in the interactive interviews and 22 upon desk research. Upon clustering the steps from the combined timeline, an interesting pattern emerged. Within the steps based on desk research the following clusters were made: 'local news and articles', 'planning procedures and statements' and 'the construction plan'. What these three clusters had in common was that they were of an informative nature, none of the steps involved provided any transparency into the reasoning behind the decisions made. As an opposition to this, there were clusters within the steps defined by the interactive interviewees. Here, three clusters were also made, these were interpreted as a range of how confidential they were, starting with 'procedures published publicly', 'internal bureaucratic plans and procedures' and 'internal discussions and considerations'. It was acknowledged that not all these steps were meant to be confidential or secret, but it appeared that many of these steps were not made publicly known and thus they ended up only being known to the people involved and 'on the inside'. Furthermore, it was observed that an extensive desktop

research for the timeline of the Paper Island, nevertheless, it appears that most of the steps regarding actual decisions being made were not possible for us to find. One can wonder how public information is if it has to be searched and found on an internal municipal website not easily accessible for people without an understanding of the specific archiving procedures.

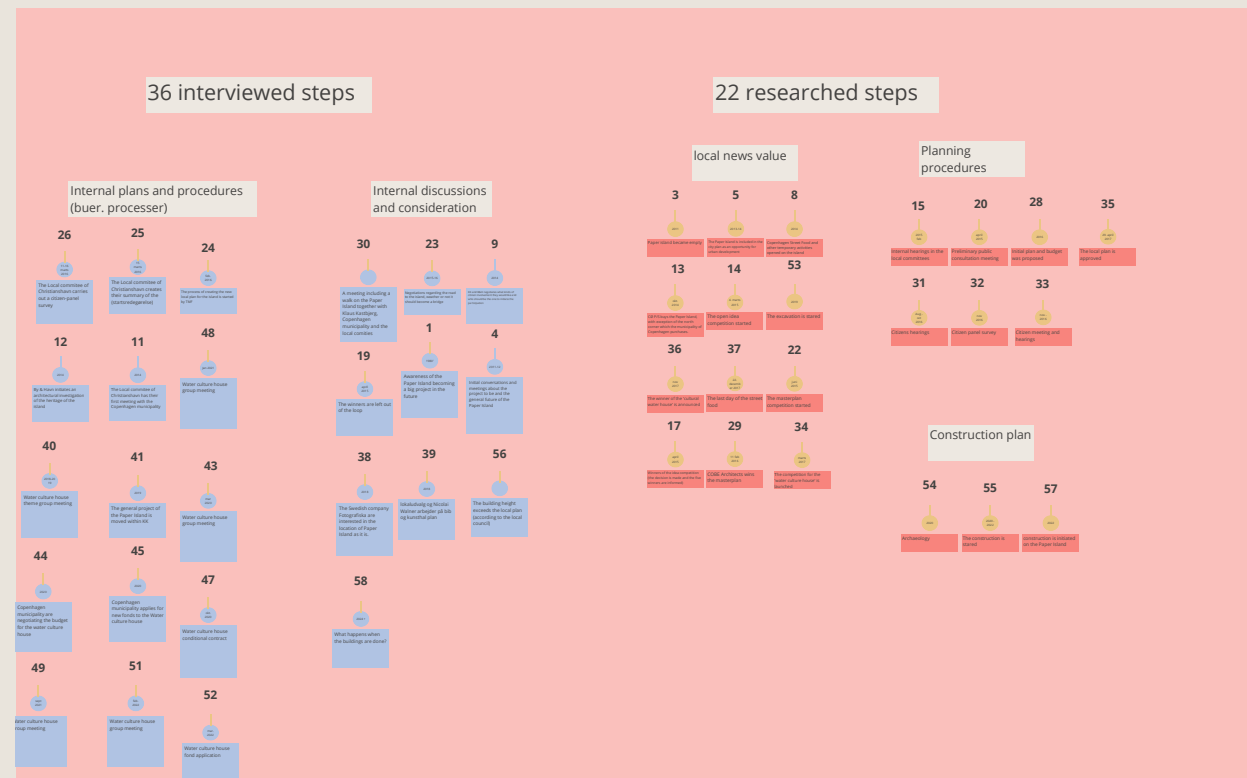


Figure 43 clustering of the timeline steps

17 steps out of a total of 58 steps could be defined as steps where citizens had been engaged or represented by the local council e.g., hearings, the idea competition, citizen meetings. Thus, it appeared that there was a vast potential for more public engagement in future public renewal projects compatible to this. The ladder of public engagement (Arnstein, 1969) (Ransbeeck, 2020) was utilised combined with a scale ranging from past oriented, present oriented to future oriented (Van der Duin, 2016), as seen on figure 44.

It was concluded that none of the 58 steps exceed the level of consolidation and consulting. Moreover, most of the steps involving decision-making were to be found within the level of manipulation and therapy. Upon inspecting the horizontal axis of the figure, a predominant focus on the present emerged. The steps placed in the past area were there due to the focus of the steps, one of them being the archaeological excavations of the Paper Island, another the exceedingly traditional ceremony held for the winners of the idea competition. The most future oriented steps include considerations

about what the buildings on the Paper Island may be used for, together with the initial considerations by the government of what the island could potentially become. Thus, there appears to be a great potential for including both more public engagement and more thinking about the future in such processes.

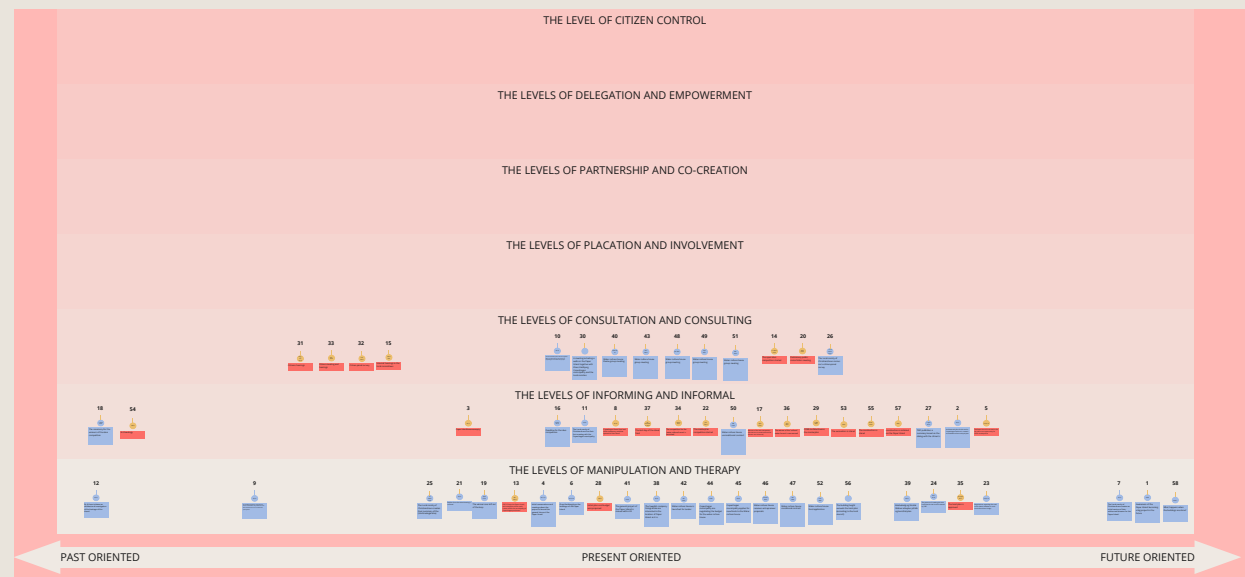


FIGURE 44 TIMELINE STEPS MAPPED ON LEVELS OF PARTICIPATION, PAST, PRESENT, AND FUTURE ORIENTATION

## 4.2.2 ACTOR-NETWORK THEORY

With an outset in the actor-network theory (ANT), the process of collating and comparing the individual actor-networks provided by each interviewee of the interactive interviews was carried out. Based on the ANT, it was decided to create multiple actor-networks to account for the

level of complexity in the decision-making process of the Paper Island. As visualised on the timeline, the process was carried out over a ten-year period. Consequently, the level of details would be affected due to people changing positions, things being deleted, not saved or simply forgotten and other factors that inevitably were out of our hands. Within processes such as this it is worthwhile to create several actor-networks

as aspects change over time (Munthe-Kaas, 2015). The actors considered in this process are both human and non-human e.g., some actors are communities or organisations, and others are specific people. This is done to accommodate for the effect and importance of each actor and to endeavour to not exclude actors.

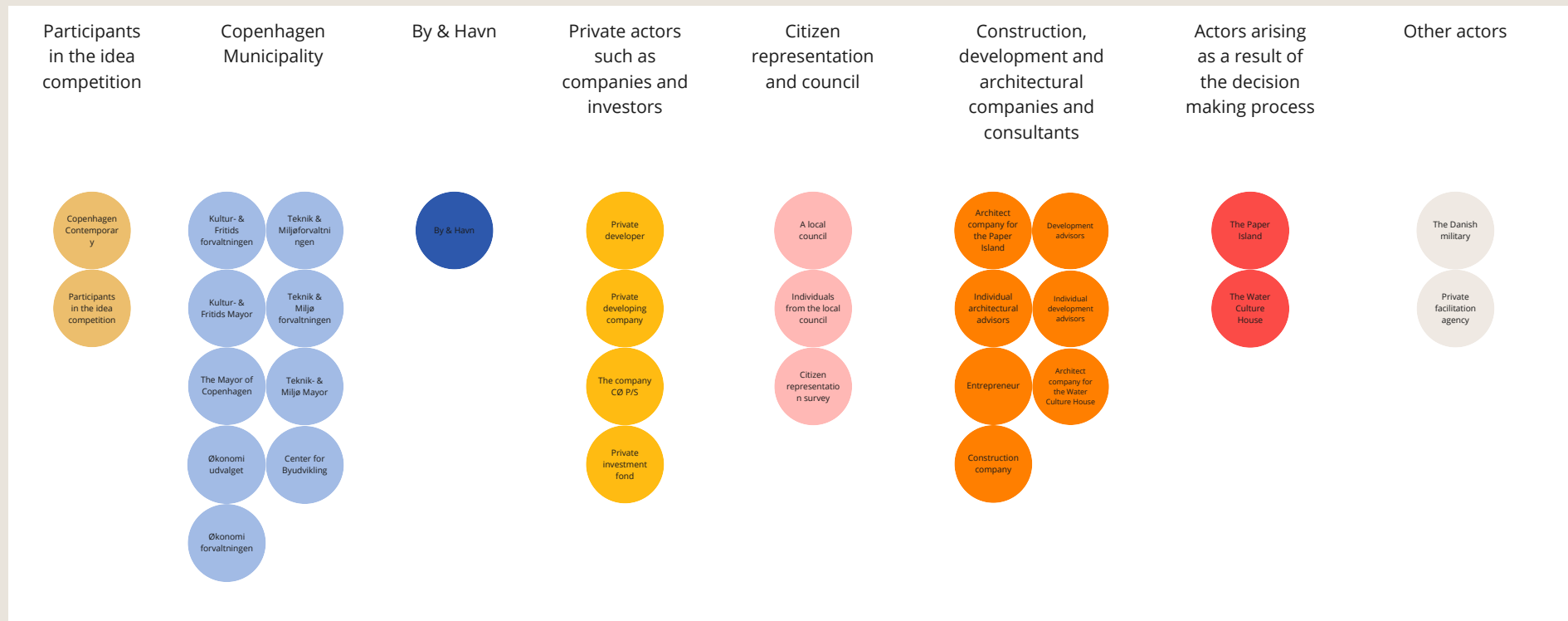


FIGURE 45 CLUSTERS OF ACTORS

Visualised in figure 45 was the total list of actors accounted for by all the interviewees in the interactive interviews. Duplicates were removed and the list of actors were clustered to clarify the weight of actors. The first cluster consisted of individual interviewees who specifically participated in the idea competition. Copenhagen municipality made up a cluster on its own and had in total nine actors defined by the interviewees. By & Havn was only mentioned as their name, no individual actors or departments were highlighted resulting in them becoming a cluster on their own. Another cluster of actors was made up by private companies and investors. The local councils made up an actor cluster together with individual citizens highlighted and the citizen survey carried out by the Christianshavn local council. One of the most diverse clusters was the one with all the consultants and partners regarding

the construction, architecture, and urban development. These referred to both public and private actors and were generally secondary actors supporting the main actors. A highly important cluster consisted of the actors that were developed throughout the process, these were the company Paper Island and the municipal offering of the Water Culture House. The last cluster of actors are periphery actors, one being the Danish military as a neighbour to the Paper Island and the other was a company hired in to facilitate the citizen participation by the Copenhagen municipality, however it was not possible to obtain more information about this actor.

Figures 46, 47, and 48 were the three actor-networks created to reflect the actors involved in the decision-making process of the Paper Island. At the centre of each actor-network, the phase of the decision-making process was displayed to differentiate the

three phases. Each actor was visualised in a circle, the colour matching the clusters of figure 45. The size and placement of each actor was of importance, the size was defined by how big a role the specific actor played. E.g., defined by how many of the other actors mentioned and connected with a given actor. The placement should be read as follows, the actors closest to the centre are of the most involved and the ones touching the inner circle are all in contact with each other in the given phase. The actors closest to each other were the ones in most contact, thus, the positioning of the actors vary in the different actor-networks. The more peripheral actors were visualised by only being attached to one or two other actors, these are only in indirect contact with other actors. The phases were defined based on the combined timeline.

In the actor-network of the planning phase, as seen in figure 46, the most important actors are the Copenhagen municipality, By & Havn together with a private developer and a local council. Worth highlighting in this actor-network was that the private developer was mentioned by almost all participants, and thus it could be established that the specific developer was perceived to be more essential in this part of the process than the private organisations the developer represented. Another insight was that the idea competition by Copenhagen municipality was carried out within this phase, however, the participants and more specifically the winners of the completions were only in contact with actors from the municipality itself.

## Planning the decision-making process



FIGURE 46 ACTOR NETWORK WITHIN THE PLANNING STAGES OF THE DECISION-MAKING PROCESS OF THE PAPER ISLAND

The actor-network of the approval phase can be seen in figure 47. The phase included the masterplan completion, the development and architectural competition of the Water Culture House. Here, the most important actors were generally the same as in the previous, however, the actors developed in the process had become key actors as well. The Paper Island as an actor was more developed and thus it was larger in size than the Water Culture House. More consultancy and development actors were involved in this process.

## Approval and the decision-making process



FIGURE 47 ACTOR NETWORK WITHIN THE APPROVAL STAGES OF THE DECISION-MAKING PROCESS OF THE PAPER ISLAND

The actor-network of the final stage, as seen in figure 48, included the local plan for the area being finalised and approved together with group meetings regarding the Water Culture House. Also included in this phase were the excavations followed by the construction of the Paper Island. Worth noting on this actor-network was that the local councils were moved out to the periphery. The same happened with the private developer, as this place was taken over by the Paper Island as an actor on its own.

## Finalising and making the last decisions



FIGURE 48 ACTOR NETWORK WITHIN THE FINAL STAGES OF THE DECISION-MAKING PROCESS OF THE PAPER ISLAND



## 4.2.3 INSIGHT ANALYSIS OF THE INVESTIGATE QUESTIONS

The process of clustering and theming the statements and reactions concerning the investigate question from future governance lab was undertaken. To further explore the investigate questions and provocations, an

elaborated analysis was conducted. The resulting insights from this analysis can be seen in figure 50.



Figure 49 analysis of the investigate provocations

SLOW	PATRIARCAL	BUREAUCRATIC	VIOLENT	UNJUST	NATIONALISTIC
Can the government keep up with social or technological changes on e.g., legal legislations?	How is gender equality in this context? Consider if the context is inclusive or expert driven e.g., decision making processes.	Bureaucracies were developed to eliminate politics and general bias on the administration of governments in order to be neutral. Is this project striving to be neutral? What is the level of complexity and how is it beneficial?	Does anyone or anything exploit power and thereby harm someone or something else?	Who can participate in the decision-making processes? Whose voices are heard and who are included to engage? Who can not be included e.g., future generations, other living creatures, nature and others not represented?	Does it primarily focus on the national context or include an international view? What or whom are excluded?
<p>Several interviewees commented that governmental processes are slow, others that urban renewal project are slow and will take up to 30 years before anything can be concluded. <i>"Urban planning is like forestry, it takes an unbelievably long time."</i></p> <p>A private developer reflected on the slowness of collaboration with public actors <i>"It is thought-provoking that we started the negotiations in 2012 and our part of the island will be completed in 2024, it does put things into perspective."</i> And <i>"It takes a long time, which it shouldn't. It is not appropriate that it should take so long to negotiate with the municipality"</i></p> <p>A public actor commented on the following in regards to collaboration and the speed of the process. <i>"We are lagging behind because it goes slowly (here in the municipality) but we try."</i> Another comment was from a citizen concerning the transparency of the reasons for the process being so slow. <i>"It moves slowly as a citizen, too. It can be difficult to understand why it moves so slowly."</i></p>	<p>Numerous interviewees reflected upon the hierarchy and that you just have to inspect some of the publications from the process to realize that the decision in the process were mainly made by white males. <i>"The hierarchy is traditional. It is men who make decisions. So in that sense there is a gender shift. Developers, the developer, the municipality, the top, also in the local committee, the top are men."</i></p> <p>The homogeneous nature of the group of decision-makers was also commented upon. <i>"Participating requires resources. There was no doubt that all the participants were super resourceful."</i></p> <p>Lastly a comment on the buildings themselves was made <i>"The construction itself is characteristically patriarchal. It is showing off, very bombastic, large and takes up a lot of space. It looks like it is built to open up for those on the inside and close off from those outside."</i></p>	<p>The process is bound to a set of bureaucratic procedures. <i>"There was a schedule for phases and who was talking to whom in relation to local committees and the defence."</i></p> <p>A private developer added that <i>"You encounter a bureaucratic process in the municipality. It takes us years to get a building permit. It is not appropriate because it costs money. It could be done better."</i></p> <p>The complexity of the project was highlighted in regards to this provocation. <i>"It's that complexity. There are political requirements, then there is a service level, legislation and other things such as the environment to take into account. It is important to have some steps to be able to make the right decisions and not skip anything."</i></p> <p><i>"There is a high degree of political interest which then makes it difficult to participate due to the level of complexity."</i></p> <p><i>"There is a high number of parties and organizations to navigate within. Also in terms of what may be communicated out. Sometimes we cannot share information before everyone has said OK to it. It's a complex structure."</i></p> <p>The point that you as an individual had very little to say unless you were on the 'inside' was made. <i>"We stand a bit like the policeman. We can not discuss whether to build or not but rather how high it can be built. It is difficult to relate to if you are not involved in the project."</i></p> <p><i>"The municipality draws up a list of measures and requirements for us to then execute."</i></p> <p><i>"It does not support for participation because it is not transparent. It supports that there are a few who still make the decisions"</i></p>	<p>Only one interviewee commented on this provocation.</p> <p><i>"It is populist to say VIOLENT. It may be that more involvement should be considered but in the end it must be experts who make the decisions in such complex projects."</i></p>	<p>Comments on more participation were made, to distribute the 'power' in a new way. One interviewee commented that as representatives of the citizens they indeed did not really have any power. <i>"One might be allowed to move a comma in a sentence, but not much more"</i></p> <p>Another participant, from a public institution commented that the processes could be made more just but that this would come with a cost. <i>"It may be that we need to talk about including the locals more in planning policy to make it more fair and maybe more consultations are needed. However, I do not believe the outcome will get any better and the process will definitely not get cheaper"</i></p> <p>'Money talks' was a comment from one interviewee, which forms a cluster of considerations that no-one can stand up against the bottom line, thus making the whole process of urban development unjust. <i>"The temporary activities were only done by the private developer as an investment so they could cultivate the location and have a 'share' of the process of development"</i></p> <p>The interviewees identified three groups of opponents within this decision-making process, these are private actors, public actors and citizens. The ownership of the island was commented upon as unjust, which may be affected by lack of transparency of the process towards the public. <i>"It is a bit crazy that a private company can be allowed to buy probably Copenhagen's best location, an entire island."</i></p> <p>Other comments were made that individual citizens have to seek out the relevant information, no-one will inform them of their rights. <i>"If you are an ordinary citizen and do not go into politics you do not know there is a local committee that represents you"</i></p> <p>Lastly a comment from the developer of the Paper Island was as follows <i>"It's not unjust, we are developing 84 public housing apartments (almene boliger)"</i> However, when inquired, it was confirmed that this initiatives is only following the rules that all new developments must include a specific percentage of public housing.</p>	<p>Most interviewees pondered about this provocation, due to the project being a physical building. Comments regarding inspiration from new trends in New York and the architects of the Water Culture House being Japanese were made.</p> <p>Additionally, some interviewees reflected that the area should be for both locals but also tourists <i>"The idea proposal was hyper local but the competition was more international in terms of attracting tourists"</i></p>

Figure 50 insight analysis of the investigate step

UN-DEMOCRATIC	DEMOCRATIC	UN-FUTURISTIC	FUTURISTIC
How is this democratic, if at all? Are decisions being made by relevant people or just a few 'powerful' players?	The undemocratic provocation made several interviewees argue for the process being democratic, thus, the following clusters reflect these arguments.	Does it contain 'present-bias', where decisions are made for the now rather than for the future? Are incentives being made that are short-term rather than long-term?	The unfuturistic provocation made several interviewees argue for the process being futuristic, thus, the following clusters reflect these arguments.
<p>Several interviewees had a focus on the process being undemocratic due to the participatory initiatives only serving as inspiration and not actually having any 'power'. Specifically, in regard to the idea competition.</p> <p><i>"If the idea is to create citizen involvement, it seems a bit like a joke not to involve the winning ideas further in the project."</i></p> <p>Other interviewees commented on the participatory initiatives being there for the wrong reasons. <i>"It feels like pro forma involvement - it's disappointing if that's the only goal - then it's just to avoid keyboard warriors on Facebook,"</i> and <i>"It was unrealistic in relation to the economic interest to include citizen involvement. It was pseudo citizen involvement. It did not make any difference it was just so they could say they had done it"</i></p> <p>A developer added that he considered everyone with good ideas welcome to share them, thus, there was no need for more participation as people could just contact him directly. <i>"We are not forced to speak with people and take them into consideration, we just choose to do so. After all, almost everyone can participate in the decision-making processes if there are citizen proposals and that is how we have tried to listen. We have really been trying to listen all the time."</i></p> <p>An interviewee from a local council reflected that all rules were followed but that the rules may need to be changed.</p> <p><i>"Everybody followed the rules of the game, so I guess that means that the game itself is undemocratic. We have been given the right of consultation, but our proposals feel like they were being archived vertically and not seized, but that is what it is like also in all other projects."</i></p> <p>Others again reflected on the lack of transparency in why citizens were only listened to. <i>"It's a blurry democratic process. It gets so vague when used as PR against bad publicity. Then you can only say opinions and express yourself, but what difference does that make?"</i></p> <p><i>"It's a good story to tell but there was no real involvement, no telling why and what it should be used for next. I have no feeling my participation has changed anything."</i></p> <p>Lastly a public actor reflected that the aim for the processes should not be to make more participation, the citizens should be listened to but not more than that.</p> <p><i>"One should use the citizens' knowledge NOT ask them what it should look like. That's for the experts to do."</i> The timing of participation is vital. An interviewee from a local council reflected that. <i>"It takes place in a hierarchy where we are ranking lowest so if they have already made ideas we can only comment."</i> and <i>"involving early has many benefits."</i></p> <p>The locals know the area and its needs best; thus, they should be invited and have a say in the decisions made that will affect them. This is the opinion of one interviewee from the local council.</p> <p><i>"The process is probably a bit undemocratic. My view of democracy is that you can never get too close to those who are affected by it. It is best to invite them in so they get co-ownership. That is also the best way to avoid it becoming a hot potato."</i></p> <p>Some interviewees comment on the only reason for calling the decision-making process democratic is due to the people making the decisions being democratically chosen.</p> <p><i>"Undemocratic is a big word, it is democratic because we have chosen who in the municipality should make the decisions, but it is the few who make decisions that are not necessarily in everyone's interest. The basis for the decisions is probably not always the right (money...)"</i></p> <p><i>"Politicians decide whether to develop urban project or not that is not something to be decided in a citizens' meeting"</i></p> <p><i>"I would say that it is democratic, it is a democratic process when politicians decide whether to build or not"</i></p>	<p>Most of the interviewees were highly positive in regards to the Paper Island project, several of the governmental actors interviewed reflected that they were happy of our choice of this project because they were very proud of the level of participation and the regarded the project as an overall success.</p> <p><i>"Usually, we just get started without asking anyone, so for example I can just decide what type of cultural offerings I want in a project, but this project was completely different and unique because we asked the opinion of citizens and others."</i></p> <p><i>"The Paper Island is a good process for citizen involvement in addition to traditional methods - here we have used facebook groups etc. so that it is not only the usual suspects that is represented through citizen gatherings."</i></p> <p><i>"The whole process was open and transparent - held huge citizen meeting where we told openly what we knew and what we did not know, so when it was clear."</i></p> <p><i>"We made sure to have a long and open process where we invited people in and so we could openly tell them: what we know and what we do not know. We really tried to create transparency"</i></p> <p>A citizen participating in the idea competition reflected that.</p> <p><i>"It is increasingly one of the most democratic processes I have been involved in as an architect. It is rare to be able to participate in competitions. Most architect competitions are closed where the big fish are invited so they can get bigger while the small fish just do not get the chance"</i></p> <p>There is an increasing need and expectation of public engagement. An interviewee from a governmental institution reflects that social media is an enabler for citizens and that is engages a wider range of citizens.</p> <p><i>"It has changed a lot since I started as an urban planner. Citizens have become better at expressing themselves through, for example, Facebook groups. So it is a whole new world for us to navigate in. Citizens have become much louder and have demands and must be heard. That's good because it's all kinds of people the groups gather and arrange. It's not just those who traditionally took part in hearings back in the day."</i></p>	<p>One interviewee reflected that future generations were left out in regards to the project not being futuristic. <i>"No other generation or creatures were thought of at all"</i></p> <p>Several interviewees argued that the decisions made had a sense of present-bias.</p> <p><i>"It's about news value to say participation - it supports a political agenda, but there was no foresight in how it is planned. Now they can point and say that they made involvement as a political agenda. It was only for the present."</i></p> <p><i>"It is all about getting money in the municipal treasure box here and now, so it is definitely present-bias"</i></p> <p>It is simply not possible to future prove anything, is a reflection by an interviewee who were of the opinion that as a developer you will have to wait at least 30 years before being able to pass or fail a building because nature and people will need time to get used to it.</p> <p><i>"We can only build now. What you build will always be a reflection of the time it is created in. You cannot predict what people will think and whether they will use it as the plan was. There is so much culture in that kind of thing. It's impossible to predict. That's why you have to wait 30 years before evaluating a building."</i></p> <p>Some interviewees reflected why the participation would have to stop just because the buildings are done, why would the participation not continue, it would be a good chance to develop the use of the place.</p> <p><i>"It is unambitious if the involvement stops at the physical construction. Why not build a spaces that can change depending on the need? Shouldn't there be a potential for making changes continuously?"</i></p> <p><i>"Create potential for citizen involvement even after the building is built, that could provide more diversity and inclusion."</i></p> <p>Another point for why the process could be seen as un-futuristic is due to the fact that sustainability has not been planned and accounted for in the process.</p> <p><i>"We have now started some sustainability initiatives to make it better, because a swimming pool will never be sustainable. It has not been thought of at all earlier in the process so now we are trying to add something even though it is late in the process."</i></p>	<p>One interviewee from the municipality argued that the project was indeed futuristic due to the process and decision being based on data from the past.</p> <p><i>"I would argue that it is exactly futuristic work because it is statistically based. But it is unbelievably difficult to predict the future."</i></p> <p>A private developer contemplated that</p> <p><i>"One has to be humble in the face of such an important location. I think it is Denmark's best location. What we do must be able to stand there for the next 400 years. You must really do it properly"</i></p> <p>When asked how the future was taken into consideration, it was mainly to do with the choice of materials in the building itself.</p>

The interviewees, both private and public actors, are agreeing on the fact that it was a slow and complex process and specifically that the complexity and slowness increased when collaborating with municipal and governmental actors. Navigating this complexity and the high amount of people and organisations involved results in a lack of transparency, which has also been highlighted by both private and public actors. Generally, there was an understanding that more participation would benefit the process, specifically highlighted were to bring in the local citizens more and to bring them into the process early on. It was pointed out that the citizens did not have any real power in this process as they were merely listened to, consequently, it could be concluded that the decision-making

process of the Paper Island included public engagement, however it could not reach higher than the bottom three layers on the ladder of public engagement.

Overall, the interviewees focused most of their attention on the provocations undemocratic and unfuturistic. Both perspectives on the process being democratic or undemocratic were revolved around the lack of transparency and the unjust distribution of power in the process. Money and capitalism were highlighted as some of the key reasons for parts of the process being unjust and undemocratic. The respondents also focused a lot of attention towards the futuristic and unfuturistic provocation. However, even though they emphasised the futuristic perspectives

in the process, the actions they point out as futuristic were not utilising any future resilience tools but focused on the immediate or very near future of 0-5 years, such as choice of materials used in the construction. Lastly, it was pointed out by all interviewees that the decision-making process of the Paper Island indeed has been a positive process, and specifically that this was a result of the public engagement initiatives included in the process.

## 4.2.4 DEVELOPMENT OF CRITERIA STEP SELECTION

The potential grid was established based on the idea of creating success criteria for projects to ensure the correct objectives have been considered when deciding an idea to move forward with. The potential criteria build on the structure of the success criteria grid (Friis, 2015). The potential grid was established to select stages of the timeline of the decision-making process in the urban renewal project of the Paper Island. Therefore, the grid was created to

map out potentials and arrange them in a way to support a beneficial way to spot potentials and ensure the selected stages of the timeline indeed had potential not only when it came to foresight possibilities, but also to accommodate the insights collected from the analysis of mobile ethnography and probe interviews.

To map out the potentials for the timeline, the insights were translated into statements of potential. This was done by framing the question "Is there potential to.." and then translating the connected insight into a

statement e.g. "Provide transparency to the citizens". The potentials derived from the insights of the mobile ethnography and probe interviews. The resulting clusters of insights were not perceived to be of equal importance to the project. Thus, specific weight was added to the individual potentials on a scale of 1-5, based on their relevance to the points established in the literature review, the scope of this project.



Figure 51 connection of insights and their transition to the potential grid

Is there potential to...	Weight
Include citizens more than "just" inform?	5
Provide transparency to the citizens?	5
Establish citizen participation through different levels of time and effort?	2
Include citizens directly, not only through citizen councils?	4
Represent the local and affected citizens? Considering the relevant demographics e.g. gender, ethnicity, age, income level?	4
Actively involve citizens in decision-making and challenge traditional hierarchy?	3
Ensure long term decision-making processes which can go beyond the four year political cycle?	1
Break the assumptions of citizen engagement as a conflict filled experience?	1
Motivate more citizens to engage in decision-making processes?	1
<b>Total score</b>	

Figure 52 potential statements and their weight

## 4.2.5 DEFINING STEPS WITH KEY OPPORTUNITY

To analyse and consider the potential of each individual step within the combined timeline of 58 individual steps, a potential grid was developed. Prior to this, a selection of all the steps was made since not all steps were considered equally reliable, e.g., steps with only one interviewee were left out, together with steps considered too specific for the Paper Island which could not be found in other urban development projects. This was done to ensure that the selection of stages would allow for an explorative approach in ideation of a future way to facilitate decision-making. Once a rough selection was done, the remaining stages were placed in the potential grid to analyse the potential of each stage in relation to the insights mapped out from the citizen research methods.

Is there potential to...	Weight	Process step												
		9. The municipality and B&H negotiations or citizen involvement	10. First "workshop" with citizens and mayor Frank Jensen	11. Meeting between CPH municipality and the local committee of Christianshavn	13. Launch of the idea competition	14. Internal hearings on the local committee	16. Winners of the idea competition (the decision is made and the five winners are informed)	17. The ceremony for the winners of the idea competition	18. The winners are left out of the loop	19. Preliminary public consultation meeting	21. The masterplan competition started	23. The process of creating the new local plan for the island is started by TME	25. The local plan is started	
Include citizens more than "just" inform?	5	3 15	3 15	1 5	3 15	3 15	3 15	1 5	3 15	1 5	2 10	3 15	3 15	
Provide transparency to the citizens?	5	3 15	3 15	1 5	3 15	3 15	3 15	3 15	3 15	3 15	3 15	3 15	3 15	
Establish citizen participation through different levels of time and effort?	2	3 6	1 2	1 2	3 6	2 4	1 2	1 2	3 6	1 2	1 2	3 6	3 6	
Include citizens directly, not only through citizen councils?	4	3 12	3 12	1 4	3 12	3 12	3 12	1 4	3 12	2 8	3 12	3 12	3 12	
Represent the local and affected citizens? Considering the relevant demographics e.g. gender, ethnicity, age, income level?	4	3 12	3 12	2 8	3 12	3 12	3 12	1 4	2 8	1 4	3 12	3 12	3 12	
Actively involve citizens in decision-making and challenge traditional hierarchy?	3	3 9	3 9	1 3	3 9	3 9	3 9	1 3	3 9	1 3	3 9	3 9	3 9	
Ensure long term decision-making processes which can go beyond the four year political circle?	1	1 1	1 1	1 1	2 2	1 1	2 2	1 1	3 3	1 1	2 2	3 3	2 2	
Break the assumptions of citizen engagement as a conflict filled experience?	1	2 2	3 3	1 1	3 3	3 3	2 2	2 2	3 3	1 1	2 2	3 3	1 1	
Motivate more citizens to engage in decision-making processes?	1	2 2	1 1	1 1	3 3	2 2	3 3	2 2	3 3	1 1	2 2	2 2	2 2	
Total score		74	70	30	77	73	72	38	74	40	66	77	74	

Figure 53 potential grid

	Local committee of Hanshain carries out a citizen panel survey	28. COBE architects win the masterplan competition	29. A meeting including a walk on the Paper Island with Klaus Kestberg and CPH Municipality, and local committees	30. Citizen hearing	31. Citizen hearing	32. CQ p/S buys the Paper Island except the north corner of the island	33. Citizen hearing	35. The local plan is approved	40. Water culture house theme group meeting	43. Water culture house theme group meeting	48. Water culture house theme group meeting	49. Water culture house theme group meeting	51. Water culture house theme group meeting	57. The buildings are developed and constructed	58. After construction is finished
	3 15	2 10	3 15	3 15	1 5	3 15	2 10	2 10	2 10	2 10	2 10	2 10	1 5	3 15	
	3 15	2 10	3 15	3 15	2 10	3 15	3 15	3 15	3 15	3 15	3 15	3 15	3 15	3 15	
	3 6	1 2	2 4	2 4	1 2	2 4	1 2	2 4	2 4	2 4	2 4	2 4	1 2	3 6	
	3 12	2 8	3 12	3 12	1 4	3 12	3 12	3 12	3 12	3 12	3 12	3 12	1 4	3 12	
	3 12	1 4	3 12	3 12	1 4	3 12	2 8	3 12	3 12	3 12	3 12	3 12	1 4	3 12	
	3 9	1 3	3 9	3 9	1 3	3 9	1 3	3 9	3 9	3 9	3 9	3 9	1 3	3 9	
	3 3	1 1	1 1	1 1	1 1	1 1	1 1	3 3	3 3	3 3	3 3	3 3	1 1	2 2	
	3 3	1 1	3 3	3 3	1 1	3 3	1 1	3 3	3 3	3 3	3 3	3 3	1 1	3 3	
	3 3	2 2	2 2	2 2	1 1	2 2	1 1	3 3	3 3	3 3	3 3	3 3	1 1	3 3	
	78	41	73	73	31	73	53	71	71	71	71	71	36	77	

To map out the potentials of the stages, a score was given to each stage based on their potential for each potential statement. The score was given based on their potential from a 1-3 system with. 1 – low, 2- medium and 3- high potential. This score was then multiplied by the weight of the stage to provide a score. Afterwards a total score was calculated by adding the score of each potential statement of the stage. The highlighted stages were the four top scoring stages of potential when looking at the stages from a citizen participation perspective.

### The highest scoring stages of the combined timeline of the Paper Island project were:

- Step: Launch of the Idea Competition
- Step: Process of creating the local plan
- Step: COBE architects win the Masterplan competition
- Step: The construction is finished



#### 4.2.6 ANALYSIS OF THE AREAS WITHIN THE RETHINK STEP

The questions and considerations mapped out in the Governments Future Lab (institute for the future, 2013) rethink step were utilised in a twofold manner. They were both used in relation to frame and scope

the analysis and selection of the individual steps within the combined timeline of the Paper Island decision-making process. Parallel to this, the rethink step was utilised to reflect on the design project itself, and how navigation and choices were made within the process. This can be found in the following.

**VALUES:** Clearly state the values that will guide the way governing processes and institutions are created. Do not try to solve the tensions between values at this stage.

- The overall values to guide the process was to understand the public engagement initiatives within the Paper Island project to be able to suggest improvements based on a mixture of foresight and service design. These two fields were seen as guiding principles for the actions and choices made throughout e.g., the methodology the design process was structured by.
- The possibility grid was a concrete method utilised to eliminate personal preferences and biases. The method allowed us to empower the voices of the citizens within the probe interviews and mobile ethnography to define the way forth. This specific choice

reflected the participatory aim of this project, to allow us as service designers to facilitate a process where participants' voices were heard and followed, ultimately striving to move away from expert design.

**COSMOLOGY:** Think about your beliefs about the nature of reality and express these beliefs as clearly and concisely as you can.

- The process of designing the interactive interviews enabled us to focus on the individual actors within a specific decision-making process and their perspectives on what, why, how, and when decisions were made. Efforts were made to remove the focus from our beliefs towards the wishes, needs and desires of the actors involved, ultimately to make it possible for us to develop and present suggestions of

improvements that would be relevant for them and their future projects.

- It was believed that those who you design for should be a part of the decisions about matters that impact their lives. Thus, the focus on accommodating and understanding through the establishment of the interactive interviews and their combination with the potentials that emerged from the mobile ethnography and probe interviews.

**POLITICAL SUBJECT:** Think about and decide on a political subject(s) that provides the most appropriate level of governance to achieve your desired values and outcomes.

- The scope of the project involved foresight, service design and public engagement within decision-making processes of urban renewal projects, these are thereby defined as the desired values and an improvement of



these can be seen as the desired outcome.

**HUMAN NATURE:** Provide a logical, compelling, theory- and evidence-based explanation of human behaviour and decision-making, or an argument for why there is no "human nature."

- As stated in the literature review, present bias can be a barrier for people's ability to think about long term solutions. The present bias is a strong factor of reality and a tendency deeply rooted in human nature. The present bias is something of great importance strongly wanted to work around in the facilitated process. Therefore, it was implemented within the "investigative step" provocations to the interactive interviews to ensure to challenge the present bias of the respondents and make them reflect about their beliefs of reality in the process with a future perspective and critical thinking.

**TERRITORY:** Delineate the territory or territories that are subject to your governing system and who it would include.

- All research and work within this project have been done within the region of Copenhagen and the field of urban renewal projects.

**METRICS FOR SUCCESS:** Provide a measurement tool or explicit guidelines for measurement to determine how successfully or unsuccessfully your values are being represented.

- The potential grid was developed and utilised to measure and decide on the steps to focus on.
- A matrix of the participation ladder and past, present, future focus was utilised to measure the level of public engagement and time focus of each individual step within

the combined timeline. It was planned to utilise the same matrix when concluding on opportunity spaces within the product report.

#### 4.2.7 INSPIRATION SESSION 3

### INTERVIEW WITH COPENHAGEN INSTITUTE OF FUTURE STUDIES

In the attempt of obtaining a feedback loop with foresight experts in the process of developing this paper, Copenhagen Institute of Future Studies was reached out to. Thus, an initial interview was planned at the end of the define & rethink phase. This specific timing was chosen to gain feedback, builds and advice on the insights selected to develop experiments upon. At the interview, an introduction of our project and achievements was performed to then allow for expert feedback on our possible next steps. A summary of the key recommendations and feedback are as follows:

- Focus on developing a few experiments rather than many, to allow you to be more thorough.
- A suggestion to do an experiment with a group of participants that represent the demographic of future generations in Copenhagen.
- An interesting area is the last step where citizens are allowed to have a say in what the buildings, when they are done, should be used for. This offers for both participation and foresight
- Maybe it is worth to consider citizens and local councils to be a part of budgeting. That way they are participating from the beginning and co-deciding which funds should be used for what. Budgeting is done years in advance and so the efforts of budgeting could easily be merged with foresight tools and methods.
- Suggestions to investigate Centre for Public Innovation and the Public Sector Innovation Scan for Denmark.

**DEVELOP & DESIGN**

## 4.3 DEVELOP & DESIGN

### 4.3.1 INSPIRATION SESSION 4

### INVESTIGATION OF “OUR FUTURES” GAME FROM THE NESTA REPORT

The scope of the project was to produce a valuable asset for municipal actors so they could explore alternative ways of planning and executing urban renewal projects, through a combination of service design and foresight. However, the concrete format of this asset had not been defined. Therefore, different formats were researched and tested to inspire what the outcome of this project might be. One of these were as follows.

The “Our Futures” game was discovered in the research phase. It has been created by Nesta in relation to the “Our futures: by the people, for the people” report. The game is stated to be playable for anyone wanting to dream up and create new, engaging ways to involve groups in thinking about the future. The game focuses its efforts on how one might involve more citizens in participatory practices, with key questions about e.g. emerging technologies to ask throughout the game (Our Futures Instructions Booklet, 2020). However, the intended experiments aim at citizen participation, therefore an initial test of the “Our Futures” games were established with non-design, non-futurist citizens to understand how citizens experience the game when it comes to understandability, complexity, difficulty, and ideation.

The game is structured with different levels of difficulty and for the purpose of testing it on citizens, the lowest level of complexity was chosen. The two other levels are directed at people with more experience working with design or futures. Therefore, the lowest level was most relevant. There were three participants in the test, two males aged 24 and 55 as well as one female aged 58.

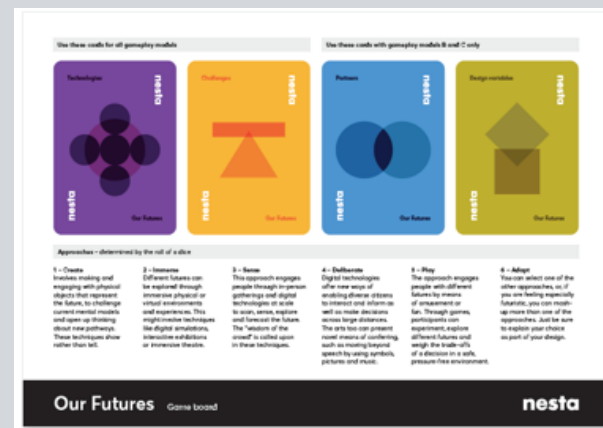


FIGURE 54 OUR FUTURES GAME BOARD

The game consists of a game board with four categories and an approach section that is decided by the roll of a dice. Since the lowest level of complexity was chosen, the participants only focused on technologies (purple) and challenges (orange) shown in figure 59.

The participants drew cards from a pile of selected cards for both the technology and challenge deck. The cards that did not fit the context of the project were discarded before the participants were given the deck of cards. The participants drew a technology card and a challenge card and had to ideate solutions about the future of an empty small island in Copenhagen located around cultural facilities and urban homes.

The participants drew the cards IoT as technology and the challenge card Rising Inequality. From these they started to discuss how this challenge might affect what to build on the Island. However, the participants struggled to connect the technology to the challenge. The ideas they generated with both the technology card and the challenge cards were bad scenarios in their minds and therefore they were reluctant to freely explore those ideas and built on them. Moreover, they struggled to stay within an open ideation mindset, which might be due to the poor introduction to the context provided by the facilitator. Even so, the ideas discussed by the participants revolved around

finding common ground for people of both high and low income and social status to ensure a sense of community and kinship between the residents and citizens having their daily lives at the given space.

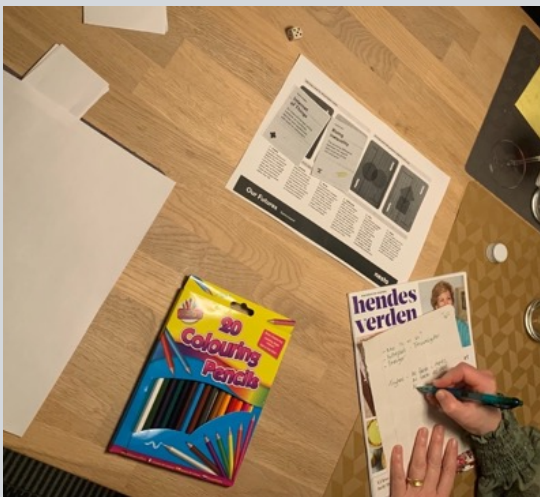


FIGURE 55 TEST OF 'OUR FUTURES' GAME

#### 4.3.4.1 LIMITATIONS OF TESTING THE "OUR FUTURES" GAME FROM THE NESTA REPORT

Before testing the "Our Futures" game, not much effort or time had been put into establishing the context and creating a well composed storyline to engage and immerse the participants in the context of the game. This proved to be a major barrier, resulting in the participants feeling uncertain about their role and tasks. To accommodate this, the facilitators should have prepared the context and storyline better for the participants. However, the test was created as a quick way to understand if people, without any prior knowledge of foresight and service design, would be able to understand the game, which the test showed was not the case. For the participants to engage properly in the game, the surrounding factors had to be established more in detail to help navigate them throughout the game.

The approaches that were chosen at the roll of a dice were unclear for both the facilitator and the participants, therefore they were taken away from the testing. This was partially done due to the language barrier and the intangibility of the approaches listed. The language barrier proved to be a barrier throughout the game. From this, it can be concluded that in order to fully engage participants in the game it should be translated into the native language of the participants to truly be participatory since the language requires a high level of English language skills. In conclusion, the test of the "Our Futures" game showed that it is a great starting point for participation. However, the challenges met during the test show that it might be better to use the game as inspiration for citizen participation rather than a one off.

## 4.3.2 CLUSTERS OF INSIGHTS AND OPPORTUNITIES ON A GENERIC TIMELINE

### 4.3.2.1 DEVELOPMENT OF A GENERIC TIMELINE FOR PUBLIC URBAN RENEWAL PROJECTS

A generic timeline of steps was developed to form the basis of a set of insights and considerations relevant for public actors working on other urban renewal projects. The generic timeline was established as a condensed version of the timeline of the Paper Island. Duplicates and overlapping steps were clustered into one generic step. Steps considered too specific for the Paper Island project were taken aside. The result was a generic timeline consisting of thirteen steps. For the sake of simplicity, steps which would appear several times within a public urban renewal project e.g., public hearings,

were represented as one step.

To ensure the possibility for the opportunity spaces to be translated into other decision-making processes within urban renewal projects, the timeline was streamlined and condensed into generic steps. Doing so, allowed the potentials for each step to be transferred more easily to other processes and projects within urban renewal projects. The aim was to allow the insights to bring value, not only to the specific case of the Paper Island, but to ongoing and future projects in the context of urban renewal, too.

Interestingly, the four steps selected in the potential grid, based on the opportunity to incorporate public engagement, were all represented in the generic timeline.

The generic steps of the urban renewal projects were shared with the key municipal actors, who also participated in the interactive interviews, so they could verify if the timeline was representative for public renewal projects in general. This was confirmed, with minor edits and suggestions for changes, which were integrated into the total of 12 steps.

### Steps specific to the Paper Island



### Generic timeline relevant for other public renewal projects

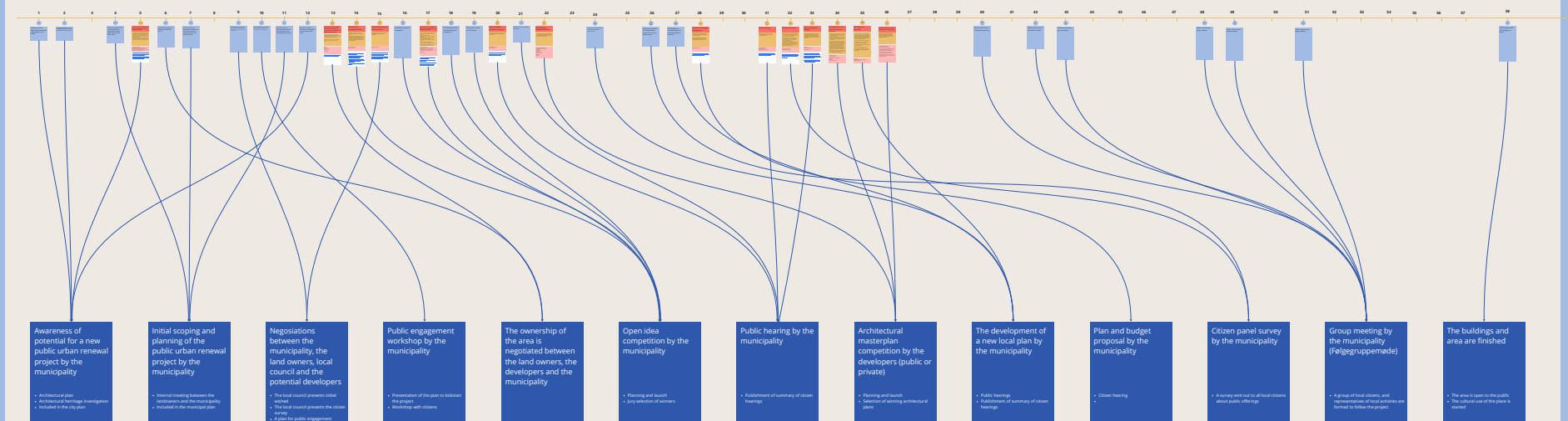


FIGURE 56 DEVELOPMENT OF GENERIC TIMELINE

#### 4.3.2.2 GATHERING KEY INSIGHTS FROM BOTH THE RESEARCH AND DESIGN PROJECT

Throughout the project, a diverse set of key information and insights was collected. The generic timeline was utilised as a structure to map the key information and insights up against. This synthesis was carried out to ensure the activation of key insights collected throughout the process, while mapping out the potentials by gathering perspectives from diverse datasets and data sources. The data was clustered based on the steps of the generic timeline and in sub-categories, to indicate the origin of the data source e.g., literature review or the mobile ethnography. Once the insights were identified and placed on the generic timeline, the amount of work done became apparent. The generic timeline consisted of a total of twelve steps and each step had between four and fifteen insights attached to it.

Considerations were made on how this material could be transformed into a valuable asset for municipal actors within urban renewal projects. The aim and vision for the project was to empower municipal actors to utilise more public engagement and to challenge the way they traditionally plan and execute urban renewal project. This was inspired by the encouragement we had received in communications with municipal actors, they had shared our interest in improving public engagement and bought into the idea of including both foresight and service design to achieve this. So, it was decided to develop a framework specifically tailored to municipal actors.

Based on the decision of making a framework, the process of rewriting all the

insights into questions to consider or be provoked by was carried out. This was done inspired by the format of the Governance Future Lab, which had proved to be a much-appreciated guide throughout the design process and in the interactive interviews. Due to a limited time left of this project, it was decided to be inspired by the format of the Governance Future Lab as a tested and usable format for the framework. However, the generic timeline of urban renewal project, developed in the design process, would still be utilised as the underlying structure of our framework.





### 4.3.3 FRAMEWORK SCOPE

To ensure the viability of the framework, scoping was critical to ensure the reasoning, the potential it opens up and the value it creates for the public actors in the municipalities, as well as the citizens and future citizens, by incorporating measures to bring these to the forefront in decision-

making processes in the context of urban renewal projects. To do so, a scoping exercise was conducted by posing and answering questions related to the framework such as who it is for, what it is, why should you use it, when can you use it, how does it work.

This exercise was conducted early on when scoping the framework but also updated throughout the development. The final version was later incorporated into the final framework, which can be found as the product report in the appendix.

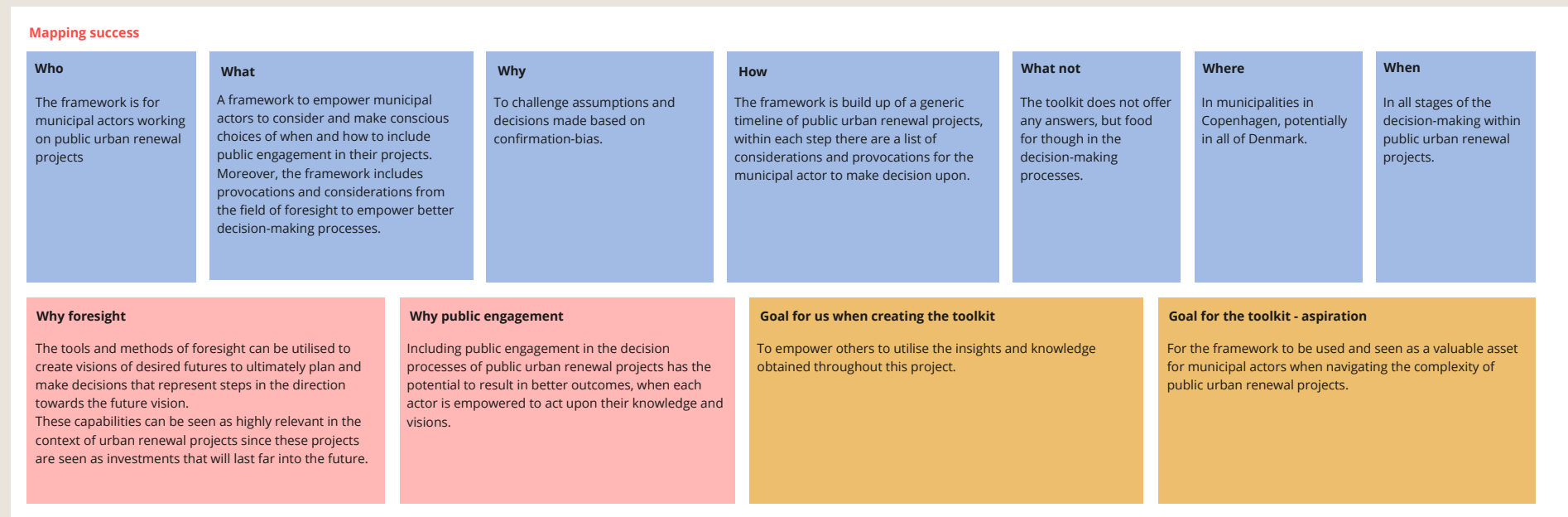


FIGURE 58 MAPPING SUCCESS FOR THE FRAMEWORK

## 4.3.4 SELECTION OF TWO STEPS TO DEVELOP EXAMPLES OF

It was decided to make two examples of how the framework could be utilised on specific steps within urban renewal projects. This was decided to both enhance the usability of the framework by providing inspiring examples but also to test if the questions indeed would provoke new thinking.

The two examples were naturally selected from the four areas defined as having the

most opportunities for public engagement, defined in the potential grid.

Each of the four steps were brainstormed upon to open up for new thinking on possible alternatives, builds or changes to the current structure. In regard to the selection of the four areas, each step was considered as an individual step, however upon further exploration it became apparent that the

steps could not be considered as individual steps in a vacuum, actions both prior and post should be included.

Thus, the names for the four steps were reconsidered to reflect the opportunity spaces identified within. This was also done to introduce more generic opportunity spaces that may be relevant to urban public renewal projects in general.

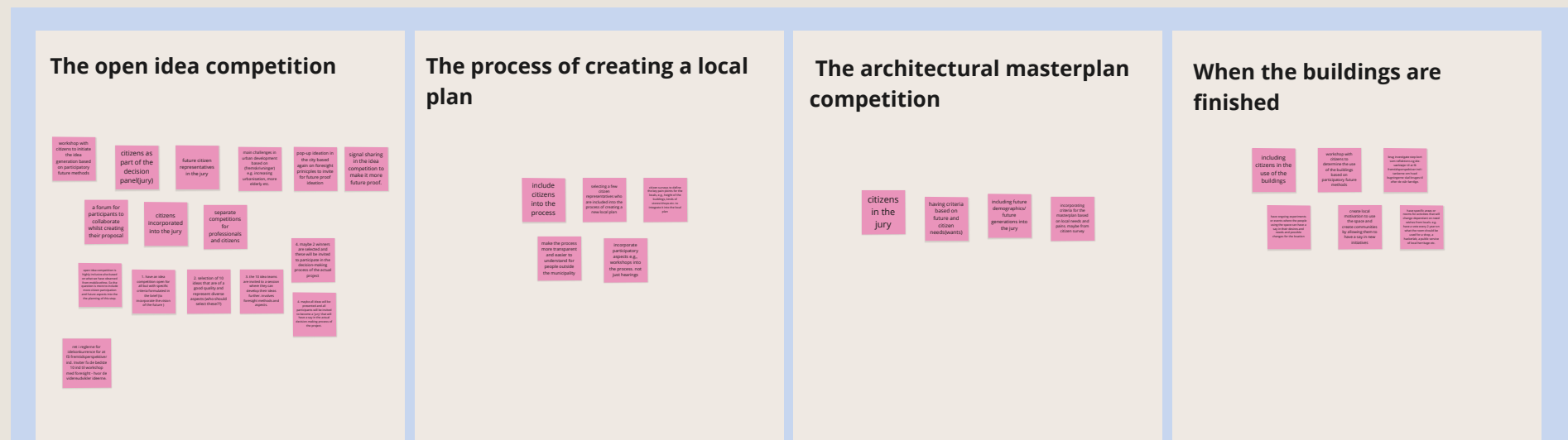


FIGURE 59 BRAINSTORM ON POTENTIALS FOR THE 4 STEPS

#### 4.3.4.1 POTENTIALS AND BARRIERS

The updated names and initial potential and barriers identified can be seen in figure 61. The step of the open idea competition and the step of when the building are finished offered the most potential and least barriers, and were thereby selected to produce examples of.

	The open idea competition	The process of creating a new local plan	The architectural masterplan competition	When the buildings are finished
Potentials	<p>The idea competition, and the way it was performed in the Paper Island project, was perceived as a great success. The actors interviewed in the interactive interviews had expressed a will to utilise open idea competitions in upcoming projects. The idea competition could thereby serve as a platform with potential to be moulded to incorporate more public engagement and foresight.</p> <p>Thus, this step could, through an update of the idea competition as a method, reach a higher level of foresight and public engagement, which in time could offer great value to a broad range of urban renewal projects.</p>	<p>Establishing or updating a local plan is taking place throughout all municipalities. It is a bureaucratic process with specific steps and procedures, which if updated has a great potential to incorporate both more public engagement and future perspectives.</p>	<p>The architectural masterplan competition is oftentimes used for urban renewal projects, as such, it offers great potential to open up for the public to gain higher stakes and for the process to become more transparent.</p>	<p>Several citizens interviewed in both the mobile ethnography, probe interviews and the interactive interviews have identified the time after the buildings are done as an obvious gap of potential. Up to this point, all decisions have been made on what the buildings and areas should look like, however, as soon as the construction is finished people move in and start to use or misuse it. Thus, the culture and way people make use of an area after the buildings and areas are done offers great potential. Such potential could be utilised through inclusive citizen forums or more explorative design processes.</p>
Barriers	<p>To incorporate the new suggestions and modifications of the idea competition, actors within governmental institutions would need to buy into the premise and to make actual use of the suggestions. Such actors were already aware of this project and had shared interest in the outcome.</p>	<p>To update such a complex process, internal actors with mandate for change would be needed, both to drive the change but also to present the procedures as they currently were. For the scope of this project, none of the above were included. Moreover, the included actors and citizens would need a clear understanding of the bureaucratic processes to understand the demands, time, and structures they would need to engage in to take part in this step. In addition, it would take a vast amount of time and effort to achieve such a project.</p>	<p>The owner of the architectural masterplan competition was, in this project and many others, private developers; thus, they do not necessarily have an interest in incorporating more public engagement nor foresight. In cases where the developers are governmental actors, it could be interesting to incorporate public engagement and foresight aspects into the competition criteria, however, this should lie before the competition itself. Thereby, the potential may be perceived as out of scope for this project.</p>	<p>The owners of the area or buildings, be that public or private, would need to buy into the idea of exploration to improve the cultural use of the area. To implement any change time, capital and efforts will be needed. Thus, the scope of this project may merely offer parts of this due to the short timeframe.</p>

FIGURE 60 POTENTIALS AND BARRIERS FOR OPPORTUNITY STEPS

### 4.3.5 CONSIDER THE MECHANISMS FROM THE DESIGN STEP

**COMMONS** Which forms of participation or engagement would support the values and desired goals?

- It is assumed that the framework will offer substantial support in enabling municipal actors to challenge their own biases and their usual way of working. However, this has been based on the communications with the municipal actors throughout this project, and not by directly asking them, which would be needed. By asking the municipal actors it would also be possible to get feedback on which formats they would prefer and if there are specific barriers. The framework would be a stand-alone asset, without any other support, the value proposed will be dependent on the municipal actor themselves actively using the asset. However, the value it proposes to all actors will be provided through a value map.

**MARKETS** Which offerings and experiences, inspired from different markets, could be introduced to engage citizens?

- Different formats have been investigated before choosing to develop a question-based framework. The other formats such

as games, design frameworks and foresight methods were considered to specific and locked in the format. The assumption, still to be confirmed by the municipal actors, was that the framework would need to inspire, provoke and open up for new thinking and not deliver any answers or set ways of doing things. The openminded format of the Governance Futures Lab had proved highly flexible and thought provoking throughout the design project and was therefore a great inspiration.

**LAW AND POLICY** What laws and regulations will strengthen the architecture of the process so that it supports citizens?

- This would be for public actors to answer since they have a stronger take on the legislation and regulations to abide by or utilise in this context.

**TECHNOLOGY** What technologies can be employed to improve governance, participation, or decision-making processes?

- The first iteration of the framework would be produced as a digital file that could be used digitally or printed out by municipal actors.

Technologies and other channels may be utilised for this framework, unfortunately, that was outside the scope of this master's thesis.

**BUILT ENVIRONMENT** What aspects of the physical environment could be designed or altered that would influence behaviour to reach the goals?

- An initial iteration of the structure and layout of the framework would be produced, however more iterations would be beneficial but again not possible due to the limited time of this project.

**CULTURAL NORMS** What medium could be used to influence the cultural norms of society to promote chosen value structure?

- The norms and ways of working of the municipal actors, who are the end users of this framework, were taken into consideration when developing the format of the framework. As mentioned above, it was considered highly important to develop a flexible and easy framework which eliminated as many barriers as possible for the municipal actor.

**DELIVER & PROTOTYPE**



To gain key insights into the different themes covered in the feedback session, the replies from the different actors were collected based on their connection to; the use of the framework, the format of the framework, the foresight elements and public engagement elements. Service design was not covered as a cluster on its own due to it being spread

across the entire framework, the format of a framework was considered a facilitation method to empower the end users to think for themselves, which was considered a core service design capability. Moreover, indications to represent the replies related to a barrier or a potential were made with circles in different colours. The data was

then clustered to uncover the key insights into potentials and barriers for each theme. The feedback and builds provided by the municipal actors were further clustered into the sections seen in figure 63. These were also used as guidelines in the development of the framework itself.

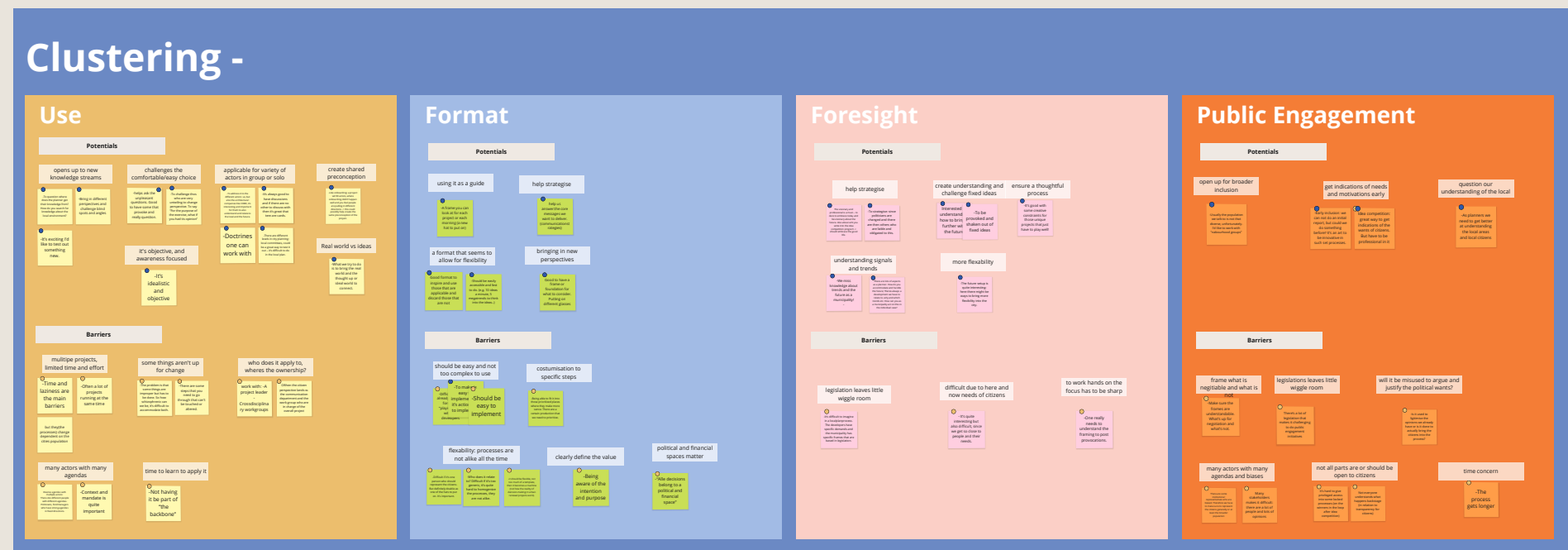


FIGURE 62 WORKING PROGRESS ON THE FEEDBACK INTERVIEW CLUSTERS



#### 4.4.1.2 KEY INSIGHTS

	Considerations on the use of the framework	Considerations on the format of the framework	Considerations on the elements of foresight in the framework	Considerations on the public engagement in the framework
Potentials	<p>The municipal actors see potentials in the use of the framework specifically in its ability to challenge the comfortable, easy choices that become part of the routine. To help ask the uncomfortable questions and challenge not only themselves, but those in the workgroup. They point to the potential it has to open new streams of knowledge by addressing different perspectives and angles on decision-making processes in the urban renewal context. They find value in the way, it allows for individual use and use in group settings, where it can help align project focus and efforts and create a shared preconception.</p>	<p>The main potential the municipal actors point to regarding the format is how it opens up for flexibility in the use. That it is possible to browse through them and choose those which are of most importance or concern to the specific case, thereby using it as a guide to help strategize what to deliver while bringing to light new perspectives to consider and create the foundation of the decisions based on.</p>	<p>The municipal actor's curiosity arose when foresight was mentioned. They saw a great potential in the implementation of trends, drivers, and signals in their work, however it is the way to approach it which matters. They believed it would be valuable to bring foresight in as a strategic tool, to challenge e.g., the political pull to ensure long term focus and vision. Furthermore, they found it to be an accessible way to be shaken out of preconceived and fixed ideas to use it as creative constraints with room for flexibility.</p>	<p>The municipal actors point to the main potential concerning public engagement to be the way it could bring indications of the needs and motivations of citizens into the process early on. That it challenges them to question their understanding of the locals and local community in a way that they might not have done otherwise or in such detail. Thereby also opening the process to include a broader spectrum of citizen perspectives since those who are included cannot always be said to be representative of the broader population.</p>
Barriers	<p>The main concerns of the municipal actors in the use of the framework points to the limited time and effort they have in their workday and workstreams to implement new ways that they need to learn to use and implement properly. Moreover, the number of actors involved in these processes mean that many people need to be aligned so if no one poses the mandate to implement it, it might prove challenging for it to bring any actual change.</p>	<p>The main concern of the actors was that the framework might be too complex for them to apply relatively easy in their process. Their processes are not alike, even though some steps in them are quite set. Therefore, a barrier for the format of the framework is its flexibility, fast readability of it and understanding of the intention and purpose of each of the parts in the framework.</p>	<p>The municipal actors point to legislation as a key barrier. It leaves little room to operate within since there are a lot of specific frames and regulations to navigate in. Moreover, they pointed to the citizens present bias as a key barrier.</p>	<p>The main barrier they point to is the fact that not all parts of the decision-making processes are or should be open to the public, that citizens couldn't and shouldn't navigate in the legislation and the complex structure of the municipal system in that way. However, the frames of how, why, and when they are able to be included should be clearly communicated to them. Moreover, the municipal actors' pointed to the complex interconnection of actors in urban renewal projects to be a key barrier to open up to public engagement since there are a lot of specific agendas and biases at play. Therefore, a concern about using public engagement to justify political or specific actor agendas in the name of the citizens arose.</p>

FIGURE 63 FEEDBACK INTERVIEW CLUSTERS

## 4.4.2 VALUE MAPPING

In the feedback sessions, the barriers and potentials were highlighted by the four actors participating, which led to the continued development of the framework. Moreover, it validated and strengthened the proposed value of the framework. Allowing the feedback session to bring the municipal actors motivations of use to the forefront while providing deeper insights into the value a framework like this has the potential to bring not only to these actors, but the network of actors involved and affected by decision-making processes within urban renewal processes. Based on the key insights into the barriers and potentials of the use and format of the framework, not to mention the elements of foresight and public engagement, a value proposition was developed to bring the framework closer to the everyday of decision-making process in urban renewal and bridging the gap between idea and action.

Obtaining insights into the value it creates for the citizens was proposed by comparing the insights of the mobile ethnography and

the probes to understand their motivation and the barriers they highlight with the framework. Doing so revealed the main value propositions from a current citizen perspective. To investigate the proposed value on an institutional level for the municipality, questions from the framework to evaluate participatory futures (Ramos, 2019) were used to investigate the proposed value on the institutional level and clarifying the impact, moreover reflections from the feedback sessions with municipal actors were integrated to differentiate the municipal actor's value vs the value of the municipality as an institution.

To map out the proposed value of the professional actors within urban renewal projects e.g., architectural firms, developers, and entrepreneurial companies, insights from the feedback sessions were used. Since actors representing these interests did not respond to the invitation to participate, the value proposed was based on information supported by the other actors involved in these complex decision-making processes

who have second-hand, and likely biased knowledge of the motivation and desires of these actors. We acknowledge that the collection of these diverse actors into one actor network in the value map does not represent the varying values these actors might find by using this framework, however, due to the limited insight into their perspectives in urban renewal projects and for the purpose of creating as few unfounded speculations as possible, these actors are collected into the actor network of "Professional actors within urban renewal projects". With public engagement being a key concept in the framework, the citizens, municipal actors, professional actors within urban renewal projects and the municipality as an institution are key actors to include in the value map. Since foresight is the other key element of the framework, society and planet, the municipality as an institution and future citizens are included to propose the value of foresight on an individual, institutional and societal level.

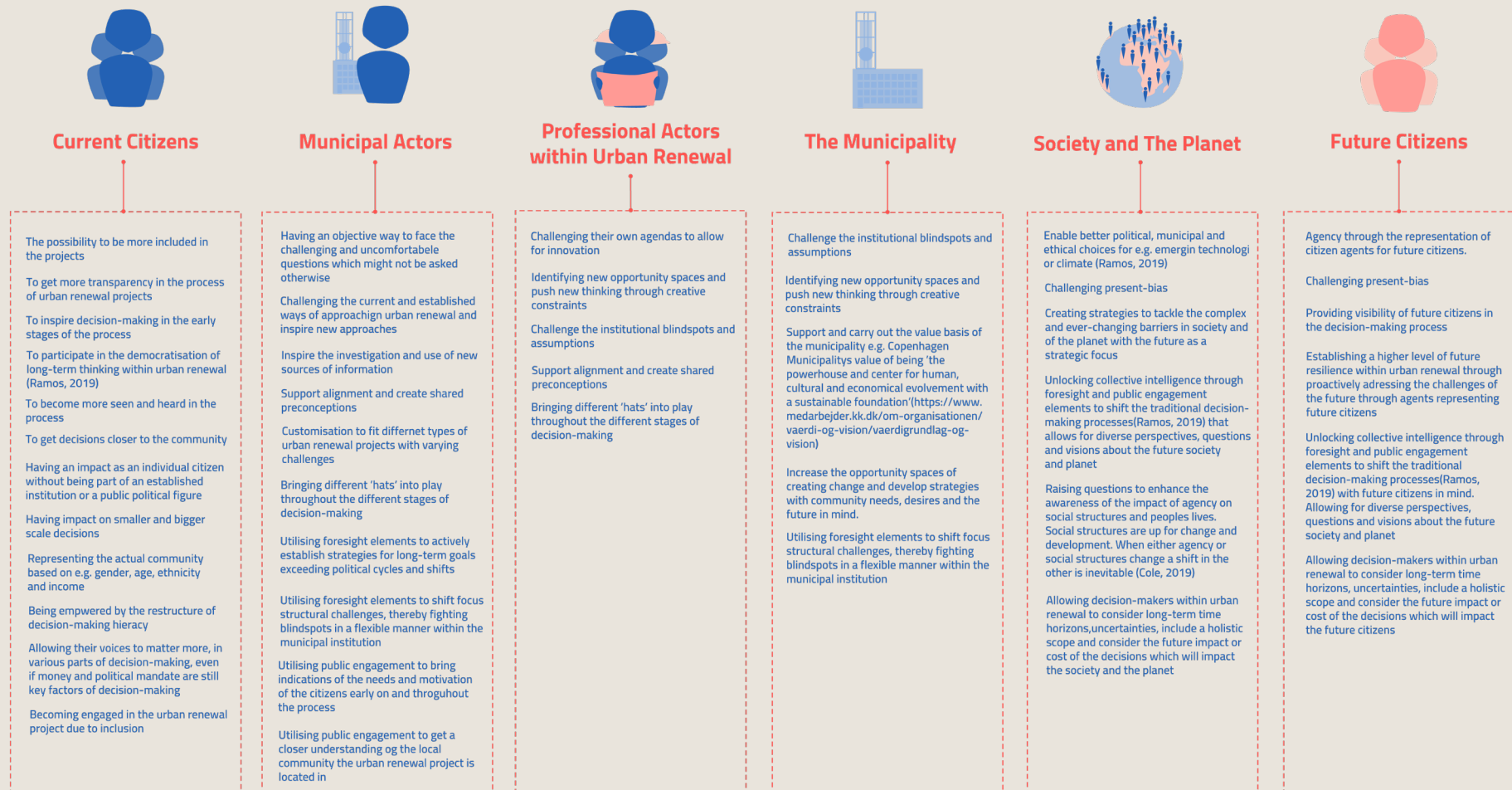


FIGURE 64 VALUE MAP

### 4.4.3 TEST OF THE FRAMEWORK ON STEP: THE IDEA COMPETITION

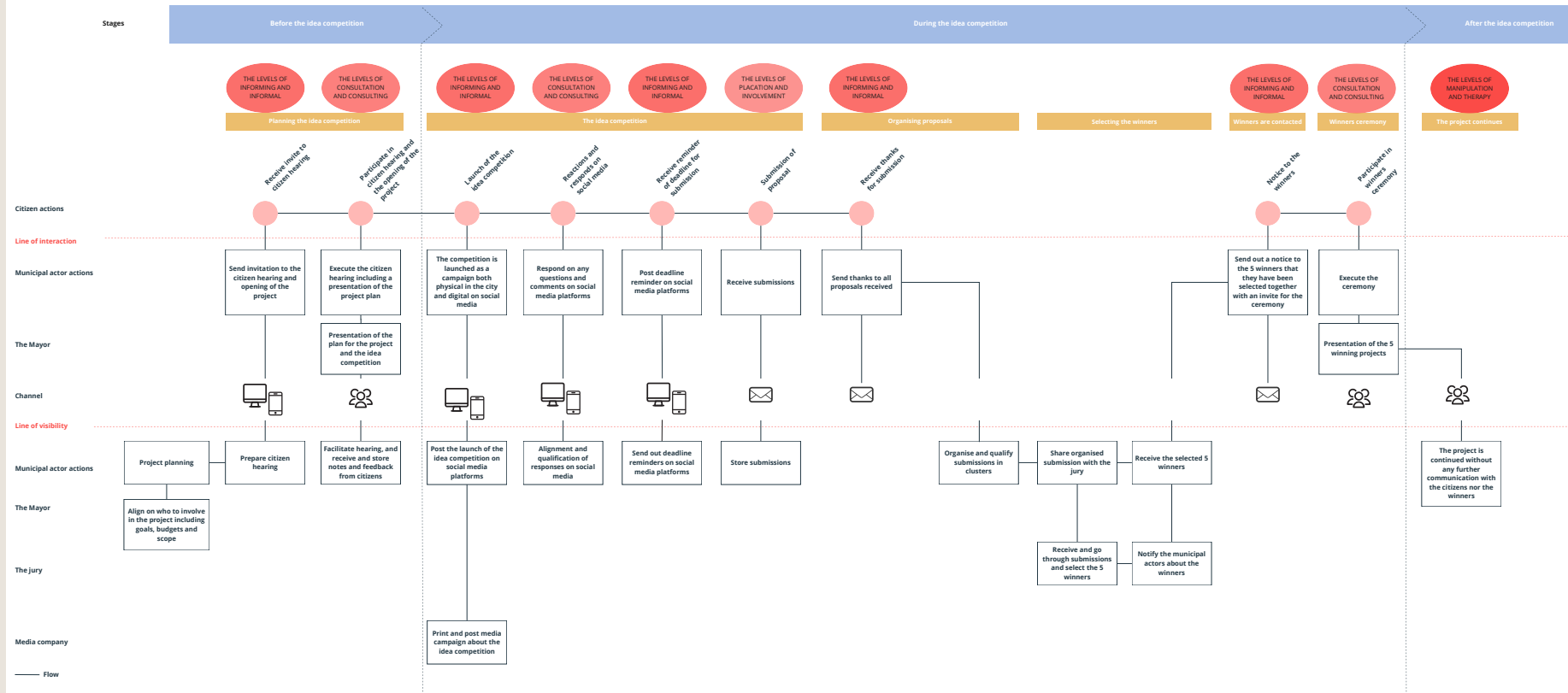
#### 4.4.3.1 SERVICE BLUEPRINT OF STEP: THE IDEA COMPETITION

To get an overview of the opportunity areas and pain points within the open idea competition, it was decided to utilise the service design method of blueprinting (Shostack, 1982). For the sake of making suggestions for change relevant to other public urban renewal projects, the whole process of the open idea competition was mapped out, including before, during and after. The blueprint method made it possible to map out key actors involved, the communication channels and when citizens were involved through touchpoints. The idea competition was mapped out across several steps in the timeline; thus, it was placed on several of the levels of participation. Based on the blueprint, it was beneficial to revisit the levels of participation, to mark each stage of the blueprint on a level. It was assumed

that this exercise would enable reflections about the potential of the framework and how much the public engagement could be improved in this specific stage. As seen in figure 65 each touchpoint with citizens has been identified on a level of participation. Most of the touchpoints within the open idea competition are within the levels of consultation and consulting or informing and informal. The touchpoint where citizens submit their proposals was defined as the level of participation and involvement. Lastly, the lack of a touchpoint after the winner's ceremony was marked as the level for manipulation and therapy due to the winners being entirely excluded at this point. The chosen levels may appear harsh, however, each selection was based on a thorough discussion, where details

from the interactive interviews were taken into considerations. There may have been more citizen involvement than identified here, however, these decisions can only be made based on the research and accounts available. As an example of this, it has not been possible to find any written materials from the scoping for the workshop, thus this step is presented and measured solely on the personal records of actors in the interactive interviews. Moreover, the service blueprint does not account for the internal structure and processes between different actors within the municipality, obtaining the knowledge needed to include that in the service blueprint goes beyond the scope of this project, additionally, the aim is to make the blueprint generic to make it relevant for other projects and other municipalities.

## Step 13: The open idea competition



THE LEVEL OF CITIZEN CONTROL

THE LEVELS OF DELEGATION AND EMPOWERMENT

THE LEVELS OF PARTNERSHIP AND CO-CREATION

THE LEVELS OF PLACATION AND INVOLVEMENT

THE LEVELS OF CONSULTATION AND CONSULTING

THE LEVELS OF INFORMING AND INFORMAL

THE LEVELS OF MANIPULATION AND THERAPY

FIGURE 65 BLUEPRINT OF STEP 15

FIGURE 66 BLUEPRINT SYMBOLS FROM LADDER OF PARTICIPATION

#### 4.4.3.2 DEVELOPMENT OF OPPORTUNITIES FOR CHANGE OF STEP: THE IDEA COMPETITION

The service blueprint created a good overview of the entire step which made it possible to ideate on the different touchpoints and stages within the specific step. From this the developed framework was utilised to consider the different opportunities for changing. The relevant framework step included the provocations, considerations, and recommendations which can be seen in figure 67.

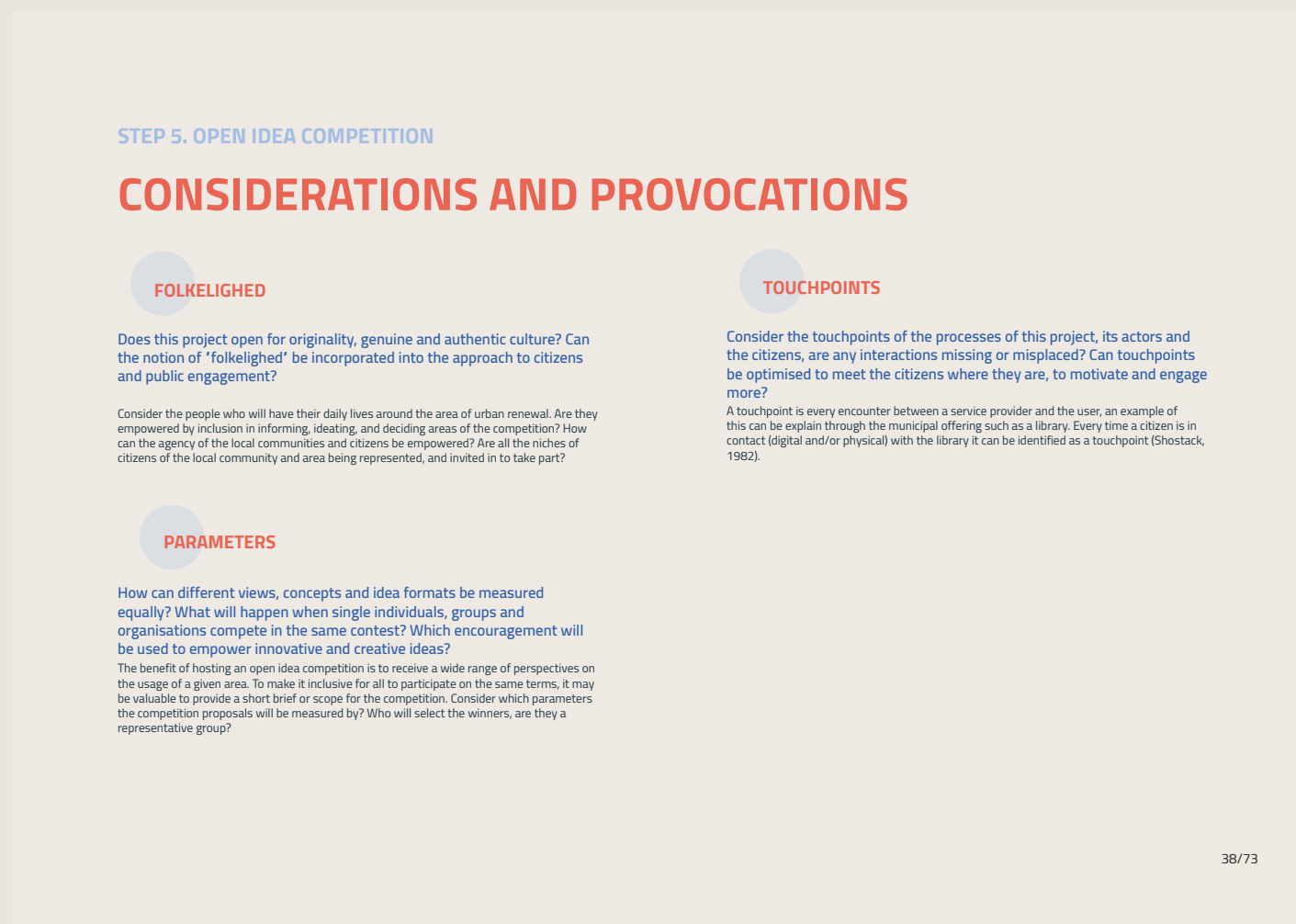


FIGURE 67 FRAMEWORK FOR STEP 5 THE OPEN IDEA COMPETITION

## STEP 5. OPEN IDEA COMPETITION

# RECOMMENDATIONS

### METRICS FOR SUCCESS

Metrics for success are critical to establish to both be able to measure the success of a service as well as for the decision-makers to align on the wanted outcome and success of the project. Providing a measurement tool or explicit guideline for measurement to determine how successful or unsuccessful values of the project are being represented can be done in multiple ways. One of these is by establishing a success criteria grid to define success. Further information can be found here: <https://www.servicedesigninstitute.com/wp-content/uploads/2019/01/success-criteria-grid.pdf>

### EXPLORATIVE FUTURES

The explorative approach to the future has a focus on speculations of what might or could happen in the future. Consider how the public engagement workshop could become a forum for thinking about the future of the area as its own, not defined by either the past nor the present. The explorative approach focuses on speculation of what is possible in the future. It does not focus on the past or present but the possibilities of the future. Applying an explorative approach towards futures can be done through scenario building. Further information and knowledge about how to build possible scenarios for the future can be found here: <http://foresight-platform.eu/community/forlearn/how-to-do-foresight-methods/scenario/> and <https://www.iftf.org/what-we-do/foresight-tools/scenarios/>

To establish the suggestion for a new and improved service blueprint, the developed framework was used. The questions and recommendation guided the ideation and development of the suggested service blueprint, keeping in mind the parameters of foresight and public engagement. Some of the considerations are summarised in the following, whereas the final example of the suggested new open idea competition step will be presented later and as an example in the framework itself.

The provocations helped identify the scoping process of the idea competition as a focal point. This part of the idea competition step had great potential to activate the local actors, to provide agency to them and to ensure inclusion in establishing the values the idea competition should be based on. To address the “Folkelighed” provocation, a suggestion to incorporate representatives of future citizens in the scoping was proposed. This was done to ensure the agency of future generations. Addressing the “Parameters” consideration with the question “Which

encouragement will be used to empower innovative and creative ideas?" the idea of presenting the participants with ways to explore signals and choose which of these could guide the metric for success; the values of the idea competition. "Metrics for success" were considered when adding citizens voices into the jury and into the parameters of the objectives or scope of the idea competition.

An idea to address the considerations of "values" and "parameters" were proposed by adding in a 1-day workshop before the winners were selected. This was proposed for the winners to further develop the ideas with the future citizen perspectives, signal awareness and values be incorporated into the core of the ideas before choosing the final winners. "Touchpoints" were considered through the visualisations of all touchpoints in the service blueprint of both the before and proposed step. Inspiration was drawn from other parts of

the framework too, to ultimately propose an example that could inspire more broadly e.g. adding a citizen representative into the mix to ensure the citizen perspective throughout, having a citizen representative as part of the jury who does not have political agendas etc.

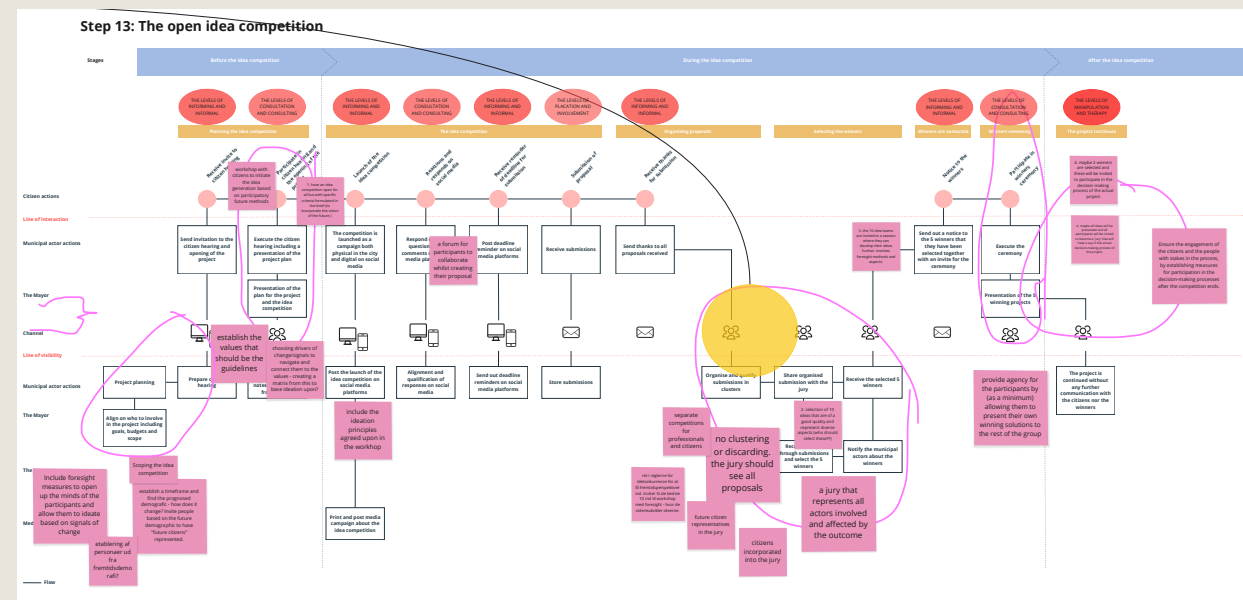


FIGURE 68 OPPORTUNITY AREAS WITHIN THE BLUEPRINT OF STEP 15



#### 4.4.3.3 DESIGN OF SUGGESTIONS FOR STEP: THE IDEA COMPETITION

To implement the suggestions based on the provocations and considerations of the framework, new actions and roles were added on both sides of the line of visibility. The biggest section was added in the scoping of the idea competition to raise the level of participation in the early stages. By doing so, stages that formerly were part of the backstage processes are now, in the suggested service blueprint, part of the frontstage processes, providing more transparency about the process to the citizens, allowing them to actively engage and thereby raising the levels of participation to a higher standard.

##### **Opportunity for foresight**

Specific initiatives were added to ensure the implementation of foresight principles in the scoping process. One major factor

was the implementation of future citizens as part of the scoping workshop. This implementation was based on the study by Uwasu et al. where citizens were prompted to represent future generations in decision-making (Uwasu et al., 2020).

Moreover, an introduction to signals within the sphere of urban renewal was added to provide citizens with the necessary inspiration for innovative ideas to guide the establishment of values for the idea competition.

##### **Opportunity for public engagement**

The major initiative to promote public engagement was to establish a scoping workshop with citizens to develop the core values for the idea competition and the continued development. By doing so, the

level of involvement increases to the level of partnership and co-creation in the scoping part of the step.

An extra step to ensure the level of partnership and co-creation is maintained is to establish a workshop to further develop the ideas, thereby allowing the citizens who were selected to actively take part in the refinement of the ideas. Bringing their ideas, competencies and creativity into play again, while also ensuring the ideas are aligned with the values that were defined by the scoping of the idea competition.

To reach an even higher level of participation, the suggested blueprint enables the winners of the idea competition to not be excluded from the process after the idea competition takes place, thus raising the level of participation to the level of delegation and empowerment.

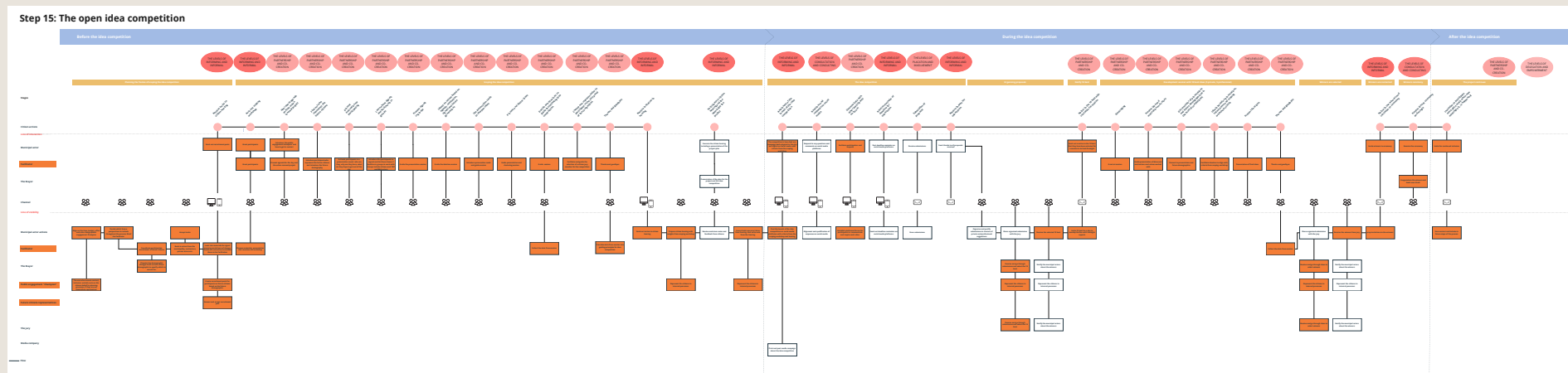


FIGURE 69 BLUEPRINT OF THE STEP: THE IDEA COMPETITION

#### 4.4.3.4 LIMITATIONS OF THE TEST OF THE FRAMEWORK ON STEP: THE IDEA COMPETITION

The service blueprint was established based on the framework and has not been iterated on with the actors involved.

However, the opportunity spaces and the interest in foresight indicated in the feedback sessions suggested an openness to test things out and to seek out new information and suggestions on how to implement

changes based on the framework's provocations, which this experiment is an example of. However, due to time limitations and the scope of the project this experiment was not further developed or validated with the actors working with urban renewal projects.

#### 4.4.4 TEST OF THE PROVOCATIONS AND CONSIDERATIONS FRAMEWORK ON STEP: THE BUILDINGS ARE DONE

##### 4.4.4.1 BLUEPRINT OF STEP: THE BUILDINGS ARE DONE

The blueprint method was utilised again on this step, however, it quickly became evident that this step was not as much about developing the process and different touchpoints, as it was more about exploring options. It had not been possible to find any plans for when the buildings and area of the Paper Island would be finished. Thus, it appeared to be a blank canvas for us to experiment upon. From the insights it became evident that it takes a long time before an urban renewal project can be integrated into cultural and communal use of citizens. The opportunity space for this step could then be to allow citizens to imagine the use of the public area themselves. To empower citizens to shape and use an area based on the communities and cultures already in place instead of inventing new ones altogether.

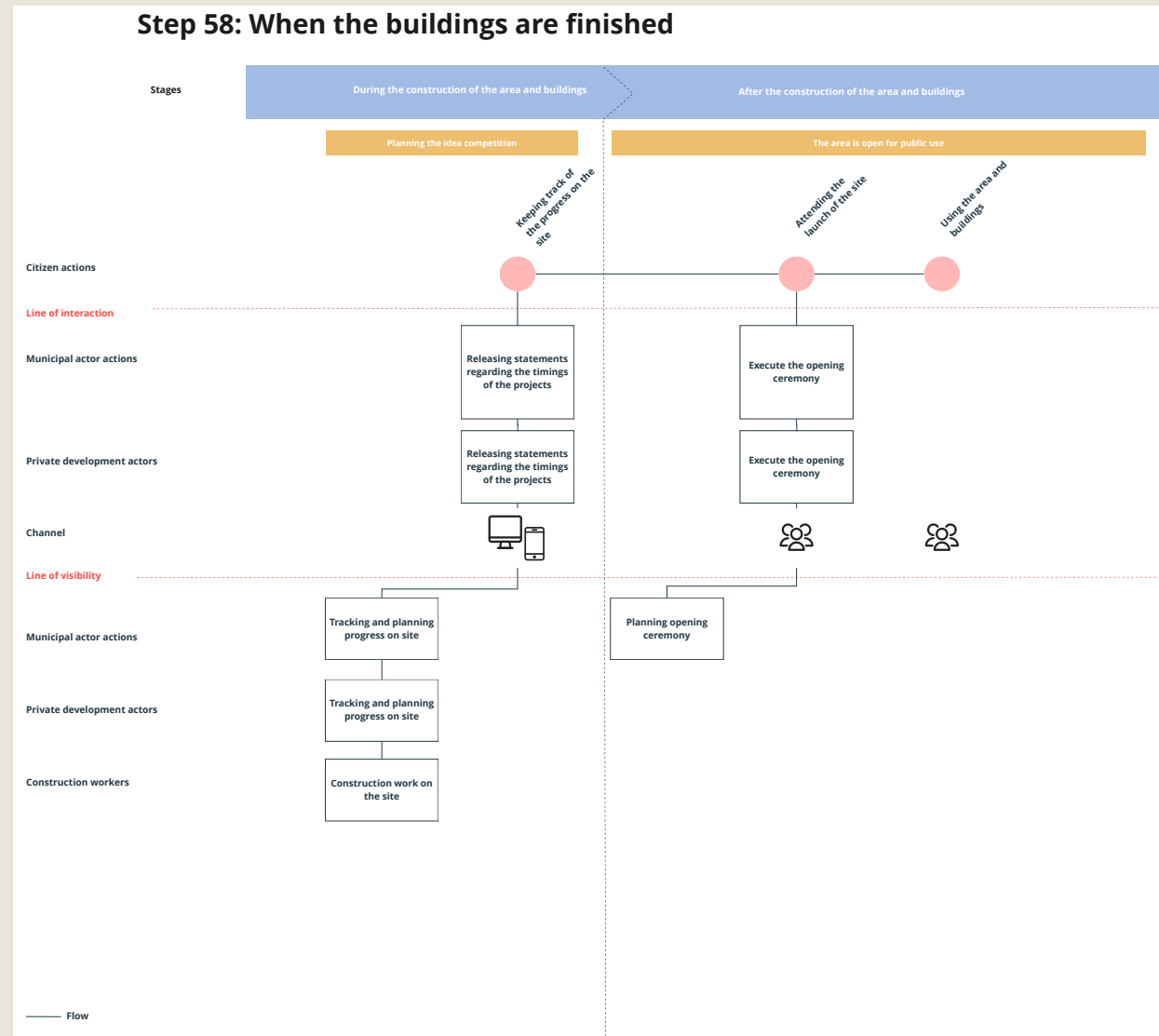


FIGURE 70 BLUEPRINT OF STEP 58

#### 4.4.4.2 DEVELOPMENT OF OPPORTUNITIES FOR STEP: THE BUILDINGS ARE DONE

Figure 72 presents the provocations and recommendations for the last step in the developed framework. These were utilised to develop suggestions to experiments on how to engage the public in providing suggestions and feedback on the public area once it was finished.

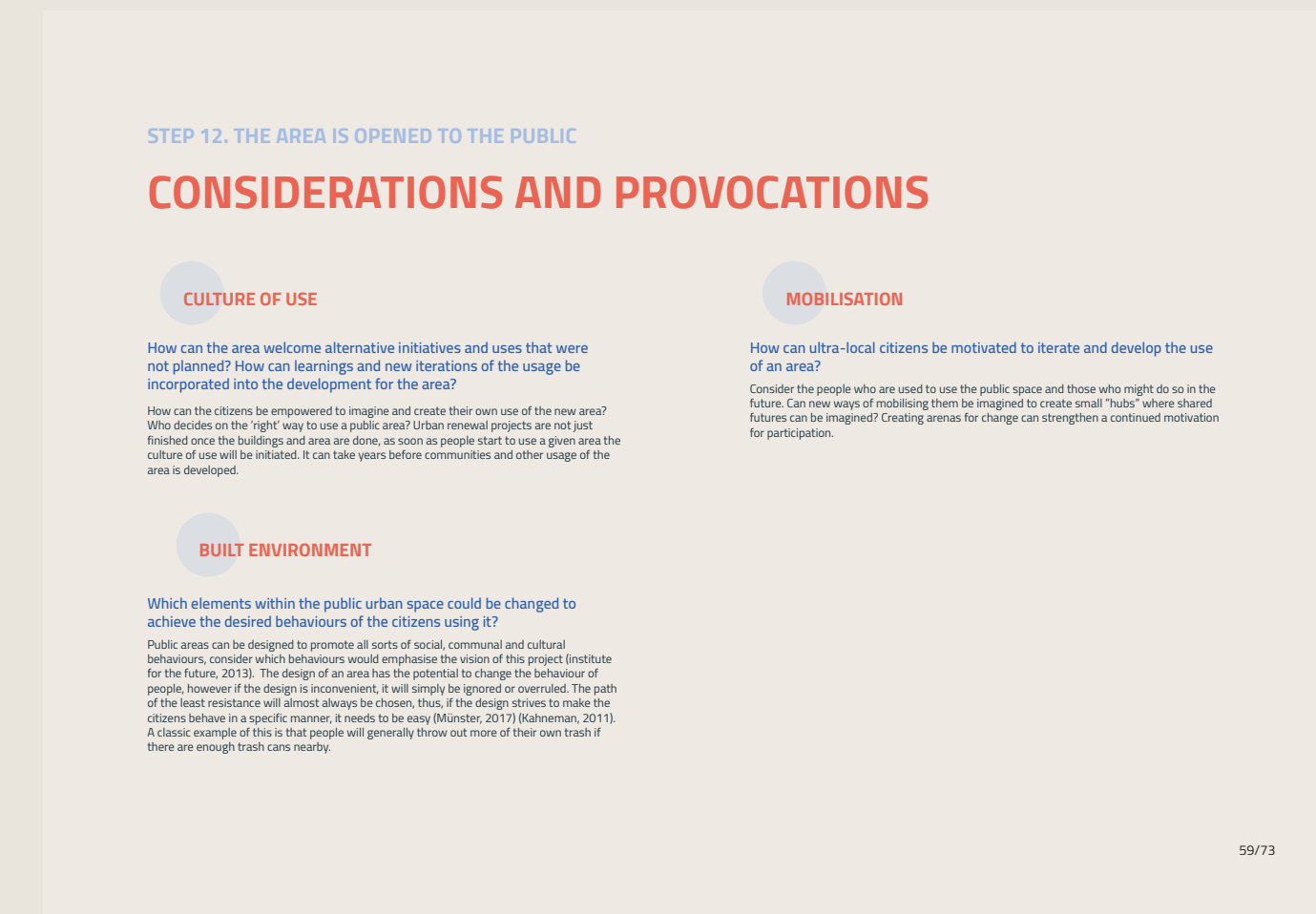


FIGURE 71 FRAMEWORK FOR STEP 12 THE AREA IS OPENED TO THE PUBLIC

## STEP 12. THE AREA IS OPENED TO THE PUBLIC

# RECOMMENDATIONS

## MULTI-CHANNEL ENGAGEMENT

Evaluating a project can empower learning and knowledge to make the next project even better. The framework for evaluating participatory futures may inspire the process of evaluating the public urban renewal project (Ramos, 2019, p. 46).

INDIVIDUAL	COMMUNITY	INSTITUTIONAL
How did participatory futures deepen individuals' understanding of emerging issues within the context?	How did participatory futures support creative exploration of the challenges facing the community?	How did participatory futures reduce institutional blind spots? What assumptions were challenged? How?
How did participatory futures engender a greater sense of responsibility for the future among individuals?	How did participatory futures help the community target opportunities for change?	How did participatory futures help the institution identify new opportunities?
How did participatory futures shift awareness of the future (temporal, optimism, agency) among individuals?	How did participatory futures create a more positive vision for the community?	How did participatory futures enhance the institution's purpose?
How did participatory futures make citizens feel more involved in decision-making?	How did participatory futures create a more inclusive vision for the community?	How did participatory futures generate more inclusivity/ diversity with respect to the institution's purpose?
How did participatory futures foster individuals' agency in strategizing about the future?	To what extent did it increase social cohesion?	How did participatory futures expand the number of options for creating change that were considered by the institution?
How did participatory futures promote greater ownership among individuals over change processes (e.g., strategic planning)?	How did participatory futures help the community to identify strategies for change?	In what ways did participatory futures help align institutional strategies with community needs and desires?
How did participatory futures foster individuals' agency in creating the future?	How did participatory futures help align community values and aspirations with stated priorities?	In what ways did participatory futures make the institution's actions more effective?
How did participatory futures generate public value for individuals? What does this mean in this context?	How effective were the strategies for initiating change?	How did the participatory futures improve trust in the institution?
How did participatory futures help to change individual behaviours?	How did participatory futures help the community to mobilise citizen energy and resources for social change and sustainability?	How did participatory futures help the institution to identify blind spots and opportunities with respect to the prototype?
How did participatory futures support individuals to explore the impacts of this prototype on the life of themselves and their families?	How did participatory futures help make the prototype more reliable or desirable for the community?	How did participatory futures help make adoption or rejection of an idea by the institution more effective/easier?
How did the participatory futures experiment help the exploration of individual values and aspirations?	How did the participatory futures process generate feedback from the community that led to changes or different decisions?	How did participatory futures help the institution improve its quality of engagement with citizens?





FIGURE 73 FUTURE CONES AND POSTCARDS PROBE EXAMPLE

Future cones and postcards, evolved from a simplification of the PPPP model (Dunne & Raby, 2013). Here, an experiment was developed through the idea of allowing citizens to consider probable, plausible, possible, and preferable benefits and uses of a given public urban renewal project.

## Draw the activities that would bring you value

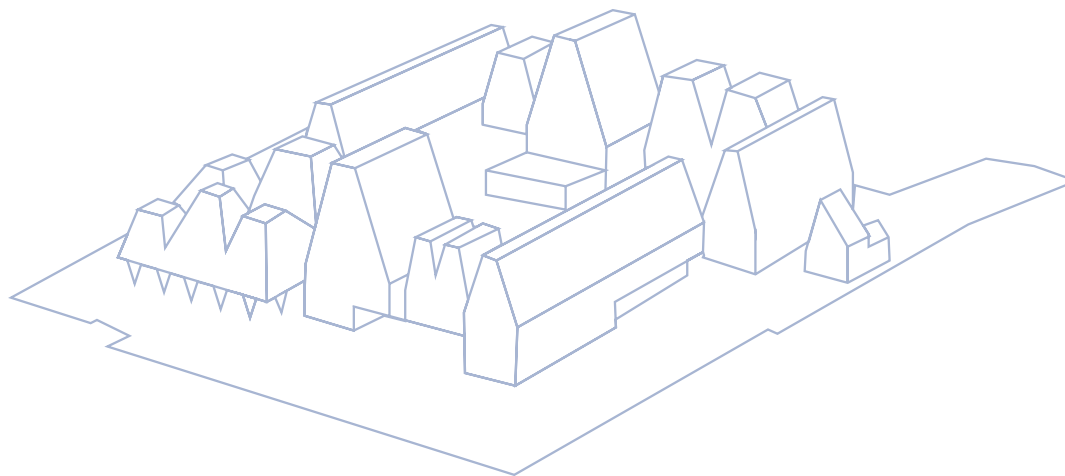


FIGURE 74 FUTURE USE AND DRAWING PROBE EXAMPLE

Future use and drawing were an idea about provoking new thoughts through creative expression. By inviting citizens to draw on the new areas and buildings of the Paper Island, they might come up with new ideas of what would bring value to them. It was developed through the notion of small modifications could be identified which offered a great potential for a higher perceived value by the citizens.



POSITIVE	NEGATIVE	INTERESTING
<p>Describe the things on the Paper Island which offer positive value for you</p> <p>Write your answers here...</p>	<p>Describe the things on the Paper Island which offer negative obstacles for you</p> <p>Write your answers here...</p>	<p>Describe the things on the Paper Island which have unused potential</p> <p>Write your answers here...</p>

FIGURE 75 VALUE AND GUIDING PRINCIPLES PROBE EXAMPLE

Lastly, a cluster about the value and guiding principles was made. This experiment was developed through the notion that citizens should have a possibility to express feedback and builds on which parts on a public urban renewal project that brings value to them, and which parts may need to be tweaked. The citizens using a specific area would have a better foundation of knowledge to determine what may bring positive and negative value and which areas are open for new developments.

#### **4.4.4.3 LIMITATIONS OF THE TEST OF THE FRAMEWORK ON STEP: THE BUILDINGS ARE DONE**

No testing was done for the three prototypes, they were purely based on capabilities and past learnings of how probe interviews and templates work. These are made as examples for the purpose of the framework. However, it would have been beneficial to test the examples.

## **4.5 INTRODUCTION TO PRODUCT REPORT**

## 4.5 INTRODUCTION TO THE PRODUCT REPORT

few examples of how service design and foresight has been interconnect have been established. However, in the context of urban renewal projects these ways might not be viable to implement, due to the complexity of the problem area and the level of futures literacy of the involved actors. This thesis proposes a framework, which focuses on provocations and critical considerations as the most feasible means to harvest the benefits of the conjunction of foresight and service design to strengthen public engagement in decision-making processes. It proposes to consider timely, nuanced insights for decision-making across sectors and scales, particularly in times of uncertainty (Wood et al., 2021). This was strengthened through the feedback sessions of the framework, where each actor independently highlighted the barrier of time and flexibility due to complexity, and the need for these measures to easily be adapted and integrated into busy

workstreams with multiple projects at the same time with varying levels of difficulty. In addition, the format of posing provocations to navigate and challenge decisions was carried out with success on both public- and private actors within urban renewal projects.

This framework endeavours to challenge assumptions and decisions based on 'autopilot', unconscious choices, and hidden biases. The framework does not offer any answers, but rather food for thought in the decision-making processes. It does not state to know the exact formula, though it provokes to establish a consciousness to the decisions made throughout the steps of urban renewal projects and suggests resources for elements worth implementing or reflecting upon.

The framework is developed to empower the actors within municipalities to make informed decisions, considering not only

the present but the future impact of the decisions being made today and how this might help them navigate the complexity of urban renewal projects. The provocation within the framework draws on the notion of collective knowledge and intelligence that provide pluralistic inputs and nuanced insights for decision-making processes. Much like the study of Wood that showcases the power of collective foresight to charter robust pathways by engaging diverse communities that illustrate the power of collective foresight (R. Wood et al., 2021). Recommendations are also provided as additional support in to further enhance public engagement initiatives inspired by service design and foresight. The framework does so by including provocations and considerations from the field of foresight to empower better decision-making processes, as well as bringing consciousness to the choices of when and how to include public engagement in their projects.

# 5.0

# DISCUSSION

This chapter presents discussions, key findings, reflections, and learnings of the design project in the context of the research question. It further consists of reflections on the overall design process and the achieved outcome.

This chapter consists of the following sections:

- 5.1 Reflections on the basis of the design process and the problem statement
- 5.2 Reflections on the project focus and the research question
- 5.3 Reflections on the learnings objectives

## 5.1 REFLECTIONS ON THE BASIS OF THE DESIGN PROCESS AND THE PROBLEM STATEMENT

### 5.1.1 COLLECTIVE INTELLIGENCE

Collective intelligence refers to ways to establish robust paths towards the future, by bringing in diverse perspectives of communities in order to better understand systemic challenges, anticipate risks and opportunities to disrupt the present (Wood et al., 2021). Through the design process, the different actors were mobilized in various ways, though none of these ways were by bringing them all together. Bringing them together in such a manner would have brought the collective knowledge of the actors with stakes in urban renewal projects together, to strengthen this knowledge through sharing and building on perspectives and nuances. However, with the time restriction of the thesis creating the space for this level of participation

of actors would have required intense efforts in the planning processes to align the calendars of different actors, including citizens, which proved difficult even when scheduling interviews individually with the actors. Therefore, the collective intelligence was explored individually and then clustered through multiple rounds of data comparison to harvest the benefits of collective intelligence to provide timely, nuanced insights for decision-making across scales especially in uncertain times (Wood et al., 2021). It can thereby be argued that collective intelligence was still utilized in the design project to strengthen the impact and insights of the citizens, public- and private actors.

### 5.1.1.2 AGENCY AND AGONISM AS GUIDING PRINCIPLES TO ESTABLISH COLLECTIVE INTELLIGENCE

Agency and agonism have been key terms throughout the design project and have been used as guidelines throughout the process to ensure actors with stakes in urban renewal projects have agency. By utilising these key terms, the collective intelligence is developed through the ongoing use of service design practices. Service design has been identified to have the capability to facilitate collective intelligence in diverse groups to enable change. Specifically due to the disciplines use of agonism and agency as key means of empowering participants through facilitated arenas so the citizens themselves can imagine and create their own future (Munthe-Kaas & Hoffmann, 2017) (Björgvinsson et al., 2010). Thereby, using the notions of agency and agonism as key elements of service design to encourage and mobilise the identified actors to participate in the process and provide their diverse perspectives and nuances to a collective pool of information. Different public engagement

tools were utilised to collect perspectives from citizens, public- and private actors in relation decision-making processes in urban renewal projects. However, the agonistic approach of bringing actors together in ways that allows for opposites to meet and find constructive dialog was not utilized through the process. Due to the beforementioned time constraints and difficulty in scheduling, this was not carried out as workshops or dialog-based sessions between conflicting actors. Even so, the value of agonism to allow opposites to find ways for their conflicting perspectives to come together in constructive, imaginative discussions that open up for innovation, was carried out by the continuous layering of insights and perspectives throughout the design process to ensure the dualities and contradictory perspectives to be connected. Moreover, in the decision-making processes of the Paper Island agency was only given to citizen in a limited space, the case of the

Paper Island proves an increased interest from the municipality and the municipal actors to include and create more agency for the citizens, however, as the thesis highlights there is still room for improvement, which can be done through the interconnection of service design and foresight through the proposed framework in the context of public engagement within decision-making processes. It is evident based on this project, that citizens increasingly expect agency through public engagement, and that the projects where public engagement has been included result in more positive processes with less conflicts and in better results that align with the local needs and heritage.

### 5.1.1.3 COLLECTIVE INTELLIGENCE THROUGH THE NAVIGATIONAL APPROACH

To ensure awareness of the ways of collecting knowledge throughout the project the navigational approach was utilized as a reflective tool, to create consciousness about the sensitivity, staging and mobilization of actors.

## SENSITIVITY

Munthe-Kaas et al. argue that the mapping of an area will never be complete, it will however, be possible to get a sense of the complexity of the area (Munthe-Kaas & Hoffmann, 2017). This indeed can be said to be true about the decision-making process of the Paper Island. It has been possible through desk research and the method of interactive interviews to map out an overview of the decision-making process of the Paper Island, however it is inescapably clear that the timeline does not reflect the whole process.

The approach of the interactive interviews allowed us to be sensitive to the actors involved in the process and for them to display their own version of the process and other actors involved. It allowed us to include their points of view when mapping out and comparing both the combined timeline and the actor networks. Thus, it can be argued that the interactive interviews were of an inclusive and participatory manner.



## STAGING

The act of staging is centred around prompting participation challenge or reshape the future (Munthe-Kaas & Hoffmann, 2017). Thus, it can be argued that the entire aim of mapping out the decision-making process of the Paper Island to ultimately strive to propose improvement to include more citizen participation and future perspectives is indeed staging. Specifically, the interactive interviews allowed actors to take part and consider provocations regarding things that could be improved or explored further.

By allowing the actors to stage their own observations of the process and actor network it was possible to move our own assumptions into the background.

It was made clear to all actors interviewed that there were no right or wrong answers, it was only a matter of mapping out the process as they individually remembered it. Thus, it was not about informing the actors, it was rather about receiving the actors' points of view. Specifically allowing the actors to remember and reflect on areas within the timeline that they perceived to have potential for improvements.

The outcome of the project was offered and presented to all actors, in previous established contact, within the Paper Island process. Thus, it will be staged and opened up for feedback.

## MOBILISATION

The act of mobilising actors in new ways and constantly looping between exploration and alignment is argued to be a most important role for the designer (Munthe-Kaas & Hoffmann, 2017).

It was not possible to establish contact with all the actors involved in the Paper Island decision-making process, however, most organisations were represented which was a satisfactory result considering the short timeline of this project.

All actors were contacted and interviewed in an equal manner, and all individually to allow every individual actor to present their point of view. Transparency was provided by making it clear to all actors that interviews would or had been made with other actors too. Considering that all actors had taken part in the same process, they all knew each other, which was also reflected in the individual actor networks.

#### 5.1.1.4 COLLECTIVE INTELLIGENCE THROUGH THE INCLUSION AND EXCLUSION OF ACTORS

To ensure perspectives from a diverse group of actors involved in the project of the Paper Island, a mapping of the actors was carried out. The Actor network represented the inclusion of actors, including actors who were invited but never responded to the invitation and the actors who were excluded from participation in the project and thereby unable to share their knowledge and nuances to the project.

The navigational approach showcasing the inclusion and exclusion of actors within this design project can be found in figure 40. Worth highlighting here is the misfortune that none of the architect firms involved in The Paper Island project replied despite the extensive efforts of contacting them through several channels to include them and strengthen the collective intelligence with their knowledge and perspectives. This misfortune was also shared and emphasised by some of the public actors in later conversations, seeing as the architectural firms play a vital part in the development and decision-making of urban

renewal projects.

The diverse perspectives provided by citizens, public- and private actors were utilized in various ways throughout the project. This was not done all at once. Insights from different methods to gain knowledge from different actors were continuously collected, clustered, and cross-referenced to activate the collective intelligence of the various perspectives. Moreover, doing so through thematic analysis ensured an active effort against own biases. Even so, we acknowledge that the collective intelligence could have been strengthened by the actors coming together to discuss their knowledge and share it. However, due to time constraints and busy schedules of the different actors this was not a possibility within the limited time of the master's thesis. Nevertheless, the collective intelligence is ensured through the collection and combination of the different perspectives. Through a public engagement focus the citizen insights

gathered in the mobile ethnography and the probe interviews were collected, combined, and translated into potential statements, which formed the basis of the potential grid. Here, the only focus of the data was on the citizens, to understand the values, opportunities and potentials that would be relevant for them. Gathering an understanding of the public- and private-actors' values, opportunities and potentials from the perspective was done through feedback sessions. Both these insights were then collected and used to establish the value map of the framework, which additionally includes the value proposed by the extensive literature review. In this way, the value map is a great example of how the collective intelligence is put into play through a service design method, with foresight and public engagement elements to strengthen it.

#### 5.1.1.5 COLLECTIVE INTELLIGENCE AND DIVERSITY THROUGH THE DESIGN PROCESS

Utilizing different methods of collecting data from citizens and actors ensured a good knowledge base to design the framework upon. To ensure that diverse perspectives and nuances were brought to life, a more targeted focus on inclusion of diverse citizens and private- and public actors could have been beneficial. While the gender balance between the sexes was evenly divided in the mobile ethnography and the gender, age and social class split were well represented through the probe interviews in connection to the mobile ethnography, the inclusion of minority actors was questionable. Therefore, we acknowledge the lack of diverse perspectives concerning the inclusion of minority actors, who would

have enriched the perspectives and nuances of the citizen findings, as well as create a broader picture of the citizens with their daily lives around the Paper Island, despite efforts to ensure inclusion of citizens connected to the area were attempted. Even so, better efforts could have been put into insuring representation and diversity of citizens, not only current but future citizens too, by looking into future demographics of Denmark.

In relation to the public- and private actors represented through the actor networks, the majority of the participating actors were middle aged white men. The research proved that the jury of the idea competition

had women as jury members, however out of the ten actors who agreed to participate in the design process only two were women. Moreover, the two women were not placed in the spaces of decision-making. The likeness in gender, age and educational level of the people inhabiting these decision-making spaces limits the nuances provided in the data provided by them. This undoubtedly impacts the knowledgebase that was collected and referenced from thereby limiting the diversity of the collective intelligence that is the basis of the framework.

### 5.1.2 FORESIGHT ELEMENTS

Through the design process the elements of foresight implemented to support service design were carried out in various ways. Even so, other foresight measurements could have been implemented. In the discovery stage, an investigation of signals and drivers within areas related to urban renewal could have been useful to ensure an understanding of which indications we are currently seeing and how they might impact the way urban renewal projects evolve in the future. This could have been done by investigating industries and sectors close to urban renewal, looking at mobility, population, and behavioural patterns within cities. Together with relevant bottom-up citizen-initiated movements, and how municipalities in Denmark and other countries work with public engagement, and examples of foresight utilised in governance.

Some of these have been investigated through the literature review, looking into the developing field of participatory futures while some have been implemented in the recommendations of the framework. However, a deeper investigation and exploration of signals might have allowed for very concrete inspiration for the municipal actors in the project to take home and find inspiration from. Some signals have been investigated and used to inspire the example of the suggested scoping workshop, with future citizen representatives as a projection of demographics of Denmark in 2040. Executing such a workshop could have strengthened the motivation of the public and private actors' knowledge and insights into some of the emerging trends in the realm of public engagement within decision-making, urban renewal and the

conjunction of foresight and service design. Unfortunately, planning and conducting such a workshop was out of the scope and timeframe of this master's thesis. More elaborate foresight methods and tools e.g., soundscapes and elaborate investigations into possible future scenarios would have been too substantial to establish in the timeframe of this master's thesis. Furthermore, the investigation of the use of foresight in conjunction with service design in public decision-making within urban renewal showed, that the ease of use and was key to the municipal actors. Therefore, such elaborate scenarios were not the feasible outcome for this specific context.

## 5.2 REFLECTIONS ON THE PROJECT FOCUS AND THE RESEARCH QUESTION

### 5.2.1 FUTURES LITERACY

Through the exploration of foresight combined with service design in the context of public decision-making, a key challenge emerged. The interactive interviews carried out with actors within the public decision-making of the Paper Island displayed a severe gap in the actors' ability to comprehend, reflect and discuss futures. Even when supported by e.g., the provocations from the Governance Futures Fab in the interactive interviews, the actors were not able to conduct thinking that went beyond the present.

The identification of this gap impacted the scope of this project. The initial vision of this master's thesis was to incorporate a higher degree of foresight with increased complexity, nevertheless this had to be dialled down to accommodate the municipal actors. Thus, a correction of the outcome of the design project had to be made. Futures

literacy is an established term within the foresight field defining the skills that allow people to understand the role of the future in the things they see and do, while being literate in futures speaks to your ability to imagine, prepare, recover and invent in everchanging settings (Futures Literacy, n.d.).

The gap identified through the interactive interviews proves that when combining foresight with service design to support public decision-making processes, futures literacy is significant. The interactive interviews showcased how foresight and thinking future oriented is not an established part of the public decision-making process in urban renewal project. When confronted with the provocation of "un-futuristic" actors in referred to sustainable measures being implemented at the end

of the project and not at the initial stages, while the developer pointed to material choices as key futures aspect. These findings pinpointed the lack of a strategic measurement or vision for the future and how to accommodate the uncertainties, why the implementation of established yet more complex foresight methods was not a priority to implement in the deliver stage of the design process. Instead, the focus of the deliver stage shifted with the development of a framework to ensure critical reflections and provocations to bring biases to light and establish a higher level of futures literacy for the municipal actors as well as question the public engagement in the decision-making processes. The format of posing provocations and recommendations was based on the barriers of implementations identified through the feedback sessions. Here, the actors identified the limited time

and effort in their daily work structure for learning and implementing new things, when navigating multiple projects at the same time, working with a complex actor network and legislation, the need for a simple and easily applicable tool was key. Some actors in the actor network were conscious about their incompetence, while others were unconsciously incompetent (The Hierarchy of Competence, n.d.) about foresight. The hierarchy of competence created a communication barrier between

us and the public actors to even discuss the future and the impacts their decisions have on both the present and the future. Therefore, the level of communication on foresight needed to be aligned at a lower level of futures literacy, for the actors to comprehend that they have agency to act on behalf of future generations, citizens, and concerns in the decisions they make in urban renewal projects today.

### 5.2.1.1 FACING MORE UNCERTAINTY

The public institutions have been a breeding ground for innovation for some time, however, as the public innovation scan, carried out by OECD states, the naturally occurring innovations are not enough. In order to respond to the upcoming challenges we are facing with more uncertainty and complexity, new structures, roles and support measures are needed (Wendelboe & Wolf, 2021). To support the public engagement in decision-making through service design and foresight, the framework was established to assist the municipal actors in public engagement in the decision-making processes.

The municipal actors identified a clear potential and need of incorporating the combination of foresight and service design to strengthen public engagement within decision-making processes. Through the feedback sessions, actors stated the main potentials of public engagement within decision-making to be the way it can bring indications of the needs and motivations of

citizens to the early stages of the project, and how including citizens challenge der assumptions about the locals, which they otherwise may not have challenged. The potentials for foresight from a municipal actor's perspective was focused on the strategic benefits it could bring them to ensure a long-term focus and vision. As well as being more mindful about emerging trends and drivers.

With the current level of futures literacy of the municipal actors, the integration of bigger foresight frameworks became too complex to add to both the process of answering the problem statement not to mention include in the framework. Had the municipal actors' level of futures literacy been higher, more foresight heavy methods could have been added and explored. However, to meet them at their level and encourage them towards more futures literacy, the amount of foresight methods and tools were limited to not over-complexify the incorporation of foresight and service

design in their work. The futures literacy level is critical to enable municipal actors to address the uncertainties and complexity of the context in which their urban renewal projects are placed. To be able to harvest the benefits of the combination of foresight into service design a basic understanding of the context of implementation is critical. Doing so means understanding the actors and their connections throughout the processes, their levels of futures literacy, the motivation, barriers, potentials, and the value the connection of the fields bring them in both the short term by future work as well. Therefore, this paper identifies futures literacy as the starting point for foresight to enable service design practices to tackle the increased uncertainty and complexity of the world, to ensure that there is a balance between the communication levels and skills required to activate foresight methods.

## 5.2.2 TRANSFORMING SERVICE DESIGN METHODS THROUGH FORESIGHT

As proven through the literature review, implementing foresight can change the way service design methods are used e.g., by changing the purpose of a user journey from visually structuring the user experience to identify touchpoints to instead use it to facilitate long-term thinking about how to change the service offering according to possible and preferred futures (Løgager et al., 2021). Through the design process of the decision-making processes of the Paper Island, the service design methods applied were also changed due to foresight elements being added. Ultimately, it is essential to stress that one method or approach cannot be seen as better than another, seeing as each method and approach has its own unique objective. It is not about choosing one or another but rather about tailoring the approach to the relevant problem at hand. For this, they suggest using creativity through e.g., facilitating workshops, convergent, and

divergent thinking throughout a foresight project. It is argued that processes of design thinking offer the people involved the ability to break away from the existing thought patterns to ultimately come up with new original solutions to a given problem. Furthermore, they argue, just like Simeone, that the best way to engage stakeholders and create ownership is by inviting them into the process (Van der Duin, 2016). Doing so, while transforming the method through foresight allows for future perspectives to be brought to light through the basis of service design.

### 5.2.2.1 MOBILE ETHNOGRAPHY

In the research design for the mobile ethnography, scenarios were integrated to get a fuller understanding of the citizens' perspectives towards public engagement and urban renewal projects. The scenarios were integrated to understand the citizen perspective to different scenarios of public engagement. Integrating scenarios in mobile ethnography allowed unconscious perspectives to be brought to light and thereby strengthening the use of mobile ethnography as a method in the project.



### 5.2.2.2 INTERACTIVE INTERVIEW

For the interactive interview, the format of a user journey was changed from an internal service design tool into an interview probe where the journey was co-created with the interviewee. Here, the user journey format of stages with actions, emotions and pain points were transformed into process stages, with the actors' actions throughout the process, emotion cards to place in relation to the process to understand the opportunities and barriers through an emotional aspect and bringing new perspectives in. However, the biggest transformation through foresight to the established format of the user journey occurred by adding provocations from The Governance Futures Lab to bring new perspectives, hidden biases, and status quo challenges to the format. Transforming the format of the user journey resulted in more elaborate insights into the process journey of the actors by mapping

out their conscious and unconscious experiences of the decision-making in the urban renewal project.

### 5.2.2.3 POTENTIAL GRID

In service design, mapping success criteria helps establish the success of implementation of the service. Based on the interconnection of foresight and service design, the success criteria grid was modified to cater to the future potentials instead of the current barriers and potentials of the citizens. Translating the criteria grid into potential statements opened up for elements of foresight to be directly integrated. This was done to establish the potential for success and broaden the areas within the steps of urban renewal projects to accommodate the barriers and potentials in the present, as well as in the future.

#### 5.2.2.4 LEVELS OF PUBLIC ENGAGEMENT

In service design, the clustering of insights is a common way to do pattern recognition of data. To connect the data to the context of public engagement within decision-making processes this was done by clustering steps on the ladder of participation to understand the levels each step was on, to visualize which levels were in play and through which steps. Moreover, the transformation of the clustering was altered to include foresight measures of mapping the past, present, and future outlook of the steps. Doing so allowed for a better understanding of the current stages in regard to participation levels and their orientation to the futures through clustering. This transformation of the clustering method visualized the lack of foresight elements throughout the steps in the decision-making process. Even with a few steps being placed between present and future, the level of future outlook was min-

imal, why futures literacy again became the starting point for implementing foresight and service design in the context of public engagement within decision-making.

#### 5.2.2.5 VALUE MAP

Both in service design and foresight values are crucial to identify. In service design, the value a service creates is represented through a value constellation, proposition, or a map with different actors. Through the implementation of foresight in this setting the chosen way to represent value included the society and planet as well as future citizens as actors whom the suggested service of the problem statement proposes value for. This transformation was created to represent the impact the decisions that are being made today have on not only the current actors who are directly involved in the decision-making processes of urban renewal projects but the society, the planet and the future citizens as actors with stakes in these decisions. Thereby, the foresight approach offered new perspectives to a service design tool by mapping out value with a broader outlook, focusing on more than just

the current actors by representing hidden actors and bringing their stakes into the decision-making as well.

#### 5.2.2.6 FRAMEWORK

The framework for urban renewal projects is in itself a transformation of service design through foresight with public engagement at the core. Through the framework service design has not been an element in the same sense as foresight or public engagement since service design has been the subject for the development of the entire framework and project. The framework was developed as a participatory governance tool to facilitate and enable municipal actors to communally navigate complexity and make decisions on their own (Fischer, 2016). It was the aim to empower citizens, public- and private actors to imagine and create their own futures (Munthe-Kaas & Hoffmann, 2017) (Björgvinsson et al., 2010). This framework was seen as an opportunity to share the capabilities of service design to innovate these processes through the notion of agonism (Pløger, 2004). Through this

integration the framework strives to create areas of change to strengthen the motivation for participation, promote and empower the agency of citizens, public- and private actors to overcome biases and harness the potential created through the collective intelligence the framework proposed. Moreover, the framework enabled the futures literacy levels of all actors to be increased thereby pushing foresight away from an expert driven field towards a capability of the many. As a result of the integration of public engagement and foresight in service design through the framework, it allows diverse actors to identify common goals and visions through agonism and opposing views to facilitate the decisions, which allow change to happen (Buehring & Bishop, 2020)

### 5.2.3 BIASES

Based on the literature review, four main biases were identified and worked with in relation to the integration of foresight in service design practices. The four biases identified were confirmation-bias, present-bias, overconfidence-bias and short-termism. The existence of numerous other biases, which might also be relevant in this context, is fully acknowledged. However, these were identified as most important in the context of public decision-making processes, service design and foresight.

These four biases were added in the framework, as it was decided that they offer considerations about the future without a demand for a high level of futures literacy. A way to avoid own biases through the process has been by utilising the thematic analysis throughout all stages of analysis. This method brings all the collected data into play, while forcing the designer to

consider all elements of the collected data, to ensure that no data is missed or prioritised consciously or unconsciously.

### 5.2.4 AGONISM AND FORESIGHT

This project has applied the notion of agonism from service design together with foresight's focus on revealing biases and assumptions. This has resulted in the ability to welcome diverse perspectives, bringing opinions forward and building consensus even in challenging and complex matters where actors with different agendas need alignment.

Thereby, the interconnection of foresight and service design connects the strategy of the future with the democratic practices through public participation to allow and value the legitimacy of differences to ensure better resilience towards the future.

### 5.2.5. PUBLIC ENGAGEMENT

There are different streams within the design practices ranging from expert design towards participatory design and co-design. Service design, as defined in the context of this paper, strives to move away from expert design by facilitating arenas which empower users or citizens to make choices and act upon their own agency. In foresight practices, experts have too been the leading powerholders, thus, movements towards more participation and shared power can be identified in both practices.

To make this move from expert driven to participatory to strengthen public engagement in urban renewal, the question turned out to be more about when and how to include citizens rather than why. The municipal actors' awareness of the benefits of including citizens was sparked prior to the investigation of the master's thesis, however, currently they still find themselves somewhere between expert driven and

user centred. The motivation to apply more public engagement is established, even so the challenges the municipal actors face concern their capability and knowledge to best apply public engagement measures in the complexity of an urban renewal project. Therefore, the framework is established with provocations and recommendations about the possibilities and benefits of applying public engagement measures. Moreover, the provocations bring consciousness to the challenges the municipal actors face with confirmation-bias, which they themselves point to as a barrier in decision-making processes. The provocations thereby empower the municipal actors to tackle their confirmation-bias head on and to bring in new thinking. Utilising public engagement in the provocations to provoke new thinking is based on the authors' endeavour to democratise processes specifically by moving service design, foresight and

public decision making away from expert-design and foresight experts towards a participatory practice where collective intelligence is brought into play.

## 5.3 REFLECTIONS ON THE LEARNING OBJECTIVES

### 5.3.1. OFFICIAL LEARNING OBJECTIVES

The knowledge obtained throughout the service systems design course provided a solid foundation of knowledge upon which new explorations could be made. This master's thesis offers a unique opportunity to explore and discover new areas within the field of service design. Within this exploration, known methods, theories and capabilities were combined with a range of new discoveries. These new discoveries consisted of new relevant theories and tools, but also the chance to develop new custom tools and methods for a specialised problem context. It has offered valuable learnings about the importance of being able to adapt both methods and facilitation capabilities to the context at hand. It has proven a valuable skill which will indeed be of great use in the everchanging and complex world.

The extensive research conducted for the sake of the literature review within the areas of service design, foresight, and public

engagement within decision-making processes made it possible to define opportunity areas in which new research and experiments could be made to further enhance the field of service design. In previous projects it was not in scope to conduct a research investigation of several fields of interest such as a literature review, thus, it was a positive experience to be offered the opportunity to dive into subjects of interest. Many new learnings and much new knowledge has been achieved through the literature review, which has served as the backbone of the entire project.

The problem context of enhancing public engagement within decision-making processes through a combination of foresight and service design proved to offer enormous complexity. The extensive efforts set out to plan, execute, and follow a structure of this project proved to be the best possible way to navigate the unpredictable complexity.

The thorough planning and timely recruitment of actors, interviewees and other participants made it possible to reach a decent amount of data throughout all the different stages of the project. Another learning of this project has been to be able to navigate complexity, this has been done through a clear scope and a plan that can be adapted along the way. The scope allowed us to dive into complex issues but also to define when some areas were out of scope. It has been a positive experience to reach out and be in continuous contact with citizens, public- and private actors in the context of this project, everyone has shared a great interest in both the process and the project outcome. This has taught us to both be transparent and grateful when communicating and managing expectations of participants in such a project.

### 5.3.2. PERSONAL LEARNING OBJECTIVES

Through the case study of the public engagement within decision-making processes in urban renewal projects we have utilized methods from previous courses and projects to establish a method library to continuously draw on. For this project specifically, the navigational approach and actor networks were key methods that guided the project along with the classical service design methods of user journeys and value maps that were transformed by incorporating foresight elements to tailor them to comply with the complexity of the decision-making spaces within urban renewal projects.

As the elaborate literature review indicates, extensive theoretical knowledge was acquired and brought into practical use throughout the process to democratize the decision-making processes e.g., by implementing and mapping out levels of participation while providing provocations

on how to increase these levels, as well as concrete examples through the framework on how this could be done thereby allowing the theory to be applied hands on. The extensive work on the literature additionally increased the future literacy level and ensured a stronger connection to foresight in the design field, with participatory futures and anticipatory foresight as key terms.

It has been a great experience to receive as much positive energy and interest as we have throughout this project. The vast majority of the people, be that citizens, public- or private actors we reached out to responded with great interest and a willingness to participate. It has been interesting and a great learning to meet the public- and private actors where they are, and to then utilise the knowledge obtained to later help them change the way they make decisions. That is what was done through first the interactive

interviews and then later the development of the framework. The public actors, when providing feedback to the framework were positive about being provoked, which was in our view a positive encouragement.

The insights and opportunities initially planned were further developed in the provocations, considerations, and recommendations of the framework. It was initially out of scope, due to time constraints, to do the extensive efforts of creating a framework. However, once the insights were established it was decided to alter the plan and create an asset which could be shared directly with the public actors involved. The encouragement of the public actors and their eagerness to receive the results of our work empowered us to increase the efforts and create a framework. This was done with the knowledge that there would not be enough time to appropriately test the framework, however, the hope is to do this

at a later stage. The learnings from this are that the end users or collaboration partners of a project play a significant role in the efforts invested in a project.

In addition, the feedback sessions with municipal actors proved the opportunity of the framework to contribute and inspire the municipal actors to challenge the traditional approaches through their fascination of the framework and how they might be able to apply it. Furthermore, the conjunction of foresight and service design in the context of public engagement within decision-making processes of urban renewal projects indicates the beneficial aspects of conjoining these fields. Nevertheless, futures literacy has proven to be vital before foresight can truly be integrated into the service design practice or any other context.



# 6.0

# CONCLUSION

This section presents the overall conclusions of the thesis, it examines the outcome and its potential use together with conclusions of the process itself. The limitations and other unachievable outcomes for the scope of this project is also presented in this section.

This chapter consists of the following sections:

6.1 Conclusion

6.2 Limitations

6.3 Future work

## 6.1 CONCLUSION

Public engagement in decision-making processes in urban renewal projects are often set in complex interconnections of actors, agendas, biases, legislation, political spheres and wants. Navigating these, not to mention creating somewhat alignment of the oftentimes contradictory perspectives and viewpoints can be quite the challenge. However, as indicated through the analysis of the problem statement, design and foresight are well suited to support the public engagement in decision-making and help navigate this complexity while democratising the process by moving the decisions away from the experts and thereby utilise the collective intelligence of many actors.

The assumption that combining foresight into the service design approach could enhance public engagement within deci-

sion-making processes, was made. It was anticipated that the combination would empower the production of preferable futures through systematic thinking and dynamic experimentation (Bühning & Liedtka, 2018). That it could innovate the decision-making processes and make sense of complex systemic changes (Bühning & Koskinen, 2017). And that it could make planning for the future into a people-centred, co-creational process (Ramos, 2019). These propositions were confirmed through the investigation of the problem statement and visualized in the value map, which emphasizes the value that the conjunction of foresight into service design can have in the context of public engagement within decision-making. It does not only rely on the data produced through the analysis of the problem statement but has been supported by the extensive litera-

ture review of the three themes.

Through the conjunction of foresight into service design it was indicated that futures literacy and collective intelligence were core elements to begin with, especially when involving other actors through public engagement initiatives. As established by OECD in their innovation report, the barriers of the future require a different level of innovation to answer to the future challenges and uncertainty (Wendelboe & Wolf, 2021). However, through the investigation of the three themes within this thesis, futures literacy was emphasised as a key factor to enable this type of innovation in the context of public engagement within decision-making processes in urban renewal projects. The lack of futures literacy by the citizens, public- and private actors emphasised the urgency

and need for futures literacy as the starting point of bringing foresight in conjunction with service design practices into the decision-making processes of urban renewal projects, to ultimately enhance their ability to navigate uncertainty and complexity. Doing so with service design as the foundation of the investigation, as the act of planning service and process offerings with an emphasis on citizens, public- and private actors as well as their needs, wishes, motivations and desires. Levels of public engagement were developed and utilised throughout, it proved to be a valuable asset to evaluate and bring awareness to the conscious or unconscious inclusion or exclusion of actors in public engagement. Moreover, the agonistic approach was utilised through the focus on public engagement as a means of empowering citizens while actor network theory was

used to navigate the complex actor network involving these actors in the specific urban renewal project. Through the investigation of the problem statement, the foresight approach was merged with service design to define ways to execute and measure public engagement and by bringing forth hidden biases and un-futuristic perspectives within the decision-making processes of urban renewal projects.

The futures literacy level is critical to address in the context of public engagement within decision-making processes in urban renewal projects to address the uncertainties and complexity of the world through the conjunction of foresight and service design. Otherwise, the feasibility and implementation of foresight and service design in this context would not align

with the level of the actors' participation in these processes and therefore not bring any significant change or support to tackle the uncertainty within public engagement in decision-making processes. Moreover, futures literacy enables the actors to confront their biases and assumptions. To be able to harvest the benefits of the integration of the two fields, understanding the context of implementation is critical. Thereby, this paper identified futures literacy as the starting point for foresight to enable service design practices to tackle the increased uncertainty and complexity of the world, to ensure that there is a balance between the communication levels and skills required to activate foresight methods. The product report consists of the proposed framework, developed to empower the actors within municipalities to make informed decisions,

considering not only the present but the future impact of the decisions being made today and how this might help them navigate the complexity of urban renewal projects. The framework is a result of the knowledge and conclusions made throughout this thesis, it was proposed as an initial bridge to achieve futures literacy and collective intelligence, through the conjunction of foresight into service design. Here the collective intelligence is understood as the foundation, for a robust path towards the future. It brought in diverse perspectives through inclusive measures, which ensured more resilience towards the future highlighting diverse view to overcome biases and allow for differences and nuances.

It can be concluded that the integration of foresight and service design in the context

of public engagement within decision-making processes can help tackle the uncertainty and complexity within decision-making spaces, however, there is a need to raise the futures literacy in order to strengthen the impact the integration of foresight into service design could have within this context. Bridging design and foresight allowed for actors who utilise the interconnection of the two fields to bring consciousness to the decisions which were made both intentionally and unintentionally. Furthermore, the collective intelligence that was utilized by including diverse perspectives and actors offered to strengthen future resilience of the decisions being made. It did so through a better understanding of risks, opportunities, and systemic challenges from the collection of views of various actors. Doing so meant bringing awareness and conscious-

ness to the biases, assumptions, agendas, and perspectives each actor brings with them. Thereby, collective intelligence and futures literacy are key aspects when integrating foresight in service design practices in the context of public engagement within decision-making processes to support and produce solutions that are more resilient to the future uncertainties and complexity.

## 6.2 LIMITATIONS

Throughout the process of this master's thesis, several limitations have occurred. Some limitations have been presented in the relevant context in the analytical description of the design project, other more general limitations to the whole project will be presented as follows. The most critical limitations of this project include the aspect of time and capital. Time has been a constant limitation throughout the project, from conducting the literature review, recruiting participants and interviewees, conducting probe interviews, receiving feedback but to name a few. Time constraints are a natural part of any work, however, the short time scale of this master's thesis has been considered to be quite a limitation to the extensive work effort. Specifically, testing of the framework could not be prioritised due to the limitations of time. Capital has offered

a limitation in that this master's thesis is a student project, and thereby does not offer any investment by any other parties. If other parties had invested in this project e.g., the municipality it might have been possible to reach more, and more diverse, public- and private actors. Moreover, efforts to include architectural firms and other highly relevant actors involved in the decision-making processes and development of the Paper Island was done, however it was unsuccessful. Therefore, the perspective of architects, contractors and entrepreneurs were lacking in the establishment of the framework which impacts the knowledge base and thereby outcome of the framework. The timescale of The Paper Island project has been a limitation as well. The project had lasted more than ten years, and this project was carried out across a few months at the

end of The Paper Island project. Thus, it is fully acknowledged that some parts of the process may have been based on actors' opinions rather than facts, as time was not invested in proving and double checking all interactive interview statements. Lastly, it is acknowledged that our own personal biases as citizens and service designers may have, despite our extensive efforts to be neutral, affected decisions and directions taken throughout the project.

## 6.3 FUTURE WORK

This master's thesis should be seen as a pilot study where a multitude of aspects should be further investigated, developed, and tested. Further work and experiments on different alternatives for each step within the generic timeline would be beneficial to conduct, including testing the suggested examples of step 5 and 12.

The framework, in particular, would benefit from thorough feedback and testing, to specialise it even further to municipal actors within public renewal projects. It is fully acknowledged that proper testing has not been conducted on the framework, as unfortunately, it was out of the time and scope for this master's thesis. For this, an initial test plan has been developed, in the hope that this could be achieved during the second half of this year. Specifically impor-

tant to test and refine is the structure, the descriptions, and the language in general. The framework is written in English for the purpose of this master's thesis, however, a translation into Danish would be needed. It would be beneficial to include municipal actors in the process of translating the framework and thereby write it use the correct terms and phrases as are used internally in municipalities in Denmark. The generic timeline was approved and altered by the key municipal actors, however, it would be beneficial to investigate other urban renewal projects to be able to refine the generic timeline.

With the further testing of the framework, it can later be concluded how well the framework enables municipal actors in disrupting their habits by including more foresight and public engagement into their urban renew-

al projects. For now, it can only be assumed that the framework will do so, based on the insights from this master's thesis and the confirmation and eagerness of the involved public actors.

However, the proposed timeline merely represents a suggestion, the testing period of this framework will rely on both the collaboration with municipal actors and relevant urban renewal projects. Thus, it may take far longer to test and develop new iterations of the framework, as urban renewal project, as presented in this project, can span across many years.

Launch of framework 1.0	Feedback interviews	Launch of framework 2.0	Development workshop	Implementation of iterations and builds	Launch of framework 3.0
May 2022	August 2022	September 2022	November 2022	November 2022	December 2022
The framework will be shared with the 4 key municipal actors within the Copenhagen municipality.	Interviews conducted with each individual municipal actor about the use, barriers and builds.	The framework will be shared with a wider group of municipal actors from a range of different municipal institutions.	A workshop with all the municipal actors as a final iteration.	Implementation of the final iterations from the workshop and builds based on the feedback from the workshop.	Presentation of the final framework.

FIGURE 77 THE PROPOSED FUTURE TESTING PLAN OF THE FRAMEWORK

Through the process of developing the framework, one of the key methods used was the interactive interview to gain insights into the urban renewal process from the perspectives of different public- and private actors. The interactive interviews proved to be a great asset for conducting interviews and later synthesising data. Fur-

ther work could thereby be done to refine the interactive interviews as a method and develop a guide for it. The method and guide will be developed for service designers and other professionals working in the crossing fields of foresight and service design.

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