

Ursula Sokolaj

Inclusion and placemaking based participation

The case of Klostergata56

Master's thesis in Urban Ecological Planning
Supervisor: Prof. Dr. Peter Andreas Gotsch
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Abstract

"Everyone has the right to live in a great place. More importantly, everyone has the right to contribute to making the place where they already live great."

Fred Kent

A city's public spaces play an integral part in the daily lives of people and, when altered, the costs and benefits affect everyone. Hence, they should be the product of democratic tools and inclusive processes, all part of the umbrella of participatory planning. Public participation in decision-making processes is important as it reveals the different views and perspectives of the affected stakeholders, allowing them to have an impact on the outcome. The methodology and management of the process are crucial in achieving fruitful and truly representative outcomes. In the case of poor representation or conflicting visions, it is not easy to ensure that different voices are equally involved and weigh in the same in the decisions taken. This brings up issues of inclusion and exclusion, which go hand in hand with social inequality.

This thesis is a case study research, which focuses on the process of co-designing Klostergata56, a small, underutilized public space in the Norwegian city of Trondheim. Using placemaking as a participatory planning tool, the community and relevant stakeholders are given the opportunity to share their thoughts and design ideas, which will then be reflected in the final design intervention activating the space. While the importance of evaluating participatory processes is receiving increasing attention, little progress has been done in developing measurable assessment tools. The study therefore develops a framework to analyze the placemaking based participatory process, and applies it to the case of Klostergata56 to investigate its level of inclusion. Data is gathered by combining qualitative methods in the pursuit of triangulation – case study observations of the author, interviews with participants of the process, as well as interviews with experts from the field. The study concludes that the process had significant limitations to being inclusive, because some important stakeholders did not participate, there was a range in the level of participation reached by the engaged groups, and just a few of them were actively involved. Moreover, differences are potentially created in levels of nurtured social capital and civic trust. The high range of setbacks, caused by the facilitators, the stakeholders and even the context, as the study argues, makes it virtually impossible to have a fully inclusive process. However, even if inclusion is a goal that cannot be fully attained, it is still important to put forth explicit efforts to reach as close to it as possible.

Keywords: public participation, placemaking, co-design, public space, inclusion

Statement of originality

I certify that this is my own work and that the materials have not been published before, or presented at any other module, or programme. The materials contained in this thesis are my own work, not a “duplicate” from others. Where the knowledge, ideas and words of others have been drawn upon, whether published or unpublished, due acknowledgements have been given. I understand that the normal consequence of cheating in any element of an examination or assessment, if proven, is that the thesis may be assessed as failed.

Trondheim, June 28th, 2021

Ursula Sokolaj

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List of Abbreviations (or Symbols)

BUP	Barne- og ungdomspsykiatrisk klinikk
ISFIT	International Student Festival in Trondheim
NTNU	The Norwegian University of Science and Technology
SIT	Student Association in Gjøvik, Ålesund and Trondheim
VPOR	Veiledende plan for offentlige rom – Indicative Plan for public spaces

1 Introduction

1.1 Motivation

Public participation in planning is an instrument of local democracy. It enables citizens to exercise their right to be part of and influence the outcomes of decision-making processes which impact their lives. The practice of placemaking is widely used to facilitate this dialogue and collaboration of interested and affected people and stakeholders, in shaping their public spaces (PPS, n.d.). However, involving all actors and intersecting their differing needs and interests over the same space is a challenging process. Participation should be carried out effectively and communities should be involved in a deliberately inclusive manner, for placemaking not to repeat and enforce the existing power relations and inequalities of a given context (Iwinska, 2017).

Inclusion is a central theme of the 2030 Agenda for Sustainable Development, adopted in 2015 by all member states of the United Nations, including Norway (Norwegian Ministry of Local Government and Modernization, 2019). All 17 goals underline the importance of leaving no-one behind, but SDG 11 – *Make cities and human settlements inclusive, safe, resilient and sustainable*, puts special emphasis on enhancing capacity for participatory processes and creating inclusive public spaces. SDG 10 – *Reduce inequality within and among countries* moreover states the aim to ensure equal opportunities for all and promote social, economic and political inclusion, irrespective of one's age, sex, disability, ethnicity or economic status (The 17 goals, n.d.).

Very few placemaking projects seem to thoroughly evaluate the process they followed and identify their own successes and failures. The preset goals are generally unmeasurable, and assessments are kept vague, mostly due to the pressure for these processes to be deemed successful (Silberberg et al., 2013). Evaluation is necessary because a thorough documentation of benefits can ensure further support from governmental bodies and funders. But most importantly, it is only through these assessments that mistakes are identified, lessons are learnt, and contribution is made to the body of knowledge in the field. According to EIPP (2009, p. 40), only the advance of the knowledge base will “allow a realistic and fruitful use of public participation in a manner that realises its democratising potential”. Therefore, it is crucial to develop a form of evaluation which contains a set of measurable metrics and indicators.

This thesis focuses on a placemaking based project for Klostergata56, a small public space in Elgeseter, Trondheim. The project is led by the StudyTrondheim organization, a collaboration between students, educational institutions, Trondheim municipality, SIT, Trondheim City

Council and businesses, aiming to make Trondheim a better city for students (StudyTrondheim, n.d.). The author's role as an intern in the project was to design and facilitate the participatory workshops intending to gather input and feedback from the community and relevant stakeholders, leading to the production of the design intervention drawings of the site. Through the thesis the author aims to develop a framework of evaluating the participatory process, and to apply it to the project in order to investigate its level of inclusion, as well as identify emerging lessons. As a small part of ByCampus Elgeseter and Knowledge Axis, two major projects transforming and affecting the whole city, it's important to study the process followed in this site, so that the approach can be promoted but also better applied to the rest of the development.

1.2 Context

This section lays out the contextual background of the study, by first giving an overview of the participatory planning situation in Norway. The second part then presents the Klostergata56 project in more detail, elaborates on how it fits in the city-wide developments of Knowledge Axis and ByCampus, and explains why it is important as a pilot approach.

1.2.1 Participatory planning in Norway

Public participation in planning can improve citizen's satisfaction and trust in their government through transparency of decisions (Halachmi et al., as cited by Gohari, et al., 2020), while creating more favorable solutions by integrating community's ideas and local knowledge (Medalen, 1999, as cited by Fiskaa, 2005).

The first steps towards participatory planning in Norway were taken in the protests and actions of the 1970s against the authorized form of planning. The planning processes were then, according to many, authoritarian and top-down, and remained between planners and politicians (Fiskaa, 2005). The demonstrations raised voice against the negative environmental consequences of industrialization and emerging economic growth policies, and drew attention towards concerns of local communities. The movement was met with positive response, as planning became more incremental and locally oriented. Citizen participation commenced, although this essentially only implied information from authorities.

Further improvements were done in the 1980s, with a stronger shift towards the communicative approach. The planners' role began to move from an expert to a mediator between the different parties, while the citizens gained a stronger position as an actor. The model in Figure 1.1 illustrates this change, following the loosening of the ties between experts (E) and politicians

(P), causing a better involvement of the inhabitants (I). However, the power of initiation and the leadership still remained with the authorities.

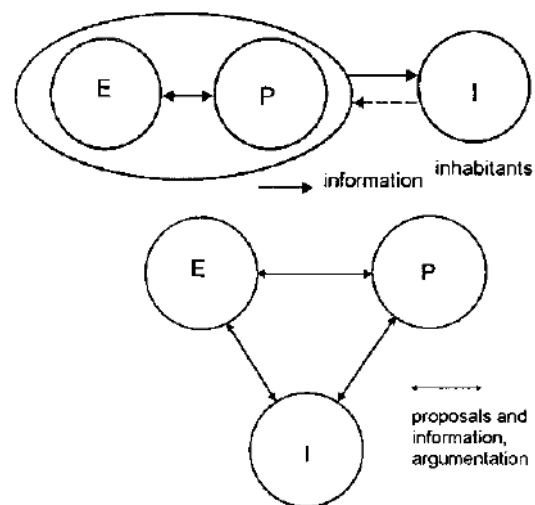


Figure 1.1 Limited participation vs real influence
(Fiskaa, 2005, adapted from Amdam, 1998)

Through the 1990s public participation became fully accepted, with initiators, authorities and affected people being all considered legal stakeholders, meaning their interests were to be openly addressed (Fiskaa, 2005).

The importance of participation in planning today is directly stated by the Planning and Building Act in Norway (2008), which includes the formal requirements in regard to public society participation and the usage of public notification, consultation and objection/appeal facilities (Falleth and Hansen, 2011).

However, according to Fiskaa (2005), the influence of neo-liberal ideas on Norwegian politics since the 1980s, has resulted in a stronger role of private developers in provision of local plans, at the expense of public participation. Nowadays up to 90% of the local zoning plans in Norwegian cities are drafted, submitted and executed by private actors and not public authorities (Falleth et al., 2010).

Developers seems to give less value to community participation, as compared to the planning administration and local politicians, who “represent planning expertise and common ideals” (Falleth and Hansen, 2011, p. 15). The planning processes start with an informal stage, where the proposal is formulated and then given to the local government for approval (Falleth et al., 2010). This phase is not transparent, as it is closed to the public and ordinary politicians. The second stage is the formal one, where the plan is submitted to the planning authorities. At this point, a consultation round is organized with other public sectors. Additionally, the zoning plan is published and can be studied and criticized by the public in hearings (ibid).

While the first stage can last even several years, the second has time limitations of up to three months, according to law (ibid). Evidently, the main content of the plan has been approved in long complex agreements of the first phase, while participation from the local community is reduced to opposition or suggestions to a frame already created by the market actors. Thus, the local knowledge, which has the potential to bring better solutions well anchored in the community, is actually not included (ibid).

The private actors prioritize efficiency and economic rationale, commonly viewing participation as a box that needs to be ticked for processes to be finalized. Generally, no efforts are done to involve citizens beyond the minimal legal requirements in the Act (Fiskaa, 2005; Falleth and Hansen, 2011). The local community is usually only involved in consultation, with no active involvement from the initial stages of the process. There have been cases where additional methods of involvement with higher degree of participations are used – however these examples are few.

1.2.2 Case

The viking capital then and country's capital of technology now, the fjord city of Trondheim harmoniously combines the thousand year old history with constant change and innovation. With 200 000 inhabitants, it is Norway's third biggest city and home to country's largest university, NTNU.

Today spread among several small campuses, the university's facilities are planned to be relocated around Gløshaugen, in one of the largest urban development projects the city will go through for many years (Trondheim Kommune, 2019). This project, Bycampus, is one of the four districts of Knowledge Axis (Figure 1.2), a 6 km urban development which aims to unite the north and south of the city, as well as the two goals of *internationally recognized city of technology and knowledge* and *sustainable city* (Kommunal- og moderniseringsdepartementet, 2019).

The Knowledge Axis is named due to the linear location of the university, research facilities and knowledge-intensive businesses, Bycampus Elgeseter being the part where the most university activities are to be concentrated. The existing infrastructure here is to be densified and enriched with a well-established network of mobility and public spaces, in a comprehensive design for the districts of Elgeseter, Gløshaugen, Øya and Lerkendal. The aim is to turn Trondheim into Nordic region's best study city and a vibrant, urban integrated campus, where the locals and the students live together in sustainable urban environments which promote public health. These goals are to be reached by cooperation, which refers to continuous open

dialogue between the actors in different steps of the project, while making the governmental requirements clear early on, as well as including the students' perspective (Byplankontoret i Trondheim Kommune, n.d.) (Trondheim Kommune, 2016).

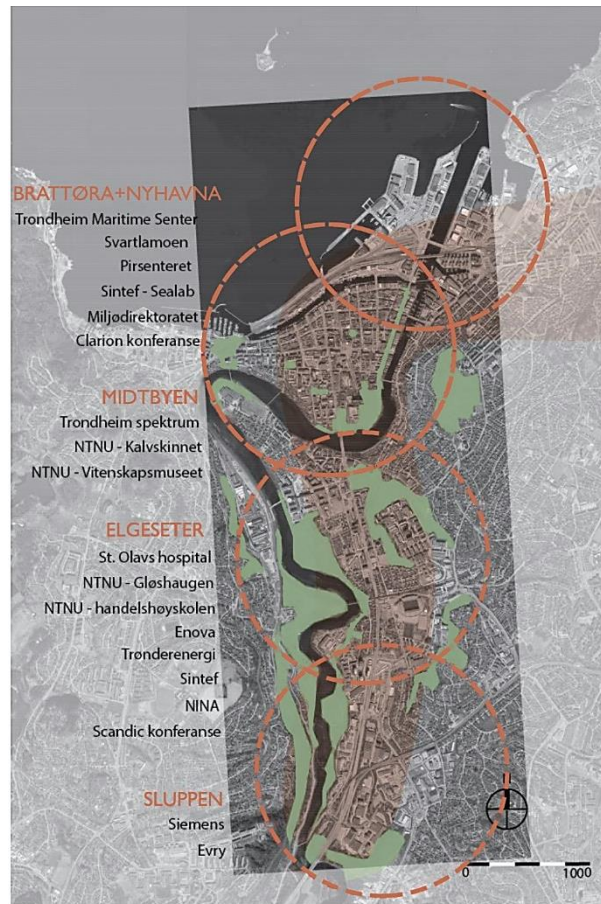


Figure 1.2 Knowledge Axis
(source, adapted by author)

An indicative plan, VPOR (Figure 1.3), was approved in 2018, which concretizes the above-mentioned goals further. The plan is not binding but provides guidelines that can be adjusted later in the process (Trondheim Kommune, 2016). Once this project is implemented, 10 000 students and 2 000 more employees than today will go to Gløshaugen instead of Dragvoll. While this has great potential for a better city life, it also imposes pressure on transport (Trondheim Kommune, 2019). Therefore, importance is given in the plan to safe walking and biking routes and connections, as well as high quality urban spaces. The first will encourage use of sustainable modes of transport through the city, while the latter will create attractive meeting hubs for interaction, recreation, city life and culture, while also giving identity to the campus and the city (Trondheim Kommune, 2019).



Figure 1.3 VPOR
(Trondheim Kommune, 2019, adapted by author)

Participation is a key point in the Planning and Building Act (Trondheim Kommune, 2021). All interested and affected parties should have the possibility to provide feedback for the different planning stages (ibid). For VPOR, the public consultation phase was organized from November 2018 to January 2019, with 117 comments and input received. Different methods were used to receive this feedback: 2 city walks, a public hearing, several house gatherings, and a digital plan (Byplankontoret i Trondheim Kommune, n.d.-b). The input generated through the interactive map supported most of the VPOR measures. Some comments proposing new additions were used to adjust the plan, while some others dealing with further design details are to be referred to in later planning processes.

One of the public spaces that requires upgrading, as indicated by VPOR, is the intersection between Klostergata with Mauritz Plassen, and the areas around it. According to the plan measures, a traffic solution prioritizing soft road users should be implemented. The quality of the areas around should furthermore be increased, especially through vegetation (Trondheim Kommune, 2019).

The SIT (Student Association in Gjøvik, Ålesund and Trondheim) owned student housing, Klostergata56, lies right by this intersection. The existing accommodation is deteriorating and is planned to be replaced with a new one, also calling for intervention on the open, currently underused space surrounding it. SIT's proposal for a rebuilt housing and upgraded adjacent space therefore builds upon the goals of the indicative plan for this area.



Figure 1.4 Site Location

SIT only shares a small perimeter of the space however – the rest is defined by three facilities of the rehabilitation center, COOP prix supermarket and Nidelva river. Covering about 2000m², it mainly serves as a parking lot and a passageway between Klostergata and the riverside path, but does not attract users to stay here over a long period of time.

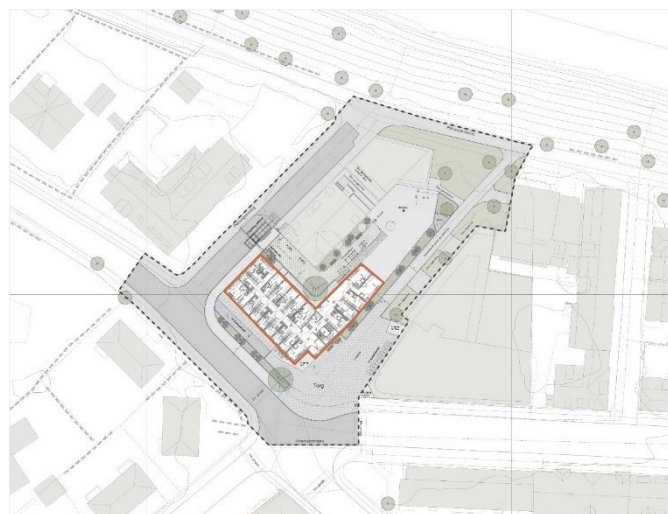
The task to activate the space (Figure 1.4) has been taken over by StudyTrondheim. StudyTrondheim's and SIT's objective is to have a place-led project, with the citizens and other stakeholders participating in the planning and design process and later becoming anchors for the area. Klostergata 56 will be a pilot project in this direction, because the level of citizen participation in planning in Trondheim has remained limited up to this point – even for VPOR, citizen engagement remains mostly as feedback, while the project frame has mainly been set. StudyTrondheim intends to promote the co-design approach it is following, so that it is used in further campus relocation projects.

The process is carried out by a small team, composed of the project owner (SIT) and leader (StudyTrondheim), as well as three UEP students, author included, as facilitators. The space is to be co-designed with the affected and interested stakeholders, which includes - beyond BUP clinic and Coop Prix - students, residents and other groups living or working in the area, as frequent users of the space, due to its link to the river and immediate location of neighborhood's main supermarket.

The original plan was to have the design of the student housing finalized by the end of 2020, with the public space drawings following up. However, the produced student housing design (Figure 1.5) was met with complaints by the BUP clinic. The newly designed façade, with windows looking into the rehab patients’ rooms, would expose a threat to their privacy. As a result, the footprint of the SIT building needed to be scaled down (Figure 1.6). This diminishing the number of housing units, combined with the need to keep it economically viable, left no other option but the complete redesign of the whole student housing. Naturally, the entire process was prolonged. While the building drawings have been renewed, discussions between SIT and the municipality for the approval of the intervention are still ongoing. However, the public space codesign process continued independently in a parallel manner, but now highly aware of its responsibility to combine the competing concerns and priorities of the stakeholders involved.



**Figure 1.5 Initial plan
(SIT, 2020)**



**Figure 1.6 Renewed plan
(SIT, 2021)**

1.3 Aim of thesis and research questions

The case of Klostergata56 highlighted the importance of stakeholder participation after the meeting between the nearby rehabilitation clinic, the municipality and SIT. The needs of the patients and their concerns on privacy are quite opposite with SIT's tentative vision for the public space and the design of the student housing. This took the housing design process many steps back, causing an immense waste of time and resources. Most importantly, it exposed how, by focusing on the students and their integration in the city, another stakeholder group was actually being (non-deliberately) excluded. Not doing representation right, either due to parties' resources, different participants' interest to be involved, or organizers tendency to prioritize some groups and leave some behind, poses a threat to democratic decision making (Iwińska, 2017). This played a key role on defining the research topic and questions, by introducing the inclusion factor in the study.

The author therefore decided to investigate through this thesis the level of inclusion in the co-design process of Klostergata56, and then, based on potential setbacks, identify and propose ways to improve inclusion in further placemaking based participatory planning processes.

To achieve this aim, the author initially explores the key concepts of the study, how they are related and how they apply to the given context, and afterwards designs a way to evaluate the level of inclusion in a participatory process and applies it to the case of Klostergata56. The possible challenges highlighted by this study will produce a better understanding for the participatory processes in general and more specifically for the Norwegian context, as well as lessons that can be followed in order to have more inclusive processes in further co-design projects.

The main research questions to be answered along the study can therefore be phrased as following:

1. What are the indicators of an inclusive participatory process and how can they be assessed?
2. Can the process of co-designing Klostergata56 be considered inclusive? What were the challenges?
3. What role does placemaking play in the level of inclusion in a participatory process?
4. What lessons can be identified from the process, to make placemaking based participatory processes more inclusive?

The relation between the aim, objectives and research questions is depicted in the table below:

Aim	Objectives	To be explored
To find out ways to improve the level of inclusion in placemaking based participatory planning processes.	To understand the importance and relation between public participation and placemaking in public space design.	How is public participation in planning beneficial?
		Why is public participation important in designing public spaces?
		How does the concept of placemaking contribute to participatory processes?
	To design a way to evaluate the level of inclusion in a participatory process.	How does the concept of inclusion apply to planning?
		What is the relation between an inclusive process and an inclusive space?
		How can inclusion as a process be evaluated? What are the indicators and how can they be assessed?
	To analyze inclusion in the co-design process of Klostergata56	How inclusive was the placemaking based participatory process of Klostergata56?
		What were the challenges?
	To highlight the lessons from this project and propose ways to improve the level of inclusion during other processes of codesign	What lessons can be identified from the process, to make placemaking based participatory processes more inclusive?

Table 1-1 Aim, objectives, research questions (in bold) and topics to be explored

1.4 Scope and limitations

The focus of this thesis is the co-design of Klostergata56, meaning that the size, location and significance of the space determines the scale of the process that is studied. It furthermore translates into a defined set of stakeholders which can be participants of the placemaking process, and consequently the study overall.

Separating and balancing the roles of intern and researcher was a challenge. On one hand, some of the internship tasks, for instance preparing the design drawings for the space, were time consuming and not directly beneficial to the research. However, they defined or even postponed the conduction of certain methods of the study. On the other hand, there were difficulties remaining objective and evaluating a process that the author herself was co-designing and facilitating.

The ongoing Covid-19 pandemic affected the process being studied, and to a certain level even defined its nature. The approach towards the project and the process was adapted to comply with the governmental restrictions and regulations.

1.5 Thesis structure

The first chapter creates an understanding of the context, by providing a background of the level of public participation in Norway, a description of the Klostergata56 project and how it fits in the city. Based on this, the research topic and questions are formulated.

The second chapter, theory, provides an understanding of the concepts of citizen participation, placemaking approach and inclusion, and develops a framework with metrics and methods to be used for the evaluation of the inclusiveness of a process.

The research methods used to answer the research topics are presented in the following chapter, accompanied by a reflection of the challenges faced while conducting these methods.

Chapter 4 describes the data gathered through the case study and the other methods, which are then discussed and analyzed in chapter 5, providing answers to the research questions of the thesis.

Lastly, the conclusion introduces potential further research that can be studied.

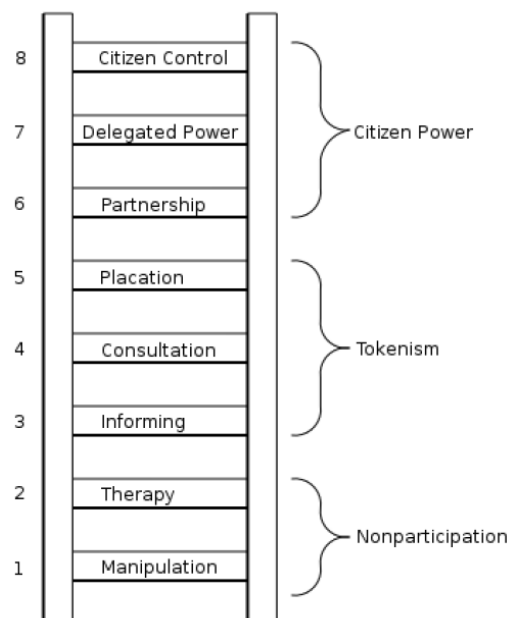
2 Theory

This chapter initially presents the main concepts of this study, public participation, public space and placemaking, as well as the relation between them. Then the concept of inclusion is explored, especially within the frame of participatory processes. Lastly, by discussing existing literature, a framework with indicators, metrics and methods for the evaluation of inclusion in a placemaking participatory project is developed. This framework will then be applied to the case of Klostergata56 in the following chapters.

2.1 Public participation in planning

Public participation, according to The European Institute for Public Participation (2009), is “the deliberative process by which interested or affected citizens, civil society organizations, and government actors are involved in policy-making before a political decision is taken.” Here, deliberation refers to discussions and exchange of reasons behind specific choices.

Arnstein (1969, p. 1) sees it as a way of power redistribution, which “enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future.” However, there are different types and degrees of participation, depending on the level of power given to citizens. Arnstein organizes participation into 8 levels of a ladder (Figure 2.1).



**Figure 2.1 Ladder of participation
(Arnstein, 1969)**

The two bottom steps, Manipulation and Therapy, are considered as Nonparticipation, because their genuine objective is not participation. Instead, they are used dishonestly as a “public

relations vehicle by the powerholders.” (Arnstein, 1969, p. 4). Informing, Consultation and Placation are important steps towards legitimate participation, however the citizens’ influence remains limited as the process either consists of a one-way flow of information without any feedback, or there is little to no assurance that this feedback will be followed through. The three top rungs of the ladder – Partnership, Delegated Power and Citizen Control - constitute Citizen Power, meaning shared planning responsibility and real power to negotiate or come up with decisions.

While a simplification, this ladder makes it easier to analyze the state of public participation in a given context and understand how much space there is for improvement.

The Norwegian term “medvirke”, according to Fiskaa (2005), supports the concept of the ladder, since it doesn’t refer to simply taking part, but it signifies an active form of participation by contributing and co-operating. As shown in Figure 2.2, Arnstein’s ladder has been adapted to the Norwegian planning context. The different steps start with one way communication, *Publicity* of the planning process with no engagement, and collection of *Information* but with no follow up. The next step, *Discussion*, is a two-way communication through dialogue-based participation. The influence increases in the following steps, *Co-Determination*, which refers to active participation and co-operation, and finally the *Right to decide*.

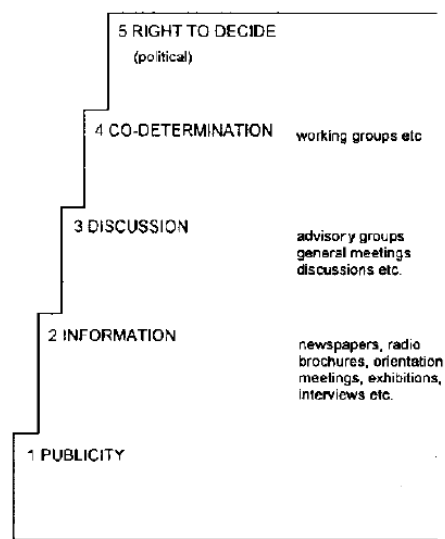


Figure 2.2 Participation ladder, Norwegian context (Fiskaa, 2005, adapted from NIBR/TØI, 1980)

The higher ranks of participation come with many benefits in several directions. These benefits are seen, on one hand, in the project produced. By involving the users, new perspectives and solutions can be revealed and incorporated from the start of the process. This can be a learning experience for the designers, while increasing the satisfaction of the people. A planning proposal that’s acceptable to the wider community will be met with less friction when it comes

to its implementation (Malone, 2019). On the other hand, participation yields societal benefits. Iwińska (2017) talks about enhanced social coherence, which happens when, in order to co-decide, people of different groups and backgrounds have to come together, interact and cooperate (Boonstra, et al., 2011, as cited by Iwińska, 2017). This creates new connections and stronger networks (Malone, 2019). Malone (2019) emphasizes the importance of involving marginalized groups and younger generations. Their meaningful contribution to the process helps instill in them confidence and a sense of community. Successful people-centered designs have, furthermore, positive long-term implications. Being part of the planning process nurtures a feeling of ownership in the community, associated with better maintenance and better image. This brings economic benefits by attracting more investments in the area (Knight Communities, 2010, as cited by Iwińska, 2017).

For participatory planning processes to be successful and these benefits to be attained, according to Beyea, et al. (2009), four critical elements need to be achieved: the common goal, will of all stakeholders to work towards that goal, common democratized information and a means of efficient productive engagement. If the goal and the information are not clearly communicated and shared, or the methods and tools of participation not well managed and organized, the process will not progress and could end up being left in the hands of the experts (ibid).

2.2 Public space

Public space, according to UN (2016), refers to all places that are publicly owned or publicly accessible. They are described by Ercan (2010, p. 23), as spaces “concerning the people as a whole, open to all, accessible to or shared by all members of the community, provided by the public authorities for the use of people in general.” The Norwegian Ministry of Local Government and Modernization (2019) narrows down this definition to outdoor spaces, which are defined by buildings or other physical barriers. They can be of different scales, functions, and hierarchy, from large central squares, parks, or boulevards, down to playgrounds, footpaths or even street corners, which combined and connected create the public space network of a city (Norwegian Ministry of Local Government and Modernization, 2019).

These in-between spaces are not only the physical, but also the social glue of our cities. They are venues for social interaction, cultural expression, and economic exchange, providing a range of activities and experiences, which shape a city’s character and image and its inhabitant’s everyday lives (UN, 2016). People here can “socialize, exercise, play, relax, volunteer, buy and sell goods and services, make connections, express their political views, appreciate art or architecture, or simply enjoy being outdoors” (Gehl Institute, 2018, p. 12). Consequently, public

spaces have major psycho-social effects, with immediate and long-term influences on mood, stress levels, behavior, and mental health (Malone, 2019). They can counteract anxiety (Malone, 2019) and loneliness, create a better sense of security and positively impact physical health (Norwegian Ministry of Local Government and Modernization, 2019).

“Public space lends itself well to participatory approaches.” (UN, 2016, p. 84) Their vital importance and major impact on the citizens is closely tied with the latter’s right and freedom to stake a claim and exert their influence on the city (Norwegian Ministry of Local Government and Modernization, 2019) (UN, 2016). Offering people a seat in the table of decision-making is however not only a right, but also beneficial. This stems from the great potential of local knowledge, as the best way to understand the issues and positive qualities of a public space comes from the tacit knowledge of local inhabitants, built over time through use and experience. When this, coupled with the needs, wants and preferences of the people are integrated through dialogue and active participation, it can greatly contribute to a better design.

2.3 Placemaking

For participatory planning to be implemented efficiently, a lot of techniques and tools are being tested and used in different contexts. Government has shown to not be a sufficient actor in achieving successful processes alone, so there’s a need to make them not only citizen oriented, but also citizen motivated. One of these methods which shifts public space focused projects from a government driven approach towards a community and place inspired one is placemaking (Iwińska, 2017).

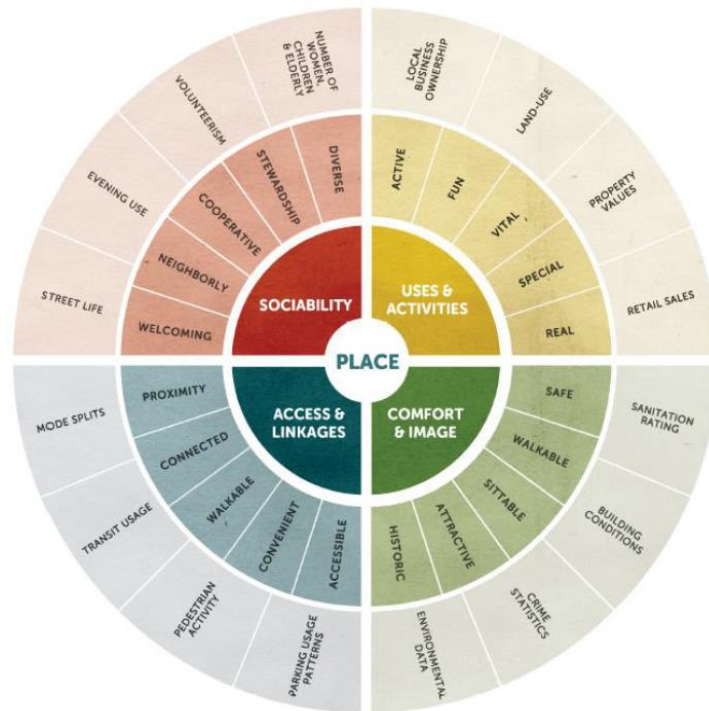


Figure 2.3 Quality Places
(PPS, n.d.)

“Strengthening the connection between people and the places they share, placemaking refers to a collaborative process by which we can shape our public realm in order to maximize shared value” (PPS, n.d., p. 16). It focuses on activating and giving spaces a strong ‘sense of place’, creating therefore Quality Places (Wyckoff, 2014). According to PPS (n.d.), these Quality places refer to spaces that are easily accessible and well linked to other areas, reflect a good image, and are sociable environments which attract users through a range of activities (Figure 2.3).

This is done by building on the existing assets and encouraging social interaction, consequently nourishing and empowering the community. Active citizenship is thereby encouraged. This does not only mean contribution with ideas, but also a feeling of responsibility and ownership to the place, and interest in managing and sustaining it.

In other words, it is Placemaking’s objective to move from Project-driven and Discipline-Led projects, produced by bureaucratic leadership or expert design, to Place-Sensitive and moreover Place-Led approaches (Figure 2.4), which result in better spaces, build social capital, and leave behind anchors.



Figure 2.4 Place-led projects
(PPS, n.d)

The origins of placemaking are in the early 20th century, when due to suburbanization and industrial age constructions the link between public space and community was weakened. This led to the creation of several movements in city planning which aimed to challenge the new regulations that were solely lead by “the sterile ideals of the modern city” (Silberberg et al., 2013, p. 5).

Kevin Lynch published in 1960 the book *The image of the city*, presenting his extensive research on how people perceive and experience their cities, which became a spark of thinking about the importance of human centered design (Silberberg et al., 2013). Jane Jacobs’ *The death and life of great American cities* followed only one year later, based on her experiences living in New York city, and advocating, together with the community, against the demolition of the public space Washington Square. This refocus on the social use of space and the human centered design was further supported by Whyte, in *The social life of small urban spaces*, which, based on human behavior observations, linked factors of good urban design with the needs and desires of people. Fred Kent, a disciple of Whyte, founded in 1975 the Project for Public Spaces (PPS). By working with the communities, a method was designed for them to evaluate and improve their own public spaces. This method was named placemaking and PPS has ever since been a thought leader in this field (ibid).

Christopher Alexander is another contributor to the philosophy of placemaking, with his book *A pattern language*, published in 1977, which puts emphasis on the idea that people should design for themselves, based on his observations that the greatest places were designed by the people and not the architects (ibid). This key principle of placemaking can also be linked to Henri Lefebvre’s book *The right to the city*, where he argues against the top-down management of the public spaces and describes the right to the city as a fundamental right of citizens to

participate in the creation and shaping of their environments (Fainstein, 2014). This, according to him, would enhance social interactions and relationships in society (ibid).

Placemaking is so a public space focused participatory planning tool, which enables people to claim and exercise their “right to the city”.

“If placemaking has at its roots a commitment to shaping great public places around the needs and desires of a community, in recent years it has become a movement in which communities are not only recipients, but active participants in this shaping” (Silberberg et al., 2013, p. 9). There is an emphasis on the community acting without the help of the traditional expert, and the focus being on the process itself rather than just the product. Importance of process over product, according to Silberberg et al. (2013), has to do with:

1. The possibility to continuously improve a place through programming (maintenance and planned activity of place), so it better meets the changing needs of its community
2. The potential of quick and cheap improvements with low-cost temporary interventions, known as tactical urbanism, which can then raise attention to the need of a larger scale placemaking intervention
3. The increase in partnerships where through a combination of public ownership, private resources, and efficient management, not only can quality places be created and maintained, but strong relationships and long-lasting bonds are also established, fostering social capital

“All of these trends rely fundamentally on a strong, strategic and inclusive foundational process” (Silberberg et al., 2013, p. 9), empowering everyday users to become makers, to share ideas and to form alliances. Besides interactive, being iterative is another key concept of placemaking. Iteration, as defined in *Placemaking in the Nordics* (Future Place Leadership, 2020, p. 15), refers to “working with experimentation and evaluation as part of the long-term management of a place.”

To do this, PPS follows a five-stage framework (Figure 2.5) which starts with identifying stakeholders and initiating participation. This continues with deep analysis of the space to understand its gaps, followed by a common vision for the space agreed on by all the participating stakeholders. Afterwards, temporary and reversible ideas are designed and tested in the area. If they work in coherence with the set vision, they are transformed into technical long-term interventions. However, this process is circular and does not end here. Continuous evaluation from the stakeholders is necessary and, if needed, changes should be done to the common vision and the design.

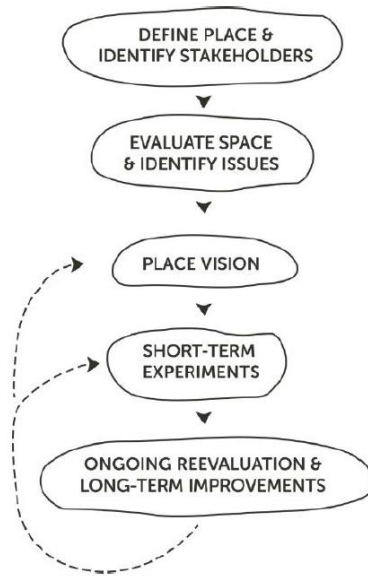


Figure 2.5 Placemaking process framework
(PPS, n.d.)

Silberberg et al., (2013) refers to this process not only as cyclical, but also mutually influential, meaning that not only are places being continuously changed and shaped by the needs and actions of the community, but they are also in turn affecting this community’s behavior. This virtuous cycle allows for multiple entry points to the process of the collaborators, rather than in a prescribed order (Figure 2.6).

The main features of placemaking can be then summarized as “an empowered community of makers, a complex network of cross-sector alliances involving individuals and groups with different roles and areas of expertise, and a process that is set up to run indefinitely, ever course correcting to improve the place and better serve the community.” (Silberberg et al., 2013, pg 12).

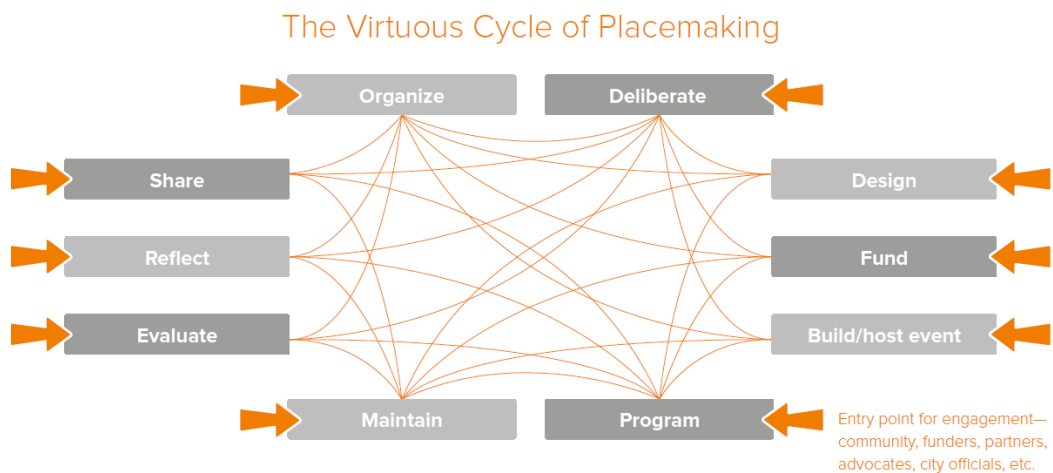


Figure 2.6 The virtuous cycle of placemaking
(Silberg, et al., 2013)

2.4 Inclusion in participatory placemaking

2.4.1 Defining inclusion

An inclusive society, according to UN, is a ‘society for all’, which makes it possible for all individuals, despite differences in race, gender, class, generation and geography, to have equal opportunities in achieving full potential in life. Efforts to reach inclusion embrace diversity and aim towards a safe, stable and just society for all, which enhances individuals’ well-being, but also their sense of belonging and mutual trust. (UN, n.d.) These efforts “include policies and actions that promote equal access to (public) services as well as enable citizen’s participation in the decision-making processes that affect their lives.” (ibid, para.3)

Evidently, inclusion is closely related to both public spaces and the process of designing them. According to UN (2016), access, use and availability of public space are key elements to ensuring social inclusion in cities. Sezer (2020, p. 47) talks about democratic public spaces, as “spaces which are accessible to all – physically and conceivably – and enable an expression of differing choices, views or conflicting interests of inhabitants of all social groups (e.g. gender, age, economic status, and ethnicity)”, whereas democracy refers to the negotiations among differing interests on “who gets what”, related to the right to access, use and appropriate public space. This seems to be in line with Gehl’s Institute’s (2018) definition of inclusion, presented again as both an outcome and a process, but also as a tool for change. As an outcome, inclusion is related to a public space being welcoming, accommodating, and safe to everyone. Inclusion is also seen as a deliberate process of engaging all the community in creating, attaining, and maintaining a common vision for the public space. Lastly, it is considered a tool that can help reduce or even eliminate inequities.

Inclusive spaces and inclusive processes are in direct relationship with each-other. Simply changing a physical space is not enough to bring a change to the social structures or create inclusion and equity. On the other hand, as numerous literature states, inclusive processes can create as a result inclusive spaces. This can be seen in *The just city* by Fainstein (2014) who argues that through broad participation and deliberation, the outcomes can be better distributed and more just. Gehl furthermore explains that “successful inclusive processes increase the diversity of users, the level of quality and the degree of accessibility of a public space.” (2018, p. 13) which corresponds with his definition of an inclusive space (as stated above). Through dialogue and direct engagement in the process, the community is given a sense of belonging (Gehl, 2018). This feeling of belonging, or “feeling at home”, according to Wekker (2019, p.

115) “provides a sense of safety, familiarity, community and control over the (social) spaces people find themselves in.”

This is also supported by Madanipour, (2010, p. 242), stating that “Democratic and inclusive processes that create public space as a common good appear to be the best way of ensuring a better physical environment with social and psychological significance for the citizens. Where everyday needs for public spaces are met through participative processes, the result is both physical improvement and social development, laying the foundations for further enhancement of democratic practices.”

While in theory participatory planning is closely tied to democracy, in practice the correlation is not always positive. The attempt to shift from government to governance by power redistribution can actually at times pose a threat to democracy by repeating existing power relations between participating actors. If representation is not done right, either due to parties’ resources, different participants’ interest to be involved, or organizers tendency to prioritize some groups and leave some behind, issues of inclusion and exclusion arise. (Iwinska, 2017)

Claims over a public space can be done from organizations, individuals, or social groups of people, who might have varying needs and wants regarding the outcome. During the design process the differing claims should be taken into account, without prioritizing any of them, since public spaces need to serve to as many people as possible and not just a small, privileged group. However, building a bridge between these claims and reaching a negotiation can be difficult when the conflicts are too strong. Such cases tend to bring results that favor the more powerful groups, as they have the ability to exert a stronger influence in the process. (Madanipour, 2010)

“Those who do not control resources and have no voice in political representation, those who remain silent in the process of spatial transformation, or those who are physically weak can be at the receiving end, and potentially lose out in a contest over the use and control of space.” (Madanipour, 2010, p.240)

This results in exclusive practices, which goes hand in hand with social inequality. That is why negotiations should be reached by inclusive processes, where as many voices as possible are involved and they’re intersected on the basis of equality.

The question of who participates is just as crucial as to what extent everyone does. Inviting different parties to dialogue does not ensure effective participation, as specific groups can choose to not take part or be more passive in voicing their opinion. Therefore, the processes should be supportive and help “build capacity, nurture voice and enable people to empower themselves.” (Cornwall, 2008, p. 275)

As UN (2016) states, a crucial part of meaningful effective participation that includes everyone is supporting and mobilizing ‘excluded urban groups to share their views and represent their own needs’ (p. 20). Stuart et al. (2017) refers to these groups as populations at risk of being left behind and emphasizes the importance of explicit and pro-active attempts at including them from the start. Leaving no one behind is a common and central concept for all the SDG-s, which list as more vulnerable groups the income poor, women, children, youth, people with disabilities, the elderly and ethnic minorities.

For the scope of this study, inclusion in the placemaking based participatory process will be understood as involving all the affected stakeholders equally and giving everyone the same opportunity to access the process and influence the outcome - especially considering the groups which are at risk to be excluded.

2.4.2 Evaluating inclusion

Although the concept of inclusion is a prominent theme in urban development literature, far too little attention has been paid to developing a way to assess it, especially in the scope of placemaking. This can be connected to the pressure for these processes to be successful. However, if the goals are not measurable and evaluation is only vaguely done, situations remain at a standstill, as mistakes are repeated and the possibility of learning through them is lost.

Progress in this direction has been done by Gehl Institute, who designed a framework (Figure 2.7) which can be used as a basis for action towards and evaluation of inclusion in public spaces. While the guide focuses on health equity, it is flexible and therefore can be adapted and used for other aspects as well (Gehl, 2018). Gehl lists four guiding correlated principles that should be considered to achieve inclusive healthy places. First of all, in order to be able to set appropriate goals for inclusive practices, *Context* should be analyzed. The focus here is on the existing conditions of the area - the characteristics of the people present, indicators of exclusion, as well as community assets, like local institutions, that can be built upon. *Design of the space and its program* entails certain qualities of public space, accessibility, access, diversity of users and their social mixing but also safety and security, as drivers of a sense of inclusion for the different user groups. *Sustenance*, on the other hand, is about stimulating ongoing representation, ongoing investment, community stability, collective efficacy, and preparedness for change, or in other words, community’s capacity to engage and maintain their spaces over time.

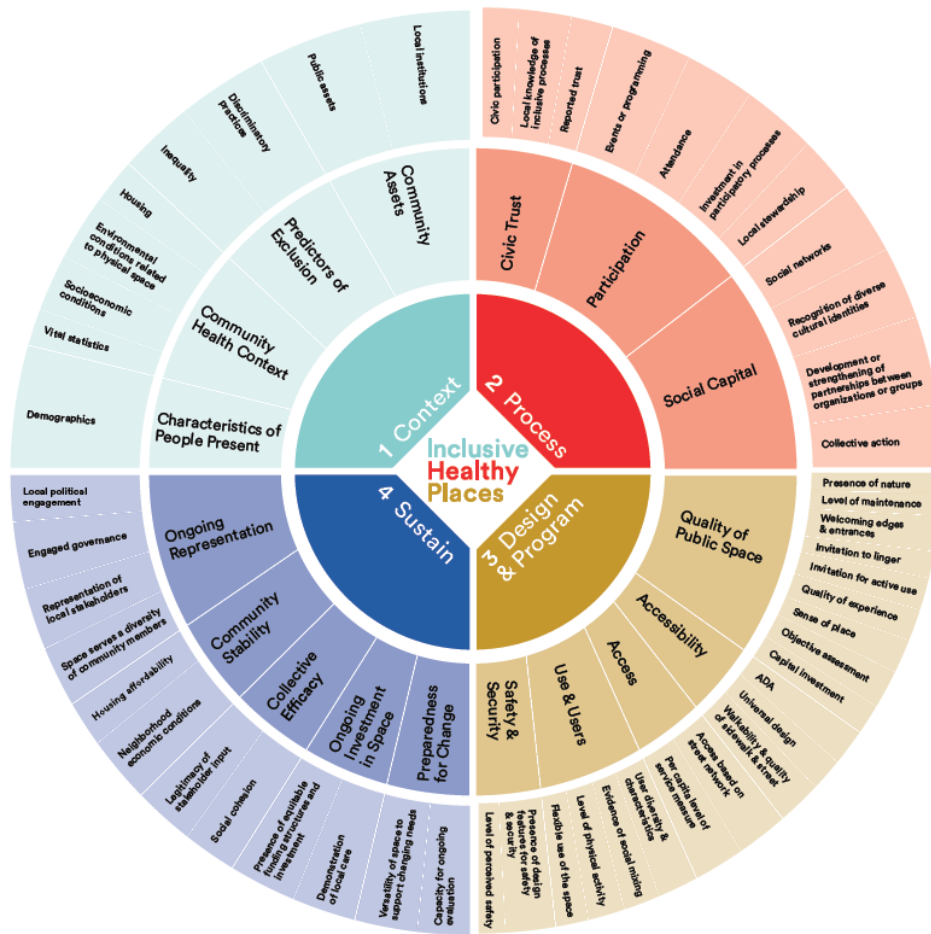


Figure 2.7 Inclusive healthy places (Gehl, 2018)

For the *Process* to be inclusive (which is the focus of this study), civic trust, participation and social capital in the area should be understood and promoted (Gehl, 2018).

- Civic Trust expresses community’s perceived level of meaningful involvement through indicators such as rate of civic engagement, knowledge of public processes and trust among the neighbors and in the institutions.
- Participation can be measured by attendance in participatory events, the degree of investment in participatory processes and local stewardship.
- Social Capital has to do with a feeling of ownership and identity, and strong social networks, which can further be developed by recognition of cultural diversity and collective action.

The indicators of inclusiveness of the framework are followed by metrics that are mostly qualitative. Both indicators and metrics need to be highly specific and measurable to be meaningful. However, in Gehl’s report they remain quite broad, vague, and illustrative,

leaving it up to practitioners to improve and adapt them, depending on the context and scale of the project (Gehl, 2018).

2.4.2.1 Stakeholder mapping

Stakeholders are organizations, groups, departments, structures, networks or individuals who have a specific role and agenda and who can get positively or negatively affected by the outcomes of a project (Hovland, 2005). The power/interest matrix is a tool that makes it possible to map their position in relation to the project, so that their possible impact can be maximized. Interest refers to the degree of concern the stakeholders have in regard to the project, while power refers to their influence over the outcome, and the degree to which they can contribute towards the desired change. In this thesis, as per (Johnson et al., 2009) power is accepted as an implication of possession of knowledge and skills, informal influence through internal links, access to resources, status of representation or possibility of involvement during implementation.

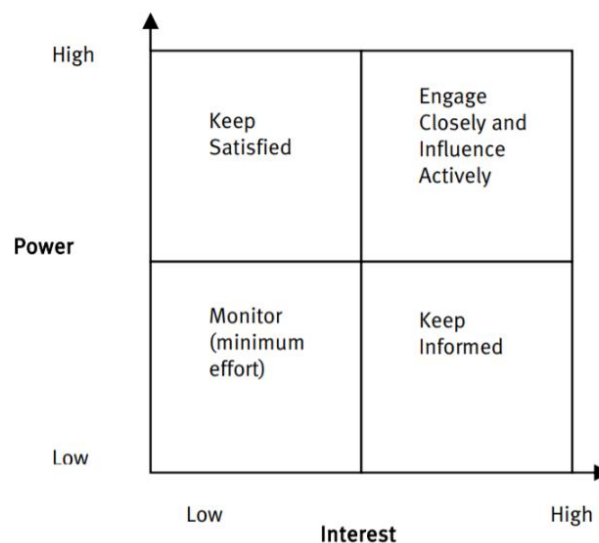


Figure 2.8 Stakeholder analysis matrix (Hovland, 2005)

The matrix (Figure 2.8) organizes the stakeholders into four groups:

- Low interest & Low Power – Minimal Effort

These are the stakeholders who do not view themselves as influential and show little to no interest in participating in the project. This makes them prone to being excluded from the process.

- High interest and Low Power – Keep informed
These are the stakeholders who are well informed about the project, but perceive themselves as less likely to contribute. However, if pushed or organized well they can become more active.
- Low interest and high power – Keep satisfied
While having the potential to help develop the project, the low interest towards it keeps this group in a relatively passive position. However, it's important to keep them satisfied, because under specific circumstances their interest can rise and they might demand changes to the outcome.
- High interest and high power – Key players
This is the most active set of stakeholders, who are not only fully engaged when invited, but also take the initiative to contribute themselves.

2.4.2.2 Method mapping

In order to engage citizens in participatory processes, a wide range of methods can be used, combined and customized according to the context. However, there is generally a difference between the level of engagement reached by different methods, caused by a difference in their efficiency.

A project by Stelzle and Noennig (2018) conducted in Germany, looked into the methods used in urban development participatory processes with the aim of creating a database of existing and available methods and their sufficiency for different participation objectives.

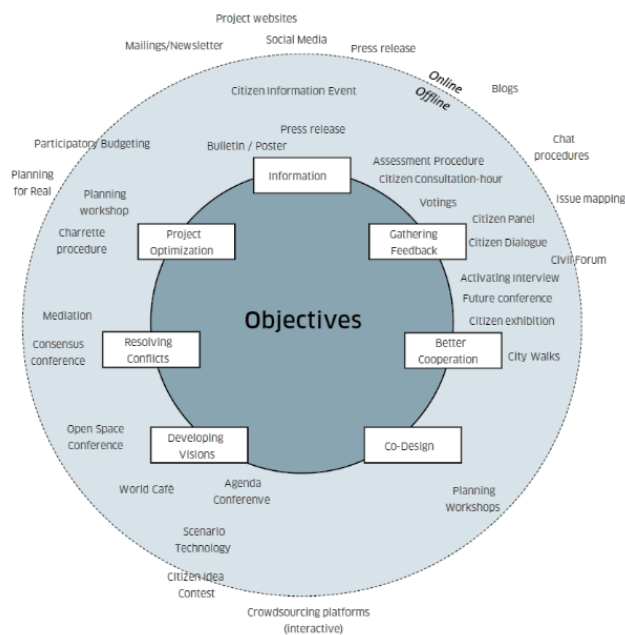


Figure 2.9 Method Bank
(Stelzle et al, 2019)

In order to produce this Method Bank (Figure 2.9) the researchers had to initially define the goals of civic engagement. They looked into the most commonly used classification established by Arnstein (1969), and modified it into a new version suited to their case studies, where the goals are defined, in ascending order, as information, gathering feedback, better cooperation, vision making, conflict resolution and project optimization.

Many of the mapped methods meet more than only one of the objectives. For instance, as indicated in Figure 2.9, Citizen Consultation Hour makes it possible to both convey info but also gather feedback, which is why it is positioned in between the two. The methods are further divided into online and offline, where the online ones can assist in a broader recruitment of especially young participants (Stelzle and Noennig, 2018).

2.4.2.3 Evaluation framework

Civic trust, Social capital and Participation are adapted from Gehl's framework, as the main drivers which indicate the inclusiveness of a process. The framework however only lists them as three separate indicators, without expressing the connection between them. The author argues that civic trust and social capital are contextual factors which, if strong, can make participation in the process more inclusive. At the same time, inclusive participation will promote equal amounts of civic trust and social capital in the participants. It is only then that the process can be considered inclusive overall.

Regarding the metrics of these indicators, civic trust can be evaluated through institutional trust, local knowledge about participatory processes and level of civic participation, whereas social capital is measured by the existing social ties in the area, the recognition of diversity, volunteerism and feelings of ownership towards the neighborhood (Gehl, 2018).

The metrics listed by Gehl (2018) for the participation factor give the perception of an area over time. The author intends to adapt it to the case of a single project, and make the metrics easier to measure.

Firstly, by considering the amount and type of people and interest groups joining the process, *attendance* can be analyzed.

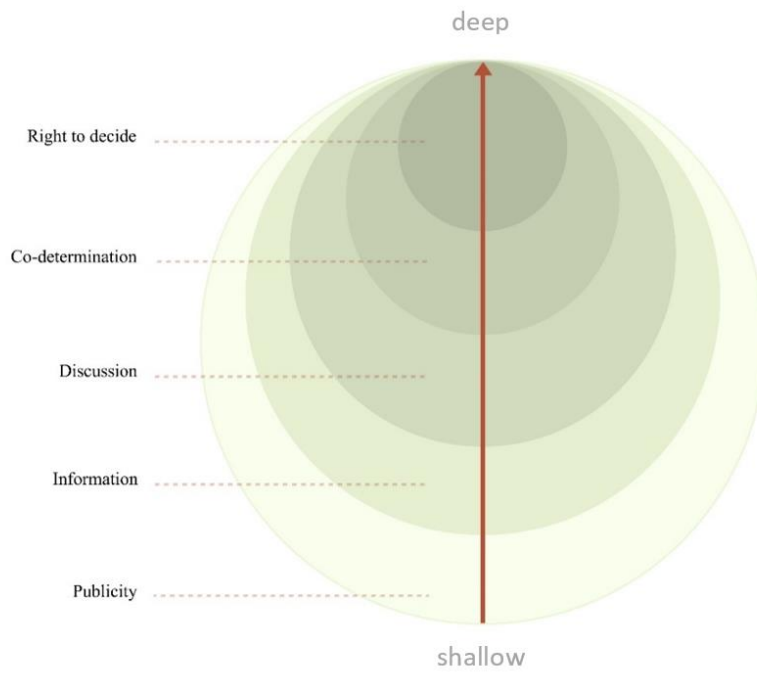


Figure 2.10 Level of participation map

Depending on the method used to engage the different groups, they might reach different levels of influence on the process outcome. In order to understand and highlight the *level of participation* reached by the different stakeholders, the method mapping idea behind Stelzle's and Noennig's research is adapted (Figure 2.10). For the objectives of civic engagement, the previously described classification by Fiskaa (2005) for the Norwegian context is utilized (see [page 13](#)). The levels are arranged in an ascending order, from shallow to deep, to better emphasize the difference between the objective of participation fulfilled for each stakeholder, depending on the method used to engage them. The author argues that wide gaps between the stakeholders would be indicators of a less inclusive process.

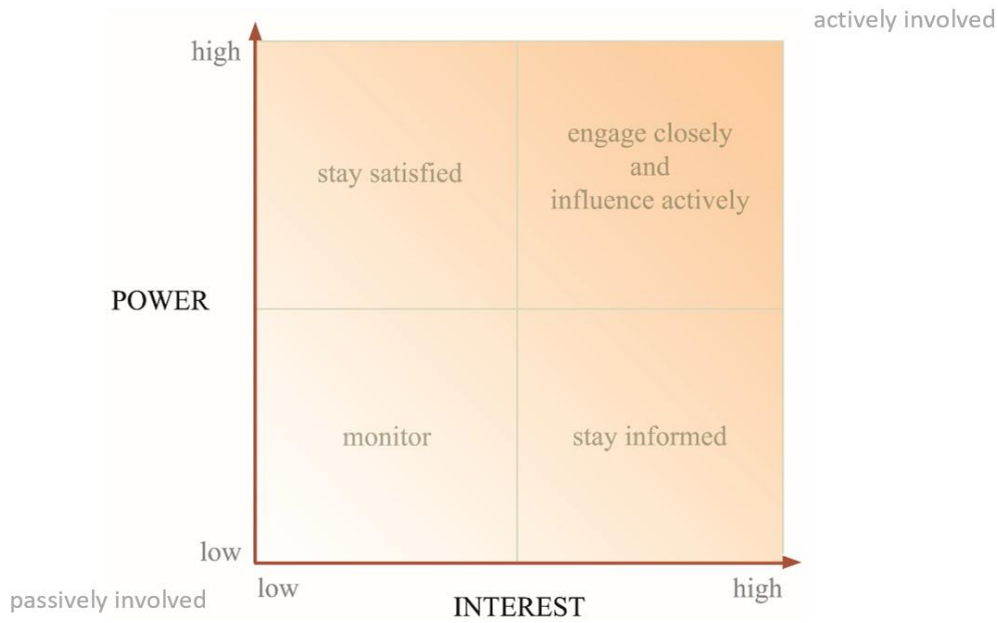


Figure 2.11 Level of involvement map

The stakeholder matrix, on the other hand, is generally used to analyze a given situation and make the most of the stakeholders' potential contribution, by prioritizing the high power & high interest groups. However, in the scope of this study, it will be adapted to evaluate participation from the stakeholders' point of view and to reflect on their understanding of their own position, therefore revealing their *level of involvement* in the process. A gradient layer has been added by the author to the matrix, to show the stakeholders' position in a passively involved (low interest - low power) to actively involved (high interest - high power) scale (Figure 2.11). This will be useful to identify the groups who are engaged less and understand the causes of their stance (i.e. why some don't see themselves as influential). The author argues that, the more stakeholders are in the same matrix and the smaller the gap between positions is, the more inclusive the process can be considered – and the opposite.

The relation between the indicators and the metrics can then be summarized as visualized in the framework below (Figure 2.12).

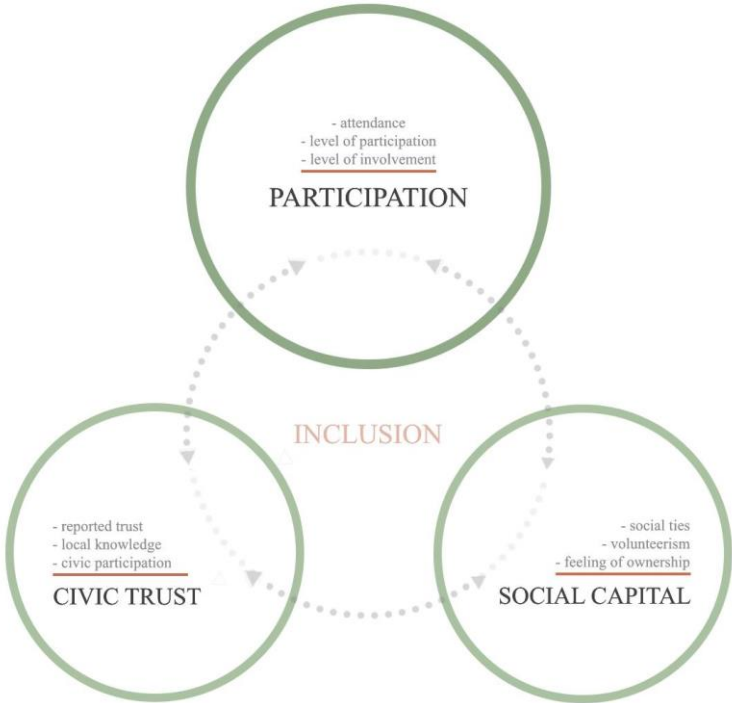


Figure 2.12 Inclusion evaluation framework

3 Research methods

This chapter describes the methodological approach used to conduct the study and explains the rationality of the methods chosen. The case study is firstly presented as the central element of the research, followed by the other methods that were conducted – literature review, observation, participant interviews and expert interviews. A description of the way data is analyzed is then provided. Lastly, the author reflects on the challenges and limitations experienced.

3.1 Overview

This research follows a single case study design, using methods of qualitative approach. According to Tjora (2018), qualitative research is characterized by an emphasis on understanding rather than explaining, proximity to the research subject with direct interaction between researcher and participant, and a soft nature of data in the form of text rather than variables. Within this research framework, by immersing in a culture or situation and directly interacting with the people under study, the researcher becomes the instrument of data collection (Weinreich, 2006). In this way, rich and detailed data are generated, which focus on processes and reasons why and provide insight into the attitudes, experiences, perceptions, and perspectives of the participants in a specific environment. This is in line with the nature of this study, whose findings are dependent on a defined environment, the relationships between the stakeholders and the perspectives of the participants.

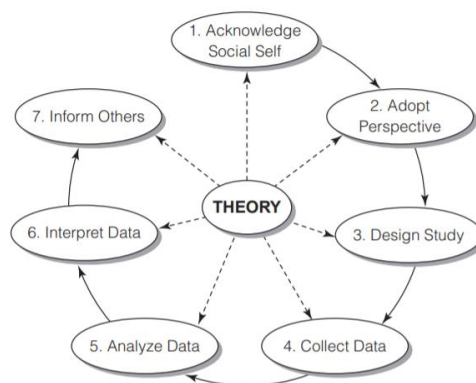


Figure 3.1 Steps in the qualitative research process
(Neuman, 2014)

The qualitative approach is quite fluid and less linear, compared to the quantitative one. Neuman (2014) describes it as a seven-step process (Figure 3.1), which commonly starts with *Acknowledging self and context*, and *Adopting a perspective*. This study was initiated by the author situating the internship project and herself, as facilitator, in the field of placemaking and

public participation in Trondheim. Rather than directly narrowing down a topic, inclusion was chosen as a direction which then led to further potential questions. Based on this, the *study* was *designed*. The following steps – *collecting*, *analyzing*, and *interpreting data* were simultaneous rather than chronological, with a lot of going forward and backward. The last step, *Informing others*, can be related to the intention of the study to suggest possible improvements for later participatory processes in Trondheim.

This work is a combination of descriptive and explanatory research, where the first aims to answer how and who research questions by providing a detailed picture of an issue, whereas the latter addresses the why, identifying the causes and reasons something occurs (Neuman, 2014).

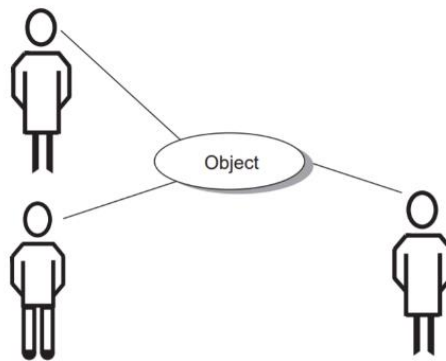


Figure 3.2 Triangulation: Observing from different viewpoints (Neuman, 2014)

While the case-study is the central part of the research, it is carried out along other qualitative methods. Literature review is conducted to create a comprehensive understanding of the context, the theory, and main concepts. Further data collection is done based on triangulation of observers, which according to Neuman (2014), is the idea that combining different perspectives brings higher accuracy than only looking at something from a single point of view (Figure 3.2). Observations from the author, interviews with participants and expert interviews will complement each-other in data, background and experience, and compensate for biased views or inattention to certain details.

Figure 3.3 reflects the research process and the relation between the methods. More details on each of them is provided in the sections below.

As indicated in the timeline in Figure 3.4, the process consists of three phases: Vision setting, Design and Feedback.

The first stage, which lasted from November 2020 to March 2021, started with determining the stakeholders, which were then invited to a series of co-design workshops, with the intent to gather information about the current situation of the space and their desired changes. In a few cases, the workshops were not possible and were therefore replaced with other methods.

Once the input from the stakeholders was collected, the team reviewed and analyzed it. Lists with the issues, needs and ideas for the future use of the site were compiled, leading to a general design concept. This concept was then interpreted in three different design solutions, with differing level of built-up structures and flexibility. This stage was carried out during March.

In the third phase, Design feedback - conducted in April, all the stakeholders were invited back to review the three produced alternative drawings. For transparency reasons, the steps followed in the previous phases, the stakeholders involved, and the input they gave, were also presented. Afterwards, the participants were given the space to reflect on the designs individually, and then discuss their views with each-other and the facilitators.

For the months following the submission of this work, a fourth phase is planned, which intends to test out the implementation of the main features of the design proposal and see if they function well in the site before the design drawings are finalized.

The Vision Setting and Design Feedback phases will be the focus of the case study for the purpose of this thesis, since they are the steps where the stakeholders are directly engaged in the co-design process activities.

3.3 Literature review

Literature review was one of the initial steps of the study, but it was an ongoing component rather than a distinct phase. It is done in order to understand the accumulated knowledge in a certain field, so that one does not reinvent the wheel, meaning waste time on finding out what has already been learnt. It is furthermore beneficial as it enables building on this existing knowledge (Neuman, 2014).

Snyder (2019) also refers to literature review with the terms “theoretical framework” and “research background” and describes it as previous research done by the author to map and assess the field of interest, to motivate the aim of the study and justify the research questions.

The nature of this study’s review is narrative, which reaches “an overview of a field of study through a reasonably comprehensive assessment and critical reading of the literature” (Bryman, 2012, p. 102). Literature review served this research as a source of information that helped, on

one hand, understand the context of the project by looking into participatory planning in Norway, and on the other narrow down and define the main concepts to be used in the study and their relation – public participation, public space and placemaking. It was also a means of understanding what is already known in regard to inclusion, coming up with research questions to focus on, and develop a framework to analyze the findings.

Directions by Neuman were followed while reviewing the literature – the literature examined, reports, books, scholarly articles and master thesis, were organized in two main file types, *source* and *content* file, where the first contains the bibliography and the latter the information of interest from each source. The source file was also divided into two parts, the *have* file, listing all the literature already examined, and the *potential* file, where possible leads were listed. The *content* file was separated into themes and topics, each one containing main findings, quotes or definitions of concepts from each reading.

3.4 Participant interviews

At the end of the co-design process, semi-structured interviews were organized with the stakeholders that took part in the workshops. The intent was to gather data from participants' point of view, to help analyze, on the basis of the inclusion framework prepared in the theory section, whether the process was inclusive. According to Silberberg et al., (2013), “fuzzy evidence” such as personal interviews are perfectly acceptable when evaluating aspects of the process such as social capital, civic trust and so on.

The criteria to sample the interviewees - where sampling refers to the subset of the population selected to investigate (Bryman, 2012) – is determined from the study's research question as the participants of the process. In order to reduce the non-response error, which is the refusal to participate (ibid), most of the interviews were held at the end of the workshops of the Design Feedback phase. However, this error was not completely eliminated, as the sample size was affected by reduced participation in this phase, as compared to the first one.

The interviews were held as one-on-one or with focus groups. The focus group technique involves more than one interviewee - usually at least four (Bryman, 2012, p. 501). It highlights how individuals view a certain issue as members of a group (i.e the residents together) and encourages them to respond to each other's perspectives. Overall, four one-on-one interviews, and three focus groups - with three, four and two participants - were held.

The interviews were semi-structured, meaning the author prepared in advance an interview guide with a list of questions that were to be covered, while leaving the possibility to deviate

from the schedule. However, the questions asked and the way they were worded did not change a lot from one interview to another.

These qualitative interviews were accompanied with the stakeholder mapping activity. The interviews were conducted virtually, using Google Meet, alongside the visual collaboration platform Miro Board (Figure 3.5), which enabled interviewees to mark comments on sticky notes and pin themselves in the stakeholder map. Using this visual technique made the experience more engaging, by stimulating comments and facilitating elaborate thoughts. Having visual frameworks present also makes it easier to do analysis. Interview notes, analyzed together with the visuals produced, adds richness to data, while also making it easier to compare, since a framework is created (Comi et al., 2014).

In regard to ethical issues, before the start of the interviews all participants were introduced to the thesis study and its purpose, were informed that participation is voluntary, and were asked for consent to use their input as data. To protect anonymity, they will be referred to by pseudonyms in later sections of the study.

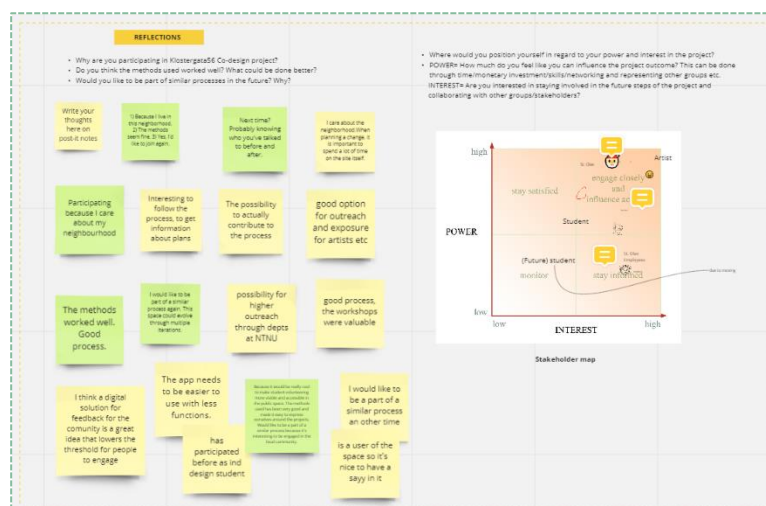


Figure 3.5 Visual techniques - Miro board screenshot

3.5 Expert interviews

Expert interviews refer to one-on-one interviews with municipality employees, to gain deeper insight on the projects that are being carried in Trondheim, lessons and advises from other public participation processes, and a look into the potential of applying the approach in further projects. They helped to relate the level of inclusion in the project to the context of Trondheim, based on the experts' experience. They were furthermore a way of confirming the validity of the author's findings. The sampling of the experts is inherently purposive, where for this study experts who have directly worked with participatory processes in Trondheim are selected. The

error of non-response occurred in this case as well, because out of four experts reached, only two agreed to be interviewed.

These interviews were also semi-structured, and were conducted virtually, through Google Meet. The conversations were not recorded, but the transcripts were automatically generated by the usage of the Tactiq plugin, installed in the browser. The ethical considerations followed for the participant interviews were also applied here.

3.6 Observation

Naturalistic observation is the commonly found type in case study research. It generally produces data in the form of text. Observation is used in combination with other data collection techniques because it is prone to reliability issues (Guthrie, 2010). This happens as the same elements can be interpreted differently by different people, which emphasizes the importance of triangulation (ibid).

“Observation usually focuses, first, on behaviour and then, generates ideas about why certain behaviours occur (for example, why interaction occurs between some people but not others, which then leads to an investigation of the cultural explanations for this). It also allows the opportunity for a validity check about whether people do what they say.” (Guthrie, 2010, p. 109).

The observation done in the study is participant observation, due to the researcher being part of the situation as designer and facilitator of the co-design process. Reflecting through own experience makes the observation less systematic, but the insights gathered added value to the data collected through interviews. The form of observation is field notes, a combination of more structured information such as type of event, method used, number and profile of participants, but also unstructured interpretation relating to the behavior of participants and their dynamics, such as passive or active interaction, as well as emotions and attitudes displayed along the co-design workshops or interviews.

3.7 Data analysis

The data collected from the methods mentioned above consists mainly of observations, field and interview notes and transcripts, in the form of text and visuals. Table 3-1 gives a more detailed summary of the data type and amount gathered through each method.

Method	Period	Data type	Total
Case study & Observations	November - April	Notes, Miro board snapshots, forms, collages, drawings	6 months 45 pages
Participant Interviews	April	Notes and visuals (the stakeholder map)	150 min - 6 pages
Expert Interviews	May	Transcripts	45 min – 14 pages 58 min – 15 pages

Table 3-1 Type and amount of data gathered

Thematic approach was used to analyze it. According to Bryman (2012), this approach refers to the usage of a framework with an index of central themes and subthemes, creating a matrix to which data is applied. The author followed a deductive approach, using the research questions and the theory as the springboards for creating the themes. Data from the methods was grouped in three main themes - participation, civic trust and social capital - the three indicators in the Inclusion Evaluation framework. They were furthermore categorized on the basis of the metrics belonging to each indicator.

3.8 Reflection

Language became a limitation in several occasions while conducting the methods. On one hand, literature regarding public participation in Norway, and the ByCampus and Knowledge Axis developments were mostly written in Norwegian, which posed a challenge due to the author’s limited proficiency. On the other hand, using English for the interviews restricted in a few cases the participants’ input, depending on their level of familiarity with the language.

Considering the purposive sampling nature for both participant and expert interviews, non-participation was another critical matter, since the number of overall potential respondents was already limited. However, as previously mentioned, to tackle this issue the author conducted most participant interviews right after the design feedback workshops and was therefore able to communicate with all 13 participants of the second phase. On the other hand, due to the extensive and complementary knowledge, background, and perspectives of the experts, even just two interviews provided sufficient information.

Lastly, the ongoing Covid-19 situation meant that most interviews were held online. This made the method less interactive, as the guide was followed more rigidly and communication at times felt a little rushed.

4 Case study and findings

This chapter presents the data gathered through the different methods that were used. Firstly, a chronological description of the case study is given, supplemented with author's observations. This will help create a general understanding of the process. The second part presents data collected from the observations, the participant interviews and expert interviews, combined together and structured according to the main indicators of inclusive processes, as determined in the theory chapter. Therefore, at first the three aspects of Participation, level of attendance, level of participation and level of involvement are presented. These are then followed by data about Social Capital and Civic Trust. To protect anonymity, all participants and interviewees have been assigned pseudonyms.

4.1 Case study

As explained in the methods chapter, the process of co-designing Klostergata56 went through three stages, Vision Setting, Design, and Feedback, over the course of six months. The focus of the case study is mainly on the Vision Setting and Design Feedback. For practical reasons, these will alternatively be referred to as the first and second phase, respectively, in the following sections.

4.1.1 Vision setting phase

The original plan for this phase was to conduct a series of co-creation workshops, facilitated by the interns and the team leader. Once the stakeholders were identified, it was decided to conduct a separate workshop with each focus group and an open one where they come together to merge their design ideas. However, for reasons explained further on, some of the stakeholders' input was collected through other methods. The open workshop was also held earlier than planned, to increase and broaden the range of participants involved.

The workshops' structure was planned based on Theory U by Pearson, et al. (2018), the framework in Figure 4.1, which goes through 5 different steps:

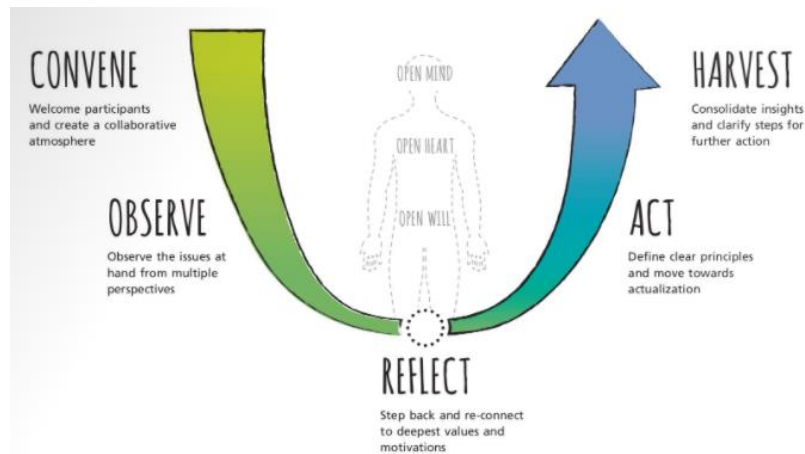


Figure 4.1 U-theory (Pearson, 2018)

1. Convene, consisting of familiarization and warm up tools. Here the facilitators and the participants take a round of introduction. The latter also talk about their relation to the space.
2. Observe, where the facilitators present the site and the approach being followed by using placemaking, while the participants develop their own understanding of the process and identify main issues of the space through mind mapping and similar tools.
3. Reflect, where they engage with the Place Game and come up with general ideas for the design.
4. Act phase, where through collages, first individually and then together they brainstorm on more concrete design interventions for the space, leading slowly to a common vision setting.
5. The last step, Harvest, is a quick evaluation of the workshop, concluding the event.

Overall, eight workshops were conducted. Additional stakeholders were involved through surveys and phone call interviews. Figure 4.2 gives an overview of these methods, the stakeholder groups involved, as well as who and how many participants were engaged.

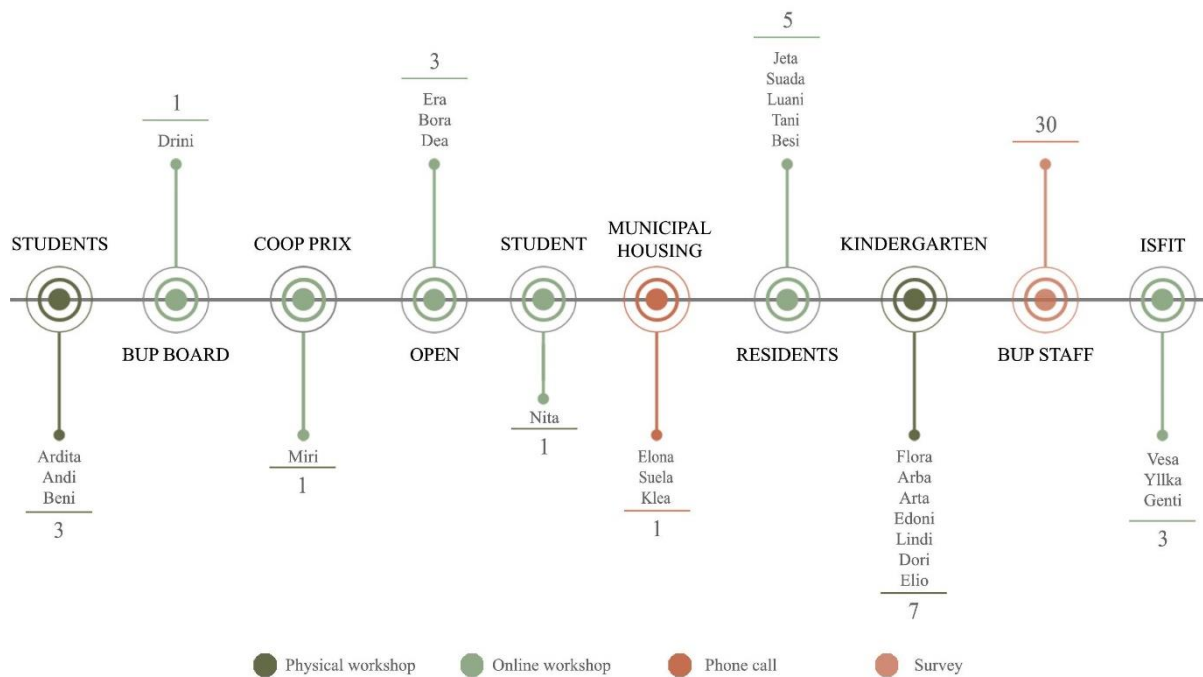


Figure 4.2 Vision setting phase timeline

Workshops

- Student workshop

The first workshop was held with students living in the area. It was conducted physically at Bøker og Bylab, the internship office space (Figure 4.3). To recruit participants, SIT sent out an email to students who were previously living in the student housing. The workshop event was also published in a few student groups on Facebook. Additionally, the student interns reached out to personal contacts who live close to the site. The event was however only attended by one female participant, Ardita, and two male participants, Andi and Beni, all in the age group 20-30. Ardita and Andi are friends with the facilitators, while Beni is a previous SIT tenant. The workshop lasted almost 2 hours and followed quite strictly the U-theory framework described above. During the introduction, a card game was incorporated where everyone present picked a picture from a given deck that represented their favorite public space in Trondheim. This prolonged the Convene step but made the setting more informal and the conversation run more smoothly. During Observe, the facilitators talked about the project and showed pictures of the area while the participants took notes of their first impressions on stick it papers. After a short discussion, they were given the Placemaking Forms to better structure their ideas, as a video of the site was continuously playing. At this point, a break was given where, along with food and drinks offered by StudyTrondheim, the participants had the chance for informal conversations out of the scope of the project. This seemed to assist in making the later steps

more dynamic. In the following Act phase, the three students were each given a blank paper to draw possible interventions. The papers were rotated every few minutes so everyone could add to and further develop each-other's idea. This drawing activity lasted about 25 minutes. As a next step, the three produced drawings were discussed, and common concepts were identified. The students' ideas were quite similar, coming down to a wish for more greenery, diverse landscape materials, art installations and activities. At the end, the participants expressed a positive attitude towards the placemaking approach and noted that the interactive steps were more fun than the individual ones. When asked for the motivation to attend, Ardita and Andi referred to the friendship ties with the facilitators, but also added that *"It's nice to hear the way you're working."* and *"It's interesting to be part of this process."* Beni, on the other hand, responded with:

"I actually only saw the email in the last minute. I assumed that it was Spam and almost didn't open it. But when I clicked on it, I thought it was interesting and was free at the scheduled time so decided to attend. We have a SnapChat group with previous tenants of the SIT housing, and we are all curious about what is going to happen."

Andi additionally talked about the lack of hierarchy in the work environment in Norway, as well as the culture of not moving away from the city one is born in, hinting at a potential high attendance and positive attitude towards the placemaking process from the community. The workshop ended with all three students expressing interest to come back for feedback.



Figure 4.3 Physical students workshop

- BUP Clinic

Considering the concerns of the Clinic towards the SIT housing project, the team decided it was important to set a meeting with them early in the process. Due to Covid-19 restrictions, the workshop was decided to be held online, which resulted in changes in the structure of the process. Google Meet was used for video-communication alongside Miro, an online visual communication platform. Three employers from the hospital board were expected to participate but due to technical problems, only one of them showed up – Drini, a man in his 50s, who is one of the leaders of the department. The meeting started with a simple introduction of everyone present, omitting the card game used as a warm-up tool in the previous workshop. Since Drini was quite familiar with the site, the StudyTrondheim team mostly focused on explaining the placemaking approach. This was followed by a short verbal presentation from him of the Clinic’s structure and usage. A Miro board (Figure 4.4) was set ahead where, to adapt the Placemaking Form, its evaluation factors (Access to the space; Uses and activities; Social life; Comfort and image) were listed together with each one’s subtopics. However, instead of a scale, a blank space was planned for stick it notes to be pinned. Additionally, a map of the site was put with the intention to draw the suggestions upon.

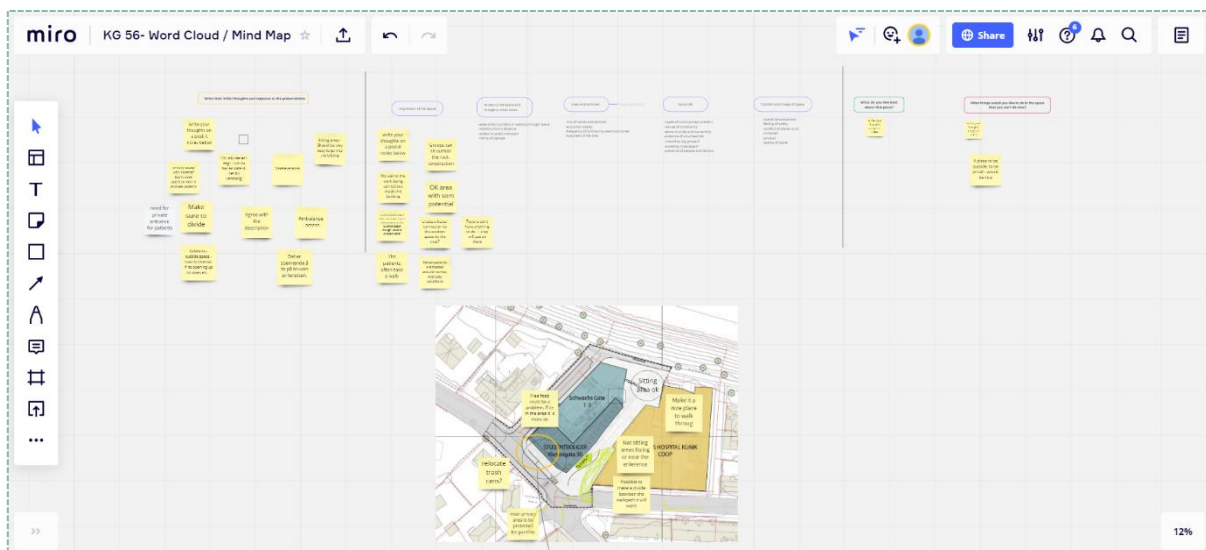


Figure 4.4 Miro board snapshot

The process did not go exactly as planned – the different steps were not followed strictly but overlapped each-other. Instead of focusing on each of the topic from the placemaking form, Drini discussed more generally his impression of the space and concerns on potential interventions. Most of the comments were noted on the virtual stick it notes by the facilitators. Drini also used the map minimally, more as a mean to indicate the location of his ideas than to draw. His general perspective of the space was that it has too much asphalt and it has unused

potential, but it fits the work done in the hospital. He informed that, while earlier patients used to stay longer and get integrated, by for example working in the cafeteria, now they stay for a shorter amount of time, are sicker and generally not in the shape to work or engage in the activities outside. However, he was not against activating the space, as *“patients need to train themselves being in normal life situations. This was the main reason to set the clinic in its location, rather than out of the city in an isolated setting.”* Drini brought up the privacy concerns evoked by the housing design and showed, to the contrary, a lot of optimism for the public space intervention due to its participatory approach. He further offered to spread anonymous forms to other users of BUP.

- Coop Prix

The administration of the supermarket was reached out to for a digital meeting. Miri and Olti, both men in their 40s, part of the board, agreed to meet. At the time of the event, due to technical problems, only Miri was able to show up. The project and process were at first explained. Surprisingly, Miri was not aware of the new building project. However, he was positive to changes in the space and had no concerns, except for seating at the entrance of Coop, which could intimidate customers. The idea of setting a free fridge was also discussed. This was initially proposed by students and received positively in the BUP clinic workshop. Miri on the other hand was hesitant as it could affect the number of customers. The idea was no longer considered or brought up after this workshop.

- Open workshop

The following workshop was planned as a means of broadening the stakeholders involved as early in the process. At this point, the team had created a Facebook page for the project at Klostergata56. The event was published there and on StudyTrondheim’s official Facebook page. Additionally, fliers were physically distributed. This event was also conducted online due to ongoing restrictions. With the expectation of having a lot of participants, the team had planned to split them in different groups, each one discussing their ideas and drawing on the Miro board, coming then back together to discuss. On the contrary, only three people showed up. Era and Bora, residents from the neighborhood, are both women in their 40s. Dea, female in her 20s, is an artist who saw the project on the Facebook posts and joined due to curiosity. The workshop was conducted combining Norwegian and English. The team leader took charge, while the other facilitators mainly took notes. The introduction round and explanation of the

process were done similarly to the previous workshops, but the rest of the steps were less structured and followed a natural flow.

Era and Bora are friends, both mothers to children of ages 8 and 10, and their perception of the space was deeply defined by this role. Their comments were mainly regarding the safety of the space due to its “kiss and ride” character, the lack of activities for kids, and unused potential for a neighborhood meeting point. They suggested to design places to sit, add more greenery and play furniture. Furthermore, they expressed the need for a space to put a Christmas tree for the community. ‘We tried to organize this at the park nearby, but had no support from the municipality for electricity fixtures.’ Era’s and Bora’s perspectives were quite alike, especially due to their similar profile. They exhibited a lot of interest in the process, and suggested means of larger outreach, for instance by using the neighborhood’s Facebook group.

Dea, on the other hand, was less familiar with the space, but was very interested in the process. Her suggestions were to make the site more inviting, by adding art installations. She said she has a lot of connections at the art gallery KIT and that she can use her network to engage local artists in collaborating with the community for an art project.

- Student

After the open workshop was over, Nita, a student living in Øya, contacted the team through the Facebook page. She said she was interested in the project but had not been able to attend the event at the given time. Another meeting was set with her. Nita is an Industrial Design student in her 20s and her interest in the project came mostly due to its approximate location and topic similarity with her thesis project. However, she seemed enthusiastic to take part and contribute. Her comments on the space were mainly about the landscape and lack of activities. She said she had family and friends living in the area and could help the team set a meeting with them. After the workshop a series of emails were exchanged. At first Nita said her sister and two friends were willing to meet, but a few days later contacted the team to say that was no longer possible as the potential participants did not have time, but she’d be happy to meet again whenever necessary.

- Residents

Because of low attendance in the previous event, the team decided to organize another workshop focused on residents. To recruit participants, snowballing method was used.

The team leader initially invited to a talk an acquaintance residing in the area. Tani, a man in his 40s, said he was mostly concerned with the traffic and lighting condition in the space, which

make it unsafe especially at night. He invited his friends to a later workshop and was able to recruit 4 participants - Suada and Jeta, both women in their 40s, and two men, Luani and Besi, in their 50s. The meeting was conducted in Norwegian, so the author relied on the team leader's notes. The placemaking form factors were at this point completely omitted from the Miro board (Figure 4.5) and only two open questions were kept, along the map. The participants brought a new perspective of the site – they all agreed they only perceive it as a passage and while it could be enriched, that should remain its main function. The group was very dynamic and everyone had a lot to say, with the exception of Tani who mostly stayed back and listened.

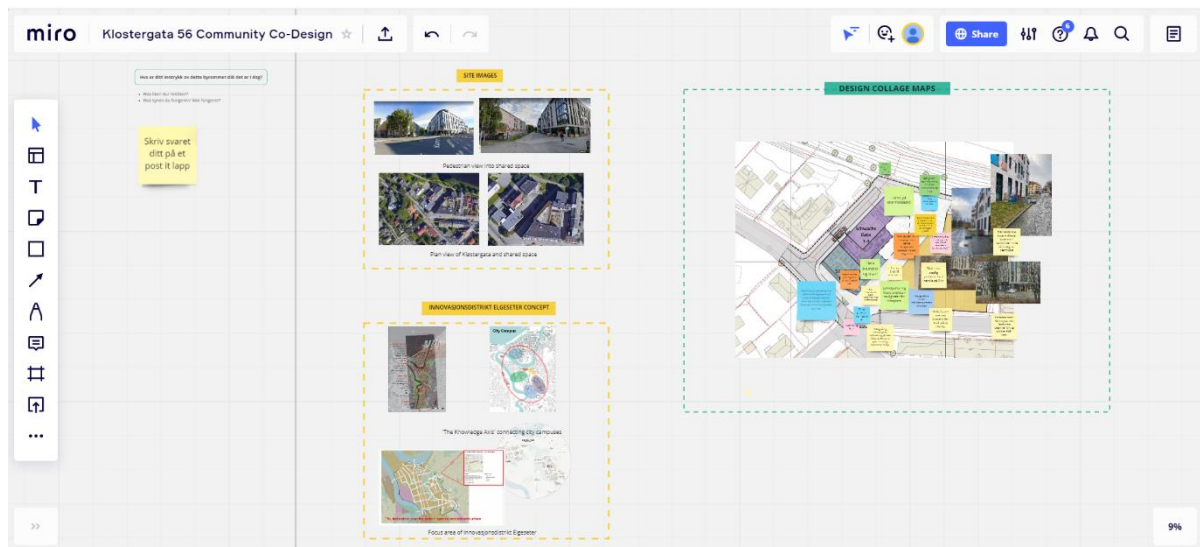


Figure 4.5 Miro board snapshot

- Kindergarten

The next workshop was set with Andungen, the neighborhood kindergarten. The team and the participants met at the entrance of the site, by Coop Prix. The kids (two girls, Arba and Art, and four boys, Edoni, Lindi, Dori and Elio) are all between 4-6 years old. They were initially sitting together with their supervisor on the ground, waiting for the meetup, as a big trailer passed nearby entering the site for delivery to the rehab clinic. The kids were guided to the other side of the space to start chatting. The children said that they were not living in the neighborhood but use the space to go to Coop Prix supermarket. Their supervisor Flora, a woman in her 30s, added that they are often taken to playgrounds around the city, but rarely this space, since there are not many activities for them here. The team had planned to let the kids play freely while talking, but it was difficult for them to find anything to occupy themselves with. They commented that they enjoy sliding, jumping, balancing and crawling when outside. They would prefer the space to have greenery such as apple trees or berries.

When asked which playgrounds they like to visit, they mentioned two parks out of the area, Sykehusparken and Rabarbraparken, where there's a lot of things to explore.

The activity lasted for about one hour. The language of communication was Norwegian, because of the young age of the participants. The team leader therefore led the talks, while the two facilitators (author included) stayed back and observed. Some notes were taken on the site, supplemented later on by the team leader. While all the kids got their turn to speak, it was clear that two of them, Arba and Edoni, dominated the talk whereas Artar and Elio were the most timid, and did not initiate unless directly referred to.

Flora took the kids back to the kindergarten where they were split in two groups, to craft collages of their "dream park". Pictures of street furniture, landscaping and play features were provided ahead by StudyTrondheim team. Due to covid restrictions for indoor environments, the team could not follow this activity, but pictures of the finished collages were sent back (Figure 4.6).



Figure 4.6 Dream Park collage

- Døves menighet

Next to the site there is a center for Deaf people, which the team intended to include. The contact numbers of the center were retrieved, and the team members tried to reach out several times. However, none of these attempts was successful, so the facilitators no longer put any efforts.

- ISFiT workshop

Due to proximity of the site to NTNU campus and Studentersamfundet building, the team considered student organizations as important to consult. ISFiT being one of the biggest student festivals happening in Trondheim, which was ongoing at the moment, was invited to participate. At first, five board members of different sections agreed to meet, but then only three of them were able to coordinate their schedules. Vesa and Yllka, female, and Genti, male, are all students in their 20s. The meeting was conducted online, in English, and the author was the main facilitator. Similar to previous online workshops, the site and placemaking approach were initially presented. This was followed with a conversation on how ISFiT makes itself visible in the city. The Miro board was then introduced but the discussion didn't follow its structure strictly.

The ISFiT representatives were very happy to be invited to participate. They had many ideas on how to activate the space and engage the volunteer organizations in it. Yllka said that “the space needs a strong identity, to be given a name and be put on the map”, to which Genti added that “it has to be influencer like”. They said they'd be open to collaborate with an artist and create an art project which could be adapted to the changing themes of the festivals. Vesa added that it's important to ensure continuous engagement of the different student organizations with the space and volunteered to help connect the team with the board of UKA and the prospective president of ISFiT '23.

Surveys

The initial intention was to interact with all the stakeholders through workshops, however at times this method was not the optimal solution. In these cases, other methods were used, one of them being surveys. The original plan for the Rehab Clinic workshop was to involve several employees and patients, but only Drini showed up in the event, due to technical problems and privacy concerns, respectively. To compensate, the team decided to reach out by distributing surveys at the center, with open ended questions similar to the ones discussed in the workshop. 30 forms were sent in at the Rehab Clinic reception. Due to privacy concerns of the patients, the team kept the forms anonymous, so no background questions were asked. But, unlike planned, the forms were not distributed to patients but only staff. The author went to pick them up after one week, as decided, but was not able to enter the clinic. Another week later, the replies were sent back compiled in an Excel sheet by Drini. The downside of this tool was the lack of the possibility for the participants to discuss with each-other concrete ideas over a map. Furthermore, the replies were received once the design process had already started. Therefore,

they were not analyzed together with the other results and used as a basis for design, but were simply cross checked in case of any opposing input.

Phone call interviews

The Municipal housing residents of the neighborhood are a wide mix of Norwegians, refugees, elderly who struggle from health issues, young people dealing with addiction or psychological problems and families with low income. Considering the profile of people, a digital meeting was deemed non-viable. A physical workshop at the office was not possible due to ongoing restrictions for indoor activities. Therefore, the team decided to organize a Walk and Talk. At first, a man who had previously been active in the community was contacted. He was no longer a resident there but directed the team to potential participants. Many did not answer the phone or were unable to communicate in either English or Norwegian. Three women, Elona and Suela, in their 50s, and Klea in her 60s, agreed to participate. The route would start at the entrance of the Municipal Housing and continue along the river towards the site – and then back. However, at the time of the event, none of the participants showed up. Therefore, the team opted for interviews over the phone. The input was minimal, mostly about adding plants and flowers. Klea who uses a wheelchair, said she would like the site to have an ATB.

4.1.2 Design feedback phase

In this phase the produced design drafts were presented to the stakeholders, in order to receive their feedback. All workshops were conducted online, and they all followed the same format. The meetings started with a recap of the co-design process, including an explanation of the approach, the steps followed by StudyTrondheim, the list of stakeholders involved, and the input given by each of them, for transparency reasons. Then the three design alternatives were presented. Afterwards, the participants were directed to the Miro Board to reflect on the designs separately, and then discuss what they liked/disliked/preferred or wanted to change. While the option to include new participants was left open, the priority was to reach everyone who was part of the first phase. An overview of the events of this phase is shown in the timeline in Figure 4.7.

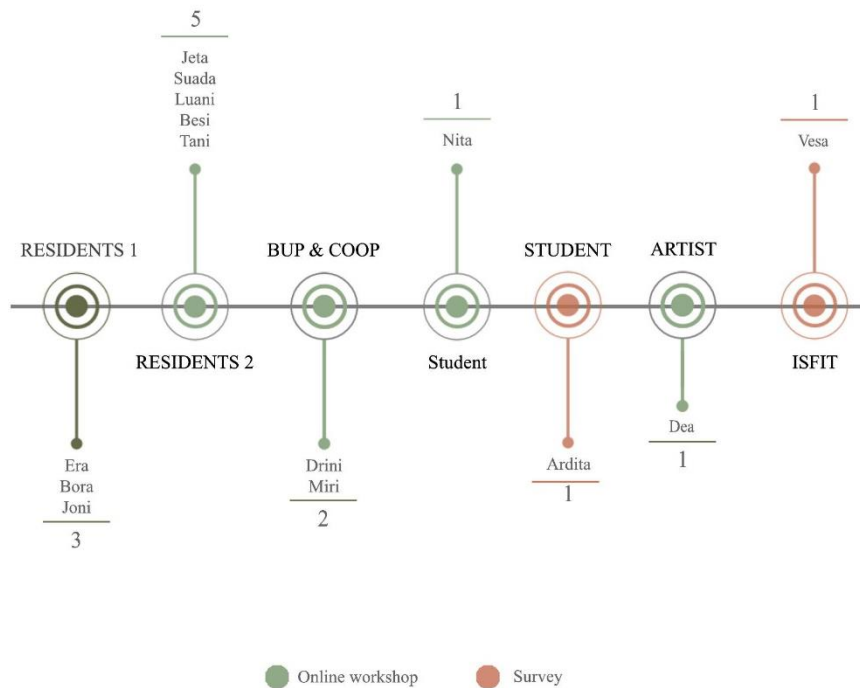


Figure 4.7 Design feedback timeline

- Residents 1

The first stakeholder group contacted were the residents. Every resident from the first phase was sent an invitation through email. To make sure as many of them joined, two different time options were given.

Coincidentally or not, the residents separated themselves in two different groups which matched the division in the first phase. Era and Bora, which were together in the Open Workshop in the Vision Setting stage, attended the first meeting. Era’s husband, Joni, also in his 40s, joined this time. Since the event was published on Facebook, an architecture student the team had not talked to before, Ida, also logged in. She said that the description of the project on the Facebook page had piqued her curiosity, however she was at a work setting and could only listen but not participate actively.

All participants looked very enthusiastic to be back. At the beginning of the presentation, Era emphasized this by saying “We are very eager to find out what the design results are.” Her investment in the process was very visible, especially considering the fact that she continuously sent pictures of site problems to the team in between the two phases. They were very positive to all three designs, made similar remarks and chose the same design alternative as their favorite. The stick it notes in Miro were used along the discussion. The three took equal time to talk and gave each-other turns.

- Residents 2

The second meeting with residents had 6 participants, Jeta, Suada, Luani, Besi and Tani, who were present in the first phase, joined this time by Jeta's husband, Petriti. He however kept his camera off and only followed passively.

All these participants had emphasized in the first meeting that their perception of the space was only as a passage. After seeing the proposals, Jeta and Luani voiced that their perception had changed, as now they could visualize the possibility for more activity. Everyone's attitude towards the designs was very positive. They picked different alternatives as their favorite, but provided reasons behind their choices and constructive criticism for each option. Everyone had a lot to say and continuously requested turns to speak. Tani however stayed mostly silent after the introduction round. Facilitators' effort to engage him through direct questions were not very successful.

- BUP Clinic and Coop

The next meeting was held with Drini, the BUP Clinic representative and Miri, the employer at the board of Coop Prix.

Drini referred to Era's pictures of the site, showing bad maintenance from Clinic's side, saying "Yes, I agree with her and we've actually been thinking of how to change that". After seeing the design alternatives, he commented:

"30 employers filled the survey. They generally wanted seating and greenery and you are designing exactly that. Designs are really great, just make sure to leave entrance space for the fire brigade. If SIT building is smaller than the initial decision and you do the design the way you're showing it, it will be a great improvement. It's very important to have a good environment in and out of the clinic, especially during the pandemic."

Between the three designs, Drini pointed at one of the options as his least favorite, as it could attract older kids as a place to hang out, creating a noisy space. The other two alternatives, in his words, had more places to sit down, talk and relax, which would be good for both patients and employees.

Drini engaged more actively and had strong impressions. Miri, on the contrary, made shorter comments. He said that the interventions were a big rise to the area, as seating and greenery would be nice for the supermarket customers. However, he said all designs seemed fine to him without making many detailed remarks.

- Students

Out of the four students who participated in the first phase, the team was only able to reach out to three of them. Ardita was the first one contacted and she promised to attend a student workshop but withdrew later due to a change in her schedule. Andi was also positive to participating but did not get back to the team once asked about his time availability. At this point, the team decided to aim for individual meetings. This option worked out with Nita. Ardita and Joni agreed to review the designs on their own and send back feedback. The link to the Miro board used in the other workshops was shared with them, but only Ardita used it.

Nita reviewed each design individually and, having pointed out the critiques towards two of them, chose the third as her favorite option as “a more original solution with possibility for privacy”, which she would actually stop to use.

Ardita on the other hand focused on the common concept and less on the design alternatives. She mentioned what she appreciated and a few general improvements without picking a favorite solution.

Nita’s feedback was more detailed than Ardita’s, as she could discuss and elaborate on the reasons behind her choices.

- The artist

The artist, Dea, was also contacted to review the designs and agreed to having a meeting. Dea’s input was generally positive and she gave a few ideas on how to develop them further. Moreover, she presented to the team some ideas she had worked with about an art mural she would be willing to paint at the site (Figure 4.8Figure 4.8).

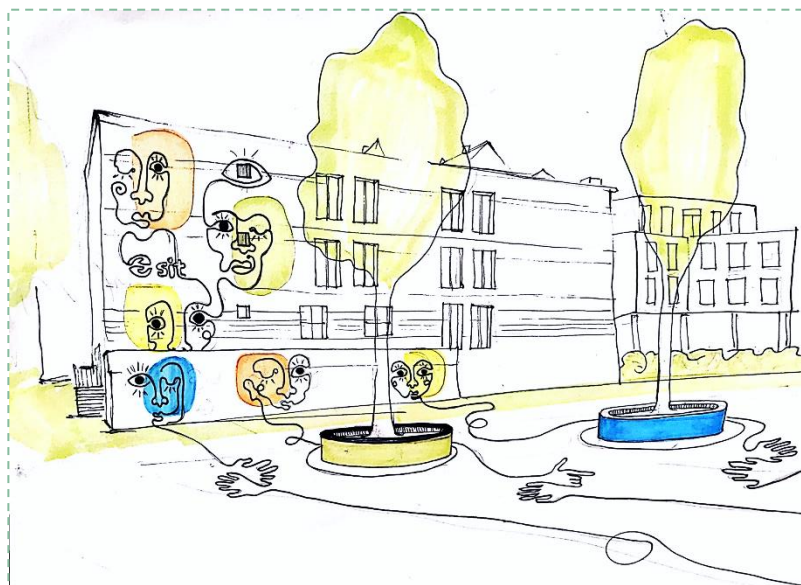


Figure 4.8 Art mural proposal
(Source: Dea, participant)

- Isfit

Vesa, Yllka and Genti who represented the organization in the first phase were invited for a second meeting. Yllka replied that she was not available at the moment, but would love to participate and would get back at the team at a later time. Despite her apparent enthusiasm, she didn't reach out again. No reply was received from Genti. Vesa was the most active respondent, who directly agreed to give feedback but requested a Miro board link to review the material at her own pace.

Vesa's comments were positive, but quite general. They emphasized ways that could further increase visibility for volunteer organizations, but focused less on the details of design.

She mentioned again the possibility to connect us to UKA and the upcoming ISFiT board members. The team leader was later invited to an internal meeting between ISFiT and UKA, where the collaboration was discussed, however due to practicality and time restrictions the details of the designs were not explored.

- Others

Flora, the kindergarten supervisor, was reached out to next. So far, she had shown a proactive attitude, considering she organized the collage workshop by herself and sent the results back to the team. She was at first positive to a second meeting, but postponed it as she was working from home the following week. When contacted again, Flora suggested the team sends her the drawings and she self-organizes the workshop with the kids. The team agreed to this and sent the materials, but no longer received any reply or follow up.

Because Drini talked about discussing closely with his employers, no direct form of feedback was set for the BUP Clinic staff.

The Municipal Housing residents were also not reached out to, due to the low efficiency and the difficulties met in the first phase.

4.1.3 Recruitment and outreach

Different methods were used in order to reach out to as many participants as possible. One of them was creating a Facebook page for the project, with posts describing the placemaking approach, and updates from each meeting held. Facebook was also used to publish the events before each workshop. To provide flexibility, the team furthermore posted links to the Miro boards in the page, so people could provide input during the first phase, and check out and comment on the design solutions during the second one. However, despite reaching 38 and 34 people respectively, this method generated no engagement. Another outreach method used in

the Vision setting phase was creating fliers with the QR code to the Facebook page and the events. 300 fliers were distributed to the post boxes of the residents and students in the area (Figure 4.9). Considering the average household size in Norway as 2.15 (SSB, 2021), an approximate of 645 people were reached. Posters with the same content were also put up at the Coop Supermarket, which is the main supermarket of the neighborhood. Snowballing seemed to be the most efficient technique, mostly used in the case of residents who recruited other participants among their acquaintances.



Figure 4.9 Team distributing fliers

4.2 Findings

This section, as previously stated, organizes findings from all methods – case study, observations, and interviews - into the three indicators of the Inclusive Processes framework. Participant interviews were conducted with everyone who was part of the second phase of the design. To ensure highest participation possible, most of the interviews were conducted at the end of the design feedback workshops. Two participants, who used surveys instead of meetings, also agreed to a short talk. Therefore, the outreach was equally high with the Design feedback phase. Not counting the participants who were present but followed the meetings passively or did not contribute to the discussion, the number of interviewees is considered 13.

The author facilitated the interviews, and at the same time kept notes. Some of the notes were supplemented by memory once the meetings were over. In the focus group interviews, the answers were given in form of discussion, while in case of individual ones the question guide was followed more strictly.

Additionally, two expert interviews were held with Ergi and Arjani, planners working with participatory processes in Trondheim. Ergi works at Positive City Exchange and has been directly involved in the process. Therefore, he gave insight from first-hand experience and was more practical. Arjani works in the Municipality and mostly processes the work carried by developers. So, he had a more general overview and understanding of the processes going on in Trondheim and could make the links and comparisons between them. This also enabled him to make a direct evaluation of the process at Klostergata56.

4.2.1 Participation

- Attendance

An overview of the stakeholder groups, participants' profile and methods of participation used, is presented in Table 4-1, in the following page.

As exposed clearly by this table, there is a significant drop in the overall number of participants in the Design Feedback phase, compared to the Vision Setting one. This is caused because, within some stakeholder groups, not every person who joined in the first phase came back for the second. For instance, out of the four students engaged in the first workshops, only two of them gave feedback on the designs. Similarly, ISFiT had three representatives in the initial stage, but only Vesa in the second one. The ones who did not attend said they had no time, or were not respondent.

However, the decrease in attendance happened mostly because of entire stakeholder groups being absent from the second phase, which is the case for the BUP staff, the Municipal housing and the Kindergarten. As stated in the previous chapter, this happened because of the previous low efficiency in communicating with Municipal housing residents, because Drini claimed to be in continuous dialogue with his staff and because Flora, the kindergarten teacher neglected to schedule a meeting.

Stakeholder	Participant				Case Study					
	Nr	Name	Sex	Age	Phase 1			Phase 2		
					Workshop		Survey	Phone Call	Workshop	Survey
					Physical	Online				
Students	5	Ardita	F	20-30	x					x
		Andi	M	20-30	x					
		Beni	M	20-30	x					
		Nita	F	20-30			x		x	
		Ida	F	20-30					x	
BUP Board	1	Drini	M	50-60			x		x	
BUP Employers	30	NA	NA	NA			x			
Coop Board		Miri	M	40-50					x	
Artist	1	Dea	F	20-30			x		x	
Residents		Era	F	30-40			x		x	
		Bora	F	40-50			x		x	
		Joni	M	40-50			x		x	
		Jeta	F	40-50			x		x	
		Suada	F	40-50			x		x	
		Luani	M	50-60			x		x	
		Besi	M	50-60			x		x	
		Tani	M	40-50			x		x	
	Petriti	M							x	
Kindergarten Supervisor	1	Flora	F	30-40	x					
Kindergarten Kids	6	Arba	F	<6	x					
		Arta	F	<6	x					
		Edoni	M	<6	x					
		Lindi	M	<6	x					
		Dori	M	<6	x					
		Elio	M	<6	x					
Student Organisation - ISFiT	3	Vesa	F	20-30			x			x
		Yllka	F	20-30			x			
		Genti	M	20-30			x			
Municipal Housing	3	Elona	F	50-60					x	
		Suela	F	50-60					x	
		Klea	F	60-70					x	
Total					10	14	30	3	11	2

Table 4-1 Attendance in the process

**low opacity indicates passive engagement*

The two experts were asked about the level of attendance reached in their processes, and whether they have a way of measuring it within the scope of inclusion. This was done to create a general understanding of the context of Trondheim, with which Klostergata56 could be compared to.

Ergi, the expert from Positive CityExchange, said that the level of engagement changes a lot from one project to another depending on the theme – according to his observations, public spaces, especially in residential areas, gain a lot of attention. However, in the projects he led, among the business community, students, and residents, the last have surprisingly had the lowest attendance. When asked about a way of measuring success of inclusion or setting goals, Ergi said that they have no strict rules about the number of people participating but must make sure the project is publicly published well ahead of time, and that a certain number of meetings are held. While the municipality prioritizes inclusion through statements about involving specific groups, the way it's carried out by each department can vary. In his department, for instance, the priority is not to engage everyone equally but to engage the most directly affected stakeholders.

Arjani, who works in the Municipality, also talked about inclusion as an aspect the institution gives importance to. However, he added, in terms of attendance, it cannot be directly controlled by Kommune. All they can do is ensure that the efforts are done by the private investors to carry out the hearings and include the feedback, but either of them can control how many people attend the process – 'they just have to try to do the best possible'. Therefore, as it's very difficult to get people engaged, they don't set goals measured by volume.

The question whether the rate of attendance can be considered successful, considering the overall number of people affected and reached out to is important. However, based on the expert's input, the focus should arguably be more on whether all affected stakeholder groups are engaged than the number of people participating. While it's important to note that several stakeholders only attended the first phase of the process and were absent from the second, it's critical to take a step back and look at the bigger picture too – there are groups of people or stakeholders completely left out of the entire process. One of them, as previously stated, was the Deaf center, which the team tried but was not able to get in contact with. Additionally, the surveys intended for both staff and patients at BUP were not distributed to the latter, making them another non-consulted group. On the other hand, as it's possible to see through the age group column in table x, no children or youngsters between 6 and 20 years old were engaged. Considering that none of the children from the kindergarten reside in the area, it can be said that

no residents of this age gap were consulted. Additionally, no one above 70s and only one person in her 60s participated, meaning the elderly were mainly left out as well.

- Level of participation

The method map is used to exhibit how the method of involvement puts the different stakeholder groups in different levels of the ladder of participation.

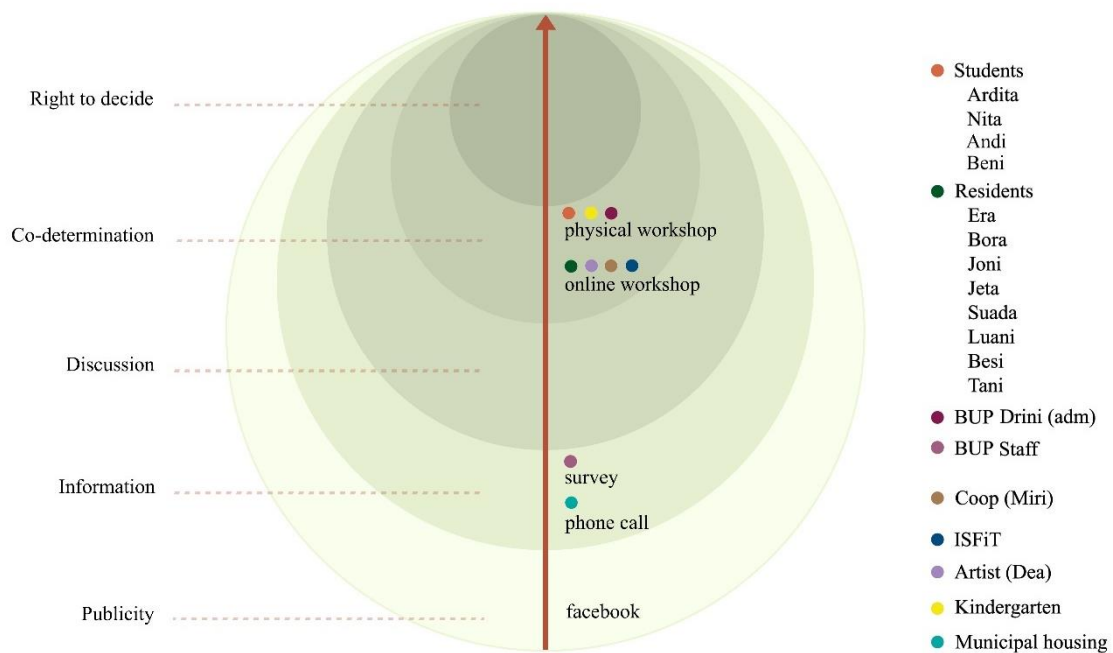


Figure 4.10 Level of participation - first phase

In the first phase (Figure 4.10), most of the stakeholders were engaged through workshops held both in person or online. The physical workshops were more interactive and dynamic. The planned steps were followed thoroughly, generating more detailed input and giving the opportunity to illustrate the ideas on the map. The online workshops on the other hand left less possibility of interaction between participants, the steps were mostly merged, and the interactive drawing tools were often skipped, so ideas were given mostly in the form of discussion and less detailed. However, input from both workshop types held the same weight in the Design stage. Therefore, both methods are mapped within the *Co-determination* step, with online workshops scoring at a slightly lower level. During this phase surveys and phone calls were additionally used. Surveys, utilized for the BUP staff, provided limited input due to no map drawings and lack of possibility to discuss. The phone calls with the Municipal housing residents were even less efficient since visual tools were again missing, and communication was hindered due to language barriers. Input from the methods was referred to minimally in the design stage. BUP

staff's ideas were received late and so the team was only able to cross-check, whereas Municipal housing's input was not very clear and mostly ignored. Therefore, these two methods, and as a result BUP staff and Municipal housing, stand at a much lower step, *Information*, because their ideas are minimally considered after being collected, and there is no follow up.

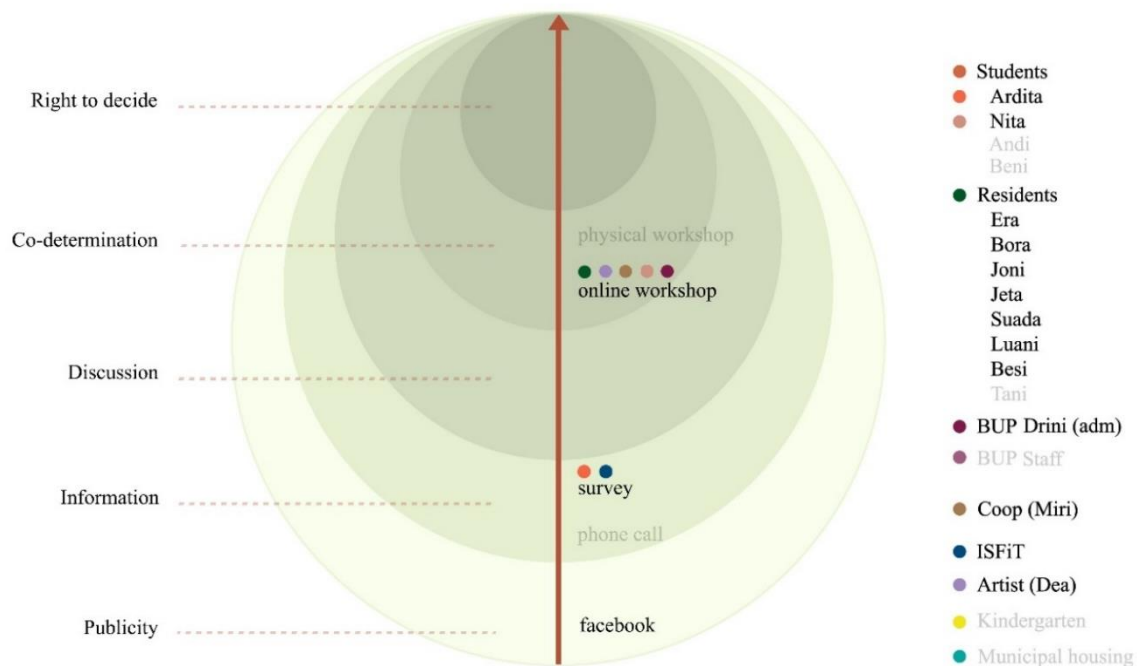


Figure 4.11 Level of participation - second phase

In the second phase, all workshops were held online (Figure 4.11). While the main reason behind this choice were the Covid-19 regulations, digital meetings were moreover preferred by participants. When asked to evaluate the methods that the team followed, most of them said that, while live meetings can be more fun to attend, digital ones are low threshold and more practical. Therefore, they worked well for most participants – residents, the artist, one of the students, as well as Coop and BUP clinic representatives.

ISFiT representative, Vesa, and the other student, Ardita, asked for a more flexible method and were therefore sent the Miro board link, to use as a survey. When later interviewed, Vesa and Ardita said that the digital tool had a lot of functions, making things harder to understand when facilitators are not present to explain. Their comments on the board were not very elaborate, and there was no option to discuss or add follow up questions, so this method is mapped again in the *Information* step.

The same two-step difference can be observed in both phases. In this one, ISFiT and one of the students stand lower, whereas BUP Staff and Municipal housing positioned lowest in the first one, together with Kindergarten, are now no longer involved.

The Design setting phase has a wider range of methods and at first look, might create the idea of a higher change in the level of participation, whereas the second phase seems more homogenous. But, it's important to note that during the first phase, 7 stakeholder groups stand in *Co-determination*, and 2 in *Information*. On the second phase, 2 stakeholder groups less are in *Co-determination*, whereas 3 others are no longer engaged.

Arjani, who has been able to closely follow the project at Klostergata56, provided his insight on the quality of the process. Other processes in Trondheim, according to him, are currently not very participatory because hearings happen in a late stage and only enable consulting, which in the above map stands between *Information* and *Discussion*. Feedback given is also hard to incorporate. The instruments to determine which feedback holds how much weight and should be followed through are lacking. According to him, the process at Klostergata56, in comparison, was very successful in the level of participation and input involvement and it was the best way to deal with the case, considering how visible the conflict between stakeholders was.

- Level of involvement

The stakeholder map (Figure 4.12) was used along the interviews with the participants. They were presented the map and asked to position themselves, based on their perceived level of power, which could be time, monetary investment, skills or networking, in combination with their interest to be involved, to contribute to the project and to collaborate with other stakeholders. The same map was used in all interviews, so participants were able to see where previous stakeholders had mapped themselves.

Era, Bora and Joni, residents, were together in the first focus group interview. According to Joni, being part of the placemaking process encouraged him to think about the space and the ways it could be improved to better serve him and his children. Otherwise, he added, they would only adapt to its situation and mostly avoid using it due to lack of safety. Therefore, his interest in the project grew and he feels empowered to have an impact. On the other hand, Era's and Bora's self-initiated effort to recruit other neighbors demonstrates active level of involvement in the process. Era had moreover contacted the team between the first and second phase, to update with pictures about the state and problems at the site at different times. These behaviors are in line with participants' enthusiastic reply that they would want to continue engaging

closely and be part of the upcoming testing phase, pinning themselves in the *Key Stakeholders* matrix.

The case was similar in the second focus group interview with the rest of the residents. Jeta talked about the process as a great opportunity to contribute and have a say on their neighborhood. In her words, “Usually people only know about a project when they start digging the site”, implying that people are not just excluded from decision-making, but not even informed that an intervention is happening until the building process starts. The importance of getting involved in the design early on was also stressed by Luani and Suada. The latter emphasized the benefits of receiving information about other groups’ input as well, since it clarifies their reasons and needs leading to certain decisions. She added that meeting the team directly makes the process more useful and fun, as it opens up the possibility to ask questions and discuss. Therefore, because of the benefits of the process, and the importance of the space as daily users, everyone mapped themselves in the *Key stakeholder* group. The exception was Tani, who had been mostly silent in both the workshops. His passive participation, in his point of view, is attributed to lower power to influence the project, classifying him in the *Stay informed* group.

Drini, on the other hand, being in the board of the clinic, talked from the perspective of a representative. Since he has been quite engaged in all phases and represented the whole clinic’s interest, Drini mapped himself as a *Key stakeholder*. He informed about the confusion that happened at the clinic at the beginning of the project but how now, his close involvement and direct engagement with the team, put him in a better position to communicate clear information to his staff. In return, he added, they have shown greater interest in what is happening and continuously follow up. Therefore, he went on to pin the clinic employers in *Stay informed* box. Despite the high interest, their influence was limited due to the indirect method of involvement. Miri, representative of Coop Supermarket, had a more passive stance. He was happy the project was happening as it would improve the area, potentially attracting more customers, and being involved in the process could affect the design as per their needs. Due to potential resources but somewhat limited interest, as observed by the team, Coop could be included in the *Stay satisfied* matrix. However, according to Miri, the main say about the space should remain with its owner, which, in his view, restricts their power despite a high interest. As a result, he positioned Coop in the *Stay Informed* group.

The students, Ardita and Nita, had differing perspectives. Ardita classified herself as a *Stay informed* stakeholder, saying her power is limited due to lack of time, monetary resources, or possibility to recruit others. Nita, on the other hand, valued how the process enabled her to have

a say about the space, as a regular user of it. However, she brought up her transitional resident status, adding that while at the moment she considers herself a *Key stakeholder*, soon she will be moving out of Trondheim and her only involvement would be as *Monitoring*.

Dea, the artist, and Vesa, the ISFiT representative, talked about the benefits the project brings to them, as a great opportunity for higher exposure of her art, and the possibility to make student volunteering more visible and accessible in the city, respectively. Dea elaborated on her level of investment, by saying that she is not only contributing with her art, but also used her network with artists in the city and put efforts to get them involved. They both classified themselves as *high power-high interest* stakeholders, since they are very invested in the project and have the resources to contribute, be that skills, networking or monetary investment.

The rest of the stakeholders were mapped in based on the author's observations, since it was not possible to set interviews with them. The Andungen kindergarden and the Municipal housing are pinned in the *Minimal Effort* matrix, because they were only involved in the first phase of the design. The difference between their positions is attributed to the efficiency of the methods used in the Vision Setting phase, where the physical workshop with the kids generated clearer output than the phone calls with the Municipal housing residents. On top of that, the team was quite negligent to the latter's input. Additionally, Nidarosdomen Church is mapped in *Minimal Effort*, because it was reached out to help with their recycled materials. They initially showed some interest to contribute, but were not very responsive in later steps of the process.

To better understand the importance of the level of involvement of each stakeholder, it is important to keep in mind that all actors mapped in are either primary stakeholders, directly affected by the project as regular users of the space, or external ones, mainly organizations that can contribute in the project but not impacted by it. Primary stakeholders could have normally been separated in two groups depending on their proximity to the space, however, considering that Klostergata56 is right next to Coop Prix, the main and closest supermarket for the area, they are all regular users of it and can be considered equally affected. On this basis, BUP, Coop Prix, the residents, students, the Center for Deaf people, Andungen Kindergarten and Municipal Housing are classified as primary, while the artist, ISFiT, and the church Nidarosdomen as external stakeholders.

The elderly, children of 6-20 years old, BUP patients and the Deaf Center are not mapped, because they were not involved at all. Moreover there was no contact with them so nothing can be said about their level of interest or power.

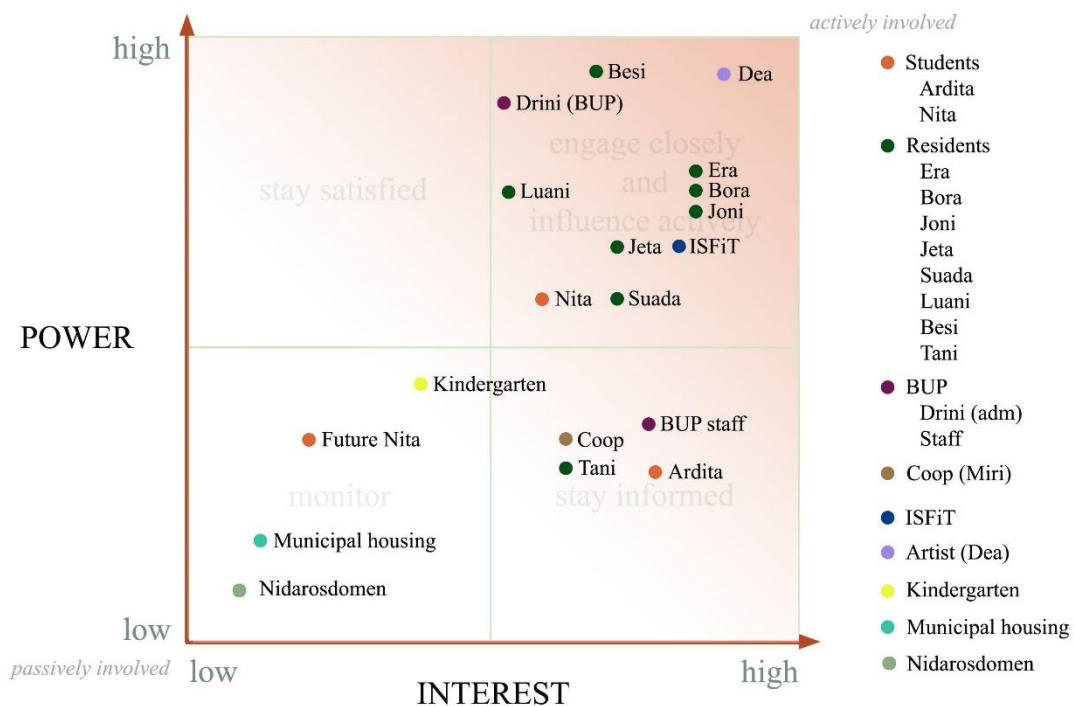


Figure 4.12 Level of involvement

4.2.2 Social capital

Social capital, which manifests in strong social networks and recognition of diversity, volunteerism, and feelings of ownership towards the neighborhood, can foster trust and diverse and representative participation, resulting in inclusive processes. In the interviews with the participants, the relations among people, feelings of ownership towards the neighborhood, or lack thereof were identified. Most of the neighbors, when asked why they participated in the process, answered that they care about their neighborhood and wanted to contribute. Drini, the BUP representative, had a similar position, to which he added that “When something as important as the neighborhood is changing and one is not involved, it’s easy to be unhappy.” These views can be interpreted as strong feelings of ownership towards the neighborhood and the space from the above-mentioned stakeholders. However, this factor is not enough to indicate a strong social capital in the area. When asked about the different profiles of people living in Øya, participants recognized the high diversity and said they were positive to sharing a neighborhood with elderly people, students and immigrants. But this seems to only manifest in coexistence, and not in social ties among the different groups. Based on observations from the team, the separation between the different profiles of people in the area is further amplified by the block housing typology which diminishes their chances of interaction. The residents who participated all live in detached houses, which belong to the most organized part of the

neighborhood. It can therefore even be argued that the feelings of ownership mentioned above are only characteristic for these participants, but not the rest of the inhabitants. This was also highlighted by a discussion in the first resident interview, where the participants told the team that they had posted the event in the neighborhood's Facebook group, hoping for more people to join, but had unfortunately not been able to recruit anyone else. Nita's response also ties well with this assumption: "I'm a student and will be moving away soon, so even if I would like to participate in later stages, I will not be able to." – the temporary stay in the neighborhood as a student can be associated with a lower feeling of ownership to the space.

These findings are consistent with the expert interviews, who have not just worked but also lived in the area.

According to Arjani, the level of social capital in the city changes a lot depending on the area – Svartlamon, for instance, is very organized. Situated neighborhoods had residents living there for a long time and so they know their neighbors well, whereas areas with more block apartments and changing residents, like Øya, don't have the same 'glue'. Therefore, they do not get organized, or get organized very late.

Ergi elaborated on the relation of Øya's residents with the public spaces. He talked about how shared spaces contribute to better communities and more engagement, which is not the case for Øya:

"There are very few detached houses and many blocks. People use the shared spaces belonging to these blocks, but do not use or feel much ownership for public spaces, like Klostergata56, which discourages them from participating in such processes. The population is also very transient, many people - students, clinic patients and even recent graduates- only live there for some years then move. So the housing is short-term, which means one would not want to help re-design a park as by the time it's built, they would have moved. The exception would be a short-term intervention, like a free fridge."

4.2.3 Civic trust

Civic trust refers to reported trust, local knowledge of inclusive processes and civic participation. No direct questions measuring civic trust were asked, but the above-mentioned indicators were identified through questions about participants' perception of the approach, previous experience with similar processes and willingness to join future ones.

In the focus group interviews held with the residents, civic trust built in the process itself was visible in several comments enthusiastically stating that the input given in the first phase was reflected and recognizable in the designs shown in the second workshop.

Drini, the BUP representative, talked about the impact the process has had on the staff as well. When the employers had first found out that SIT was rebuilding and the open space would get affected, there was a lot of dissatisfaction. But, after being involved in the process and receiving information from Drini, they were very positive to the change, since their opinions and needs were now being involved.

Built trust can also be drawn from participants' expressed willingness to be part of similar future processes, as this implies that they recognize the importance and impact their involvement had. This was stated in all of the resident interviews, by Dea the artist, the ISFiT representative Vesa, and both the students Nita and Ardita. The latter emphasized that she's aware of the impact participation can hold, as she has closely followed the Architectural Uprising movement (initiated by the people with the aim to protect architectural heritage in Norway), and has witnessed how impactful citizens' role can be.

Experts were asked about their perception of civic trust generally in Trondheim and Norway, and both of them stated that it is high and rising. Awareness and knowledge about these processes, according to Arjani, have been rising because every case in Trondheim is published in articles, so people get to know about it. There's also a lot of groups and forums, further encouraged by social media and other digital tools, making it easier to discuss, so people feel free to openly express their disagreements. Arjani also brought up the Architectural Uprising, mentioned by Ardita, as a good example exhibiting the impact of people's voice on local newspapers and politicians. However, according to him, there's still space for improvement in getting the community to understand the impact it can really have:

“The problem I think is to make it visible for them, what the participation implies and to make this information accessible for them. I'm a planner and I've worked and talked a lot about it, but it's not necessarily common knowledge. Planners often get a blind spot on that... So it's very much about how we address people when we want their knowledge and make them understand that they have a knowledge that is important to us. It's also crucial to use a language the community is familiar with, because I think we as planners often use a little exclusionary language and then people are not comfortable to express their opinion.”

Arjani added that at Kommune they are experimenting with tools, especially digital, to make processes more accessible and information more readable, but there is progress to be made. Ergi also talked about the role that tools play, as specific ones could reach only specific groups of people and exclude some others. According to him, while information about participation is high, it sometimes can create some kind of 'exhaustion', because so many participatory processes are going on at the same time. Planning projects, on top of that, last long and people

don't want to come back and state their opinion again and again. Ergi moreover supported Arjani's opinion on the existence of a high level of trust in government and among people, but raised an interesting aspect of how this can negatively affect the level of engagement.

“I think that yeah there's a lot of trust that the government is here to take care of people and that it's trying to do the best. But a lot of people that are busy just kind of trust that the Kommune is in charge of doing these jobs like cleaning the streets and building the parks... and if one works as a city planner or architect and is redesigning a park, then they will be building the best park they can.”

So in other words, this high civic trust in planning can manifest as people relying on and trusting designers to do their best, without them needing to participate.

5 Discussion

This chapter aims to assess whether the process followed for the co-design of Klostergata56 was inclusive or not, based on the findings presented previously. Through this, the setbacks met and the relation of placemaking to inclusion will be highlighted. In the last section, suggestions are made on how inclusion of placemaking based participation can be improved for further processes.

5.1 Level of inclusion of the process

The three indicators of the framework for inclusive processes - participation, social capital and civic trust - will be analyzed separately, to reach an overall understanding of the level of inclusion of the process, and to identify possible challenges.

- Participation

Level of engagement. As pointed out in the previous chapter, there are several participants who were present in the Vision Setting phase, but not engaged in the Design Feedback one. There are furthermore some others who were not involved in either phase.

The former case of only joining one of the phases involves participants within specific groups - two of the students and two of the ISFiT representatives - but also entire stakeholder groups – Andungen kindergarten, the BUP employers and Municipal housing.

Lack of participation in the case of the students and ISFiT comes from their side, as they were all invited to participate and offered flexibility of time and setting. Their unavailability can therefore be related to low interest, causing self-exclusion. A possible explanation for this active choice not to participate is that there are not enough benefits or no incentives to justify the cost, in this case time, of taking part.

Self-exclusion can be, at least to a certain level, the case for Municipal Housing residents as well. Cornwall (2008) lists feeling unfamiliar or uncomfortable with the participatory event, the setting, or its activities as one of the reasons of self-exclusion. This might be an explanation why participants withdrew from the Walk and Talk, especially for one of the respondents, Klea, who uses a wheelchair. Cornwall (2008, p. 279) adds:

“Self-exclusion can be associated with a lack of confidence, with the experience of being silenced by more powerful voices or fear of reprisals. It can be because people feel that they have nothing to contribute, that their knowledge and ideas are more likely to be laughed at than taken seriously. But it can also be because people do not feel that there is any point in participation.”

She also talks about inclinations not to get involved when people do not have a sense of belonging to a community. These might only be assumptions; however, they seem to be linked to the immigrant background and the language barriers faced during the phone call communication. These difficulties, together with increased Covid-19 regulations, discouraged the team from putting any efforts into involving this group in the second phase.

The case of the BUP clinic and the Kindergarten expose the problem that comes when someone has or is given the power to represent specific groups. Drini from the clinic board and Flora, the kindergarten teacher, acted as gatekeepers to the participation of the clinic patients and the kindergarten kids, respectively. The former were intended to participate in the first phase through anonymous surveys, but as mentioned previously, were not given the forms. The latter were invited to a second workshop for the feedback phase, but Flora postponed the activity indefinitely. The dominant role of Drini as a representative also caused, to a certain level, the exclusion of the BUP staff from direct participation, as he claimed to be in continuous communication with them about developments on the project process.

Chapter 4 listed the elderly, the 6-20 year-old children and the Deaf Center residents as the groups completely excluded from the entire process. While the latter had been directly contacted, the elderly and the children had not been treated as a target group and no specific methods were used to reach out to them. It's important to remember here that most of the workshops were held online and the methods of outreach were completely digital, in the case of the Facebook platform, or partially, in the case of fliers, as they still used the QR code to direct people to the meetings. These can become challenges due to digital divide and digital literacy. Digital literacy has to do with the skills and abilities to use digital technology (UN, 2018). UN (2018) lists age, affordability and disabilities as some of the digital divides. Therefore, relying too much on the digital tools can be the excluding factor for the senior citizens, for disadvantaged or disabled groups.

While, based on experts' input, success of inclusion is difficult to measure in terms of number of participants, it is evident that for most participating stakeholder groups, only a handful of people were present. Residents were divided in both phases into two separate groups, each one bringing a different perspective. Input from Era and Bora was mainly related to creating a safe space for children, while the other resident group was mostly concerned with creating a pleasant passageway. This example illustrates that participants of the same group can have differing input. Therefore, the legitimacy of treating categories of stakeholders as bounded units, and taking few participants' views as representative of others of their kind, is arguable.

Level of participation. The method map points out how being involved in the process is not enough, because the level of participation signifies how much this involvement really matters and if it has substantial influence on the outcome. The findings chapter showed how several stakeholders – the residents, BUP representative, Coop, the artist, the students and ISFiT, have participated to a higher level, by co-determining the design proposals, as compared to Andungen kindergarten, BUP staff, or Municipal housing, who only gave input with no follow up. It's important to bear in mind that there are, moreover, stakeholders left out of the entire process, such as Deaf Center or BUP patients, who might, at best, be in the lowest step of the ladder – *Publicity*, in case they have learnt about the process through one outreach method or another. While it can be said that participation for several groups was therefore shallow, as labeled by Cornwall (2008), it should be pointed out that the initial plan was to engage everyone through workshops. Usage of different methods belonging to different steps of the participation ladder was done as an attempt to enable involvement of somewhat degree for groups that were not willing to participate in workshops due to time, duration, language barriers or other factors of self-exclusion. Without opting for these other means, these groups could have been excluded completely.

Sorting is the process of handling of voluminous input gathered from the different participants. Eriksson et al., (2021) talk about two main types of sorting, inclusive and selective. In the first one no input is deselected, it is only categorized according to themes, topics, or the interest group who expressed it. On the other hand, selective sorting leaves out ideas that, according to planners' judgement, are less suitable or possible to be incorporated in the design proposal (ibid). In the design stage, the team gathered all the input and then categorized it in a matrix which combined the specific ideas (greenery/seating/play facilities) with the stakeholder groups who expressed them. Therefore, it can be said that the sorting was mainly inclusive. However, there's a certain level of selective sorting too, as input from one group, the Municipal housing, was mostly ignored. This might be due to the nature of their ideas, as adding an ATB in the area (which was the main say in this group), seemed less possible and out of the team's scope. However, there is other input, like the idea of a 'free fridge', which was left out because of not being welcomed by Coop Prix. This exhibits to a level differences in how much different stakeholders' participation mattered. Nevertheless, since the final design drawings are not prepared yet and further changes might occur, analysis of input involvement is considered out of the scope of this study and is therefore not done in detail. The aim here is to point out that, usage of different methods for different groups can become a detriment to inclusion not only

due to the efficiency of the method itself, but also depending on the way facilitators treat the input generated from it.

Level of involvement. Based on the stakeholder map, the interest groups involved are separated in three groups – the *Key stakeholders*, including the residents, BUP representative, the artist and ISFiT, which are the most actively involved, followed by the *Stay informed* group with Coop, BUP staff, a resident - Tani, and the student Ardita. The third group is *Minimal effort*, the passively involved group, where Andungen kindergarten, the Municipal housing, Nidarosdomen Church, and Nita as a temporary inhabitant are mapped.

The most actively involved groups seem to be there because they are empowered by the position of representative, in the case of Drini, or by understanding the impact they can have through the process, which also piqued their interest, in the case of residents. When it comes to ISFiT and the artist, power comes mostly from their resources, whereas interest from the benefits they can receive by investing in the project.

While the *Minimal effort* group are mostly characterized by self-exclusion, it is difficult to make a generalization for the *Stay informed* one. A possibility is self-exclusion in the case of Tani, who was present in the events but did not feel comfortable to speak up. In the case of BUP staff the detriment is the power of representation given to Drini. For Ardita and Coop, it could be argued that their expressed level of interest is not in line with the reality. A lower interest on the space could be justified again with the temporary status of inhabitation for the former, as is the case of the other student. For Coop, on the other hand, it might be that changes in the space are not perceived to bring enough benefits to acknowledge its power to invest. But, considering Miri's view that the main power is with the owner of the space, it could simply be a case of lack of a good understanding of the placemaking approach. However, both stakeholders' level of involvement remains average, with Coop being at an advantage.

It is crucial to point out that the primary stakeholders have a high range of level of involvement, with very few of them being in the *Key stakeholders* group – BUP and the residents. On the other hand, two out of three external stakeholders are in the *Actively Involved* group. If external stakeholders are more actively involved than many of the primary ones, the level of inclusion of the process becomes a quite evident issue.

To sum up, the three metrics of Attendance, Level of participation and Level of involvement expose different reasons why the process of Klostergata56 had significant limitations in being inclusive, in terms of the Participation indicator. On one hand, as shown through Attendance,

the elderly, children between 6 and 20 years old, Deaf Centre and BUP patients are completely excluded from participation.

Municipal housing, Andungen Kindergarten and BUP staff are not present in the second phase of the process. When it comes to the ladder of participation, BUP staff and Municipal housing also remain at a shallow level of participation, standing in the *Information* step, whereas most groups are 2 steps ahead, in *Co-determination*. Considering the stakeholder map, the same groups again stand at a below average level of involvement. Therefore, Municipal housing is the least included, followed by Andungen kindergarten with a better position in the participation ladder, and then BUP employers, as they are claimed to be in constant communication with their representative, even though they are not directly involved.

When it comes to students, a decrease in attendance can be observed from the first phase to the second. Only one of the two remaining participants stands in the *Co-determination* step of participation, and their level of involvement cannot be considered active for the entire process. Therefore, they are another group that is not properly included.

Residents, Dea, ISFiT, Coop and Drini from BUP's board stand constantly the highest in all indicators of Participation – they are actively involved, participate through Co-determination and are present in both phases.

- Social capital

Fladmoe and Johnsen (2018) talk about a very high level of social capital for Norway, caused by low levels of economic inequality (Alesina & La Ferrara 2002; Wuthnow 2002; Knack & Zak 2003; Rothstein & Uslaner 2005; Putnam 2007), a comprehensive welfare state with policies that promote inclusion (Valenta & Bunar 2010), as well as a vibrant civil society with high levels of voluntary organizations (Folkestad et al. 2015; Arnesen et al. 2016). However, as the experts pointed out, the level of social capital varies from one community to another and cannot be generalized.

The neighborhood of Øya, as previously stated, has a high diversity of people – the long residing families, the students, recent graduates and BUP patients as transitional residents, the Deaf center residents, and the Municipal housing ones – further diverse among themselves due to ethnicity.

Price et al. (n.d., p. 9) talk about the impact urban design and long residency in an area can have on social capital:

“When communities reside in an area for a long period of time, they tend to develop group assets such as goodwill, bonding and trust with others, often known as social capital. Such

assets can become a resource to serve their common goals. The physical design of neighborhoods can also help social capital to grow by providing opportunities for face-to-face interaction. Formal and informal interaction in public and semi-public spaces helps to build elements of trust and forms of reciprocity within a community. This is strengthened by increased reminiscence that longer term residency in an area can provide.”

The presence of many transitional inhabitants can become a detriment to creating social capital for all groups in the area, which is in line with the experts’ input. Furthermore, as stated in the findings, many of the residents in Øya live in apartment buildings and they use their own backyards, whereas the public spaces are used less. This decreases their feelings of ownership over these spaces but at the same time their chances of interaction with other groups. Therefore, there might be a certain level of bonding social capital within the same social group residing in the same building, but the chances of bridging capital are reduced. Bonding capital refers to interactions with people like oneself (Rothstein and Stolle, 2003), whereas bridging social capital is about ‘cross-cutting networks between different ethnic, social and religious groups’ (Fladmoe and Johnsen, 2018, p. 362).

Therefore, there are two elements acting as divides for social ties in Øya, the length of residency and the urban design, which separate the stakeholders in three groups with decreasing order of social capital: long residency detached house inhabitants, apartment building residents, and transitional population.

There is additionally another divide, the immigrant profile of the Municipal Housing residents. A study from 4 ethnically diverse communities in Norway pointed out the lack of bridging social networks in these communities (Fladmoe and Johnsen, 2018). There are other studies that show, moreover, a negative link between volunteerism and ethnic diversity (ibid). Putnam (2007, as cited by Fladmoe and Johnson, 2018, p. 341) also stated that people living in diverse areas are less likely to work on community projects, give to charity and volunteer. Fieldhouse and Cutts (2010) argue that diversity can bring about conflicts of interest, which can negatively impact civic activities that are based on voluntary association and consensus. Immigrants especially (Fladmoe and Johnsen, 2018) tend to volunteer more for organizations related to their religious or ethnic diversity and participate less in common arenas.

It is apparent from this discussion that, social ties with the neighborhood are lower for students, BUP patients, Municipal housing, which are, as pointed out by the other sections, groups less involved in the process. Additionally, all the residents that showed up were ones that live in detached houses, and not in apartments. This indicates that the weak social capital negatively affected inclusion in the process. Moreover, since involvement in placemaking tends to increase

social capital for its participants, it can be argued that the current gaps will only be deepened by this process. This might make excluded or less included groups even less likely to be involved in later processes.

- Civic trust

According to the Democracy Index 2020 report by The Economist Intelligence Unit (2021), Norway stands at the top of the global democracy rankings, where political participation, one of its indicators, is a perfect score. Nordic countries are characterized moreover by high levels of trust in politics and governmental institutions (Fladmoe and Johnsen, 2018).

The link of trust and participation is however, not always forward. As one of the experts also mentioned, high trust sometimes can become a detriment. Lehtonen and De Carlo (2019, p. 203) write: “Excessive and unwarranted institutional trust can undermine citizens’ motivation to participate (e.g. Höppner, 2009), while mistrust has its virtues, as ‘healthy skepticism’, or vigilance towards those in power (Allard, Carey, & Renault, 2016, p. 14; Laurian, 2009; Warren, 1999)”. While this might be a case affecting attendance for the Klostergata56 project, there is not enough data to argue for it. On the other hand, trustworthiness, especially in the planning organization, is both a desired outcome and a success indicator for the process (ibid). The results from all the interviews showed that trust in the StudyTrondheim organization and the planning approach was built, demonstrated either through recognition of input, or willingness to be part of future similar processes.

It is crucial to remember here, however, that interviewees were only people that were involved in the second phase of the process. What could be said regarding trust for the people or stakeholders that were left out of the process? How would groups that were not involved react, once they learn about the project and realize they were not part of it? As Lehtonen and De Carlo (2019, p. 205) state: “Trust and mistrust tend to be: 1) reciprocal – trust feeding trust, and mistrust aggravating mistrust; 2) asymmetrical – trust is easy to lose, but hard to gain, while negative events undermine trust more than positive events strengthen it...” From this standpoint, it could be said that through this process, trust built towards the organization would encourage currently included groups to participate again, whereas excluded groups might develop mistrust, making them prone to later self-exclusion. Therefore, not only is this process not inclusive itself, but because of this asymmetrical and reciprocal nature of it, a cycle of deepening mistrust could occur, enhancing the divide between the groups and potentially affecting the level of inclusion for future processes as well.

5.1.1 Setbacks

The process of co-designing Klostergata56 has therefore significant limitations to being inclusive, due to unequal attendance, deep participation by some groups and shallow by some others, a high range in level of involvement, as well as potential differences in nurtured social capital and civic trust. Considering the previous discussion, the setbacks to the process being inclusive can be categorized as caused by:

1. The facilitators

- *Usage of inaccessible venues for holding the workshops, in the case of digital meetings, further aggravated by the usage of digital outreach methods - with no alternative solutions.* This was an excluding factor for groups of people with no digital skills, like the elderly, ones with other divides such as affordability and disabilities, or even just people with no access to good internet connection or devices.
- *Usage of categories of stakeholders as bounded units.* This was evident especially in the case of residents. Putting them in a single category without considering particularities did not make visible that the children were being left out, when they could have been considered a separate group and involved through an alternate activity.
- *Usage of different methods of participation, in combination with a certain level of selective input sorting.* While the different methods were utilized in order to adapt to participants' profile or requests, efficiency of the methods was decreased in a few cases, like for Municipal Housing, because of the sorting.

2. The stakeholders

- *Strong role or authority of representatives.* This brought the exclusion of BUP patients, as the forms were held back from them, pushed the BUP employers down the ladder of participation, and withheld the kids from providing feedback.
- *Self-exclusion.* This manifested in a range of reasons, some of them being lack of interest and absence of incentives, confidence, language skills, self-perceived level of power, understanding of participation and placemaking approach, or even practical reasons such as time and duration.

3. The context

- Existing social ties and feelings of belonging. These were mostly defined by ethnicity, length of residence in the area, socio-economic state, affecting individuals or specific

groups, such as Municipal Housing or temporary residents, but also the neighborhood overall.

- Covid-19. The constantly changing pandemic regulations were the driver for many decisions, like usage of digital tools, and decreased the possibility to put more efforts in the second phase or to use alternative methods. Usage of digital spaces decreased the interaction between people and the chances of making workshops more eventful.

In many instances, the setbacks are coming from the participants side and not the organizers. Some of the challenges are moreover deep-rooted aspects of society, for instance the social ties, which are very difficult to change. An inclusive process might be ideal, but in practice, including everyone equally seems to be almost impossible, because even the best intentions can be met with challenges out of the facilitators' control.

5.2 Relation between placemaking and inclusion

Participatory placemaking intends to not only involve community and stakeholders in designing a space, but moreover create anchors on local ambassadors and rely on them for its sustenance. For this to be possible, these actors need to have resources of different kinds, but most importantly be active, initiating, and willing to take ownership. The case of Klostergata56 exposes how this can become, in a way, a detriment to inclusion. As discussed in the previous section, only a small number of the stakeholders were the most actively involved and constantly included in the process. Faced with the many difficulties of engaging participants, it is easy for facilitators to fall in the trap of prioritizing and relying on the ones who create no friction and are highly interested. These groups are prone to be the ones taking most ownership of the space or becoming anchors. The issue becomes ever more complicated considering the fact that part of this group are external stakeholders, like ISFiT and the artist, engaged much more than some stakeholders who actually live in the area. The intentions of external stakeholders over the space are not of the same nature as those of the residents – the former are of course highly motivated by their own benefits. While the process is already excluding some groups from participation, giving power and ownership to a small number of interest groups will further deepen the division. Feelings of ownership created in the few active stakeholders, can enhance feelings of exclusion to the rest.

But who are these closely engaged groups? It is generally argued that only a minority of active, resourceful, and privileged citizens are attracted to placemaking.

We can refer here to Maslow's Hierarchy of Needs, which is a pyramidal organization of the human needs in five layers. They go from fundamental physiological ones at the bottom (such

as food, water, shelter, health), to safety (need to be free from danger), belonging (affiliation and intimacy), esteem (need for respect and to be of value) and self-actualization (the need to realize one's potential) at the top (Maslow, 1987). For a person to fulfill the higher-level needs, first the basic ones must be satisfied. According to Koff (2011), motivation to participate in decision making activities is to a large degree associated with self-actualization needs, guided by volunteerism, civic commitment, sense of responsibility towards the community, and desire to contribute with knowledge, skills and experiences. One's ability to contribute to the process with their skills, time and other resources, depends on one's capital of these assets. Moreover, a person's willingness to risk time, energy and money depends on their perceptions, tolerance of risk, experiences and awareness. Therefore, it can be said that placemaking works best for specific groups who stand higher in the hierarchy of needs, such as high income, highly educated and cultural creatives. Vazquez (2010) moreover discusses how public workshops empower people and therefore further the self-actualization needs of residents. As mentioned previously, if the participating groups are the already privileged ones, the process favors those who are already better off to begin with, increasing the gap among people even more.

It can be argued that the issue becomes even more prominent when it comes to autonomous participation. The case of Klostergata56 is invited participation, so at least there was a possibility for the facilitators to intervene to a certain level. If participation is self-mobilized, there could be no driver at all for the involvement of the generally excluded groups.

5.3 Lessons

As this study has argued, participatory placemaking can deepen the exclusion of particular groups, unless explicit efforts are made to include them. Being involved is not enough – processes need to be structured so that they operate effectively, empower and nurture the less heard voices, and encourage inclusive participation by all. Based on the setbacks and challenges of the process followed for the studied public space, the following lessons and suggestions for future processes have been identified.

A. Comprehensive plan and constant evaluation

Inclusion in a participatory planning process is, evidently, heavily dependent on the context. Therefore, it is important to extensively analyze the given neighborhood before the process starts, in order to identify affected and interested stakeholders and the role they should play as internal or external actors, to understand the existing dynamics of social capital and civic trust, and to recognize the groups that are prone to be excluded. On this basis, it is possible to define what inclusion means for this specific project, in terms of an optimal balance between the

framework indicators. From there, a detailed plan can be formulated, with reference to the type and number of events that are to be followed, as well as amount of time and efforts that should be invested to reach the set goals of an inclusive engagement. The plan should leave space for flexibility, especially for methods of involvement. However, the alternative methods should strive to be as close as possible in the ladder of participation, and input sorting should be as inclusive as realistically possible.

Making a plan and developing goals ahead makes it possible to continuously measure if the process is on the right track. This will make it visible when someone is being left behind, and facilitators can understand when more efforts or alternative methods should be utilized, before moving to the next phase. It's also important to bear in mind here that there can be multiple points of entry to the process, as stated by Silberberg et. al. (2013; see chapter 2, page 19). These entry points can be used as an alternative to encourage less included groups to at the least get involved in the later phases.

B. Enjoyable process

The process should be attractive for as many people as possible, in order to increase and maintain attendance, and encourage active involvement by all. One of the ways to do this is by offering incentives to participants, so that ability to risk time, energy and money becomes less of a divide. Another possibility is organizing pop-up events. Setting up a stand and making a small temporary intervention in the public space could engage people who are simply passing through or near the space, without much commitment. This would enable the participants to react to a tangible potential change, as well as interact with the facilitators and other participants in an informal dynamic setting. To make events more interesting, they could moreover be designed together with target groups, to ensure it is an activity that works well for them. Lastly, emphasis should be put on open and mixed workshops. Not identifying target participants makes it possible to avoid treating stakeholder categories as bounded units. Groups who might otherwise go unnoticed can, in this way, self-identify. This would additionally be beneficial as different groups would come together and interact, directly understand each-other's point of view, and potentially start developing social ties among themselves.

C. Common platform

Considering the increasing number of participatory processes in Trondheim, yet surprisingly the still limited local knowledge, it would be helpful to further develop a digital platform, which exhibits well organized information about each project, from its start throughout its different

phases. This would make information more visible and easier to access, increasing the local understanding of what participation and placemaking entail. Communities and stakeholders could then directly see the ongoing projects and be able to choose which one they are interested to participate in. Furthermore, seeing the positive results and improvements each project brings would diminish participation fatigue and build civic trust. The digital platform has limitations considering the digitally illiterate, therefore alternative means should be developed to provide them the same access to this information. On the developers' side, this increase in transparency would serve as a drive to have deeper participation and to prioritize inclusion. Moreover, the platform can become a source of constant learning for the facilitators, but even a body of knowledge for the placemaking field as a whole.

Conclusion

This thesis carried out a qualitative research to analyze the level of inclusion in the placemaking based participatory process of co-designing Klostergata56, a public space in the city of Trondheim. The study concludes that the process had significant limitations to being inclusive, because stakeholders were not involved equally in participation, potentially causing differences in levels of nurtured social capital and civic trust. There is a high range of identified setbacks, caused by facilitators and stakeholders alike, but even coming from the context. This combination of challenges, as the study argues, makes it virtually impossible to have a fully inclusive process. Despite efforts from the facilitators, not everyone's needs will be entirely met and not everyone will show the same interest to be involved. Moreover, contextual dynamics are firmly embedded and therefore difficult to change. Nevertheless, even if inclusion is an ideal that in reality cannot be achieved, it's important for explicit efforts to be put to reach it as closely as possible. An exclusive placemaking process can have long term negative impacts on the community, even outside of the project's scope. It is only if the process itself is inclusive that the designed public space can also be. But moreover, excluding certain groups can start a cycle of growing of inequalities.

The later stages of developing the project of Klostergata56 provide a potential case for further research on the effectiveness and impact of an inclusive placemaking process towards the creation of inclusive places. An in-depth analysis could be carried out to explore how different participants' input is evaluated, to identify the challenges, and to develop approaches which ensure an equal contribution and influence on the final product. Although challenging, it would be very useful to capture qualitatively the perspectives of people and groups who exclude themselves from participating, to better understand their reasons as well as the long-term impacts of non-involvement. By focusing on specific groups, like transitional population, the poor or the marginalized, ways to refer to their needs could moreover be developed.

Public participation and the placemaking approach are receiving a continuously increasing amount of attention and are therefore likely to become, in a near future, the norm of shaping our cities. However, this will only happen once more progress has been done in documenting measurable benefits of the approach, and decreasing the setbacks, especially the ones coming from the context. In such a scenario, authorities would have great incentive to firmly enforce these practices in the regulations. Until these challenges are addressed, participatory placemaking will continue to be a trial-and-error process, therefore bound to repeat, at least to some extent, the inequality patterns present in the society.

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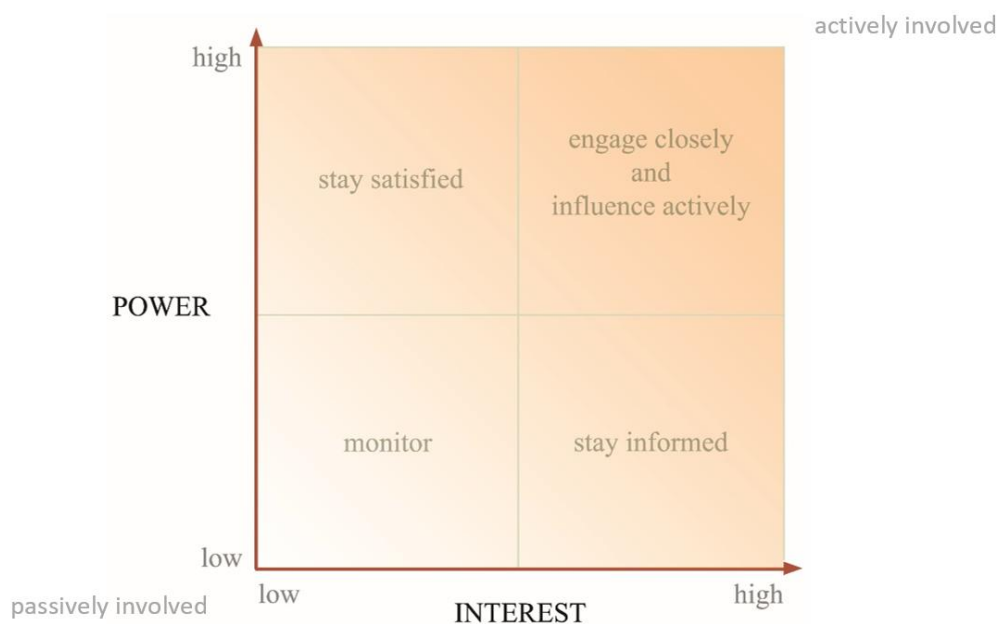
Appendices

Appendix 1: Participant Interview Guide

1. Why are you participating in Klostergata56 co-design project?
2. Have you been part of a participatory process before in Trondheim? What are your thoughts about working with this approach?
3. Do you think the methods we used worked well? What could be done better?
4. Would you like to be part of similar processes in the future? Why?
5. Are you interested in staying involved in the future steps of the project and collaborating with other groups/stakeholders?
6. Where would you position yourself in regard to your power and interest in the project? Why?

(For additional explanation, Power: How much do you feel like you can influence the project outcome, if this can be done through time / monetary investment / skills / networking and representing other groups etc.?; Interest: Are you interested in staying involved in the future steps of the project and collaborating with other groups/stakeholders?)

Question 6 is accompanied with the stakeholder map below:



Appendix 2: Expert Interview Guide

1. Can you tell me a bit about what participatory processes you have been working with?
2. From your experience with these processes, would you say there's a high level of citizen engagement in Trondheim? What about awareness for participatory processes?
3. How much is a turnout that you consider successful? Do you have a way of determining goals?
4. How much attention is paid to the concept of inclusion at Trondheim Kommune? Would you consider the processes held inclusive?
5. What are the setbacks you have experienced, that cause processes to be less inclusive?
6. Have you noticed specific groups that tend to be excluded?
7. Do you live in Øya? What is your perception of the level of the social capital in Øya/Trondheim?
8. What do you think are some possible improvements towards inclusive processes in Trondheim

