



# **Developing Co-Creation in Municipality's Urban Planning**

Focus on Citizens' Role

Degree Programme in Leading Business Transformation

Haaga-Helia University of

Applied Sciences

Master's Thesis

2022

## Abstract

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<b>Degree</b> Master of Business Administration (MBA), Degree Programme in Leading Business Transformation
<b>Thesis title</b> Developing Co-Creation in Municipality's Urban Planning, Focus on Citizens' Role
<b>Number of pages and appendix pages</b> 60 + 7
<p>Co-creation has in the recent decade been one of the most commonly exploited methods in development projects when there is a need to integrate the end user into the development project. This research studied possibilities for co-creation in urban planning in the context of the end users' role – citizens. The objective of the study focused on the role of the citizens and particularly at the beginning of the urban planning process. The study had selected a case study from the on-going local detailed plan in Espoo – Metsätonttu plan. By following the interaction process, the weak parts in interaction of the urban planning can be revealed. In addition, the methods for strengthening the interaction can be delineated by monitoring the process.</p> <p>The study introduced how the urban planning processes have been altered from the expert leading development through participatory and communicative practises towards co-creation. The current urban planning process – Metsätonttu plan has been studied with an ethnographic approach. The field work relied on the observation of workshops and a plan walk. In addition, it has used supporting methods like questionnaires, feedback, interview of the planner and earlier implemented studies for the whole Espoo. The study took place from January 2021- June 2022.</p> <p>The thesis presented a framework for planning, designing and managing an open goal-oriented collaboration with broad audiences (FLIRT model) by Manu 2010, 125. In this thesis, it adapted the model on the urban planning. In particular, the study focused on three elements of the FLIRT model: language, incentives and rules. Those elements play an important role in the early stage of urban planning. In this study, the elements were considered from the point of view of local detailed planning.</p> <p>It is proposed that three elements of the FLIRT model - language, incentives and rules - will suit well for local detailed planning in order to invite and commit the participants to co-creation. However, the study did not provide any general model for the role of the citizens but suggested that each planning processes should tailor their own roles for citizens depending on the overall structure of co-creation. In the beginning of the planning process, there should be a clear co-creation structure so that the citizens can evaluate their time and activity to be spent. It would commit and encourage participants to integrate better in the co-creation process.</p>
<b>Keywords</b> Co-creation, interaction, citizens' participation, FLIRT model

## Tiivistelmä

<b>Tekijä</b> Mervi Romppanen
<b>Koulutusohjelma</b> Tradenomi YAMK; Leading Business Transformation
<b>Opinnäytetyön nimi</b> Yhteiskehittäminen kaupunkisuunnittelussa, kohteena asukkaiden rooli
<b>Sivu- ja liitesivumäärä</b> 60 + 7
<p>Yhteiskehittämisestä on tullut viime vuosikymmeninä yksi yleisimmistä menetelmistä, kun halutaan ottaa mukaan loppukäyttäjät kehittämissuunnitelmiin. Tämä opinnäytetyö selvittää yhteiskehittämisen mahdollisuuksia kaupunkisuunnittelussa, jossa loppukäyttäjänä on asukkaat. Työn tavoitteena on keskittyä asukkaiden rooliin kaupunkisuunnitteluprosessin alkuvaiheessa. Opinnäytetyöhön on valittu tapaustutkimukseksi yksi Espoon valmistelussa olevista asemakaavoista – Metsätontun asemakaava. Vuorovaikutusprosessia seuraamalla voidaan löytää heikot kohdat prosessissa. Lisäksi voidaan löytää ne keinot, joilla vuorovaikutuksen vahvistamista tuetaan.</p> <p>Opinnäytetyössä kerrotaan, kuinka kaupunkisuunnittelun prosessit ovat muuttuneet asiantuntijavetoisesta kehittämisestä osallistuvien ja kommunikatiivisten käytäntöjen kautta yhteiskehittämisen suuntaan. Työssä nykyistä kaavoitusprosessia – Metsätontun asemakaavaa, tutkittiin etnografisella lähestymistavalla. Tarkempi tarkastelu toteutettiin havainnoimalla tapaustutkimuksen työpajoja ja kaavakävelyä. Lisäksi hyödynnettiin tukimenetelmiä kuten kaavan kyselyjä, palautteita, vastuuvalmistelijan haastattelua ja aiemmin Espoossa toteutettuja aineistoja. Opinnäytetyö toteutettiin tammikuu 2021-kesäkuu 2022 välisenä aikana.</p> <p>Opinnäytetyössä esiteltiin FLIRT-malli. Siinä on luotu kehykset yhteiskehittämisen suunnittelua ja hallinnointia varten silloin, kun työskennellään avoimissa tavoitekeskeisissä projekteissa yhteistyössä laajojen osallistujamäärien kanssa (Manu 2020, 125). Tässä opinnäytetyössä sovellettiin mallia kaupunkisuunnitteluun. Erityisesti tässä työssä keskityttiin FLIRT-mallin kolmeen perusosaan: kielenkäyttöön, kannusteisiin ja sääntöihin. Nämä ovat tärkeässä roolissa kaavoitusprosessin alkuvaiheessa. Näitä perusosia tarkasteltiin asemakaavoituksen näkökulmasta.</p> <p>Työssä ehdotetaan kolmea FLIRT mallin perusosaa: kielenkäyttöä, kannusteita ja sääntöjä erityisen hyvin sopiviksi asemakaavoitukseen silloin, kun kutsutaan ja sitoutetaan osallistujia yhteiskehittämiseen. Opinnäytetyössä ei kuitenkaan tarjota yleistä mallia asukkaiden roolille, vaan ehdotettiin, että jokaisessa kaavoitusprosessissa tulee räätälöidä asukkaiden rooli yhteiskehittämisen kokonaisuuteen sopivaksi. Kaavoitusprosessin alkuvaiheessa tulee luoda yhteiskehittämisen rakenne koko kaavoituksen ajaksi, jotta asukkaat voivat arvioida ajankäyttönsä ja osallistumisensa määrän koko asemakaavoituksen ajaksi. Tämä auttaa sitoutumaan ja rohkaisee osallistujia paremmin integroitumaan yhteiskehittämisen prosessiin.</p>
<b>Avainsanat</b> Co-creation, interaction, citizens' participation, FLIRT model

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# 1 Introduction

The neighbourhood and the urban environment itself are important for the welfare and enjoyment in the everyday life and work of citizens. A happy neighbourhood invites citizens to move in and stay in the neighbourhood and city. Additionally, the neighbourhood where living is enjoyable causes fewer social problems. The property values are higher, too. Naturally, citizens should be key actors when their environment is being changed. The citizens know their neighbourhood and therefore, they produce valuable information and knowledge for urban planning. Co-creation would be one of the good approaches to work and develop the living environment together. Co-creation was originally created for business purposes. It is based on the idea that the end user knows better what kind of products and services they need and would like to have. In addition, co-creation with the citizens offers a good possibility for citizens to get know each other better. The joint work opens up what would be values and needs of the citizens. The co-creation provides that all parties who live or work in the city can build together their living environment.

The author has been working at the city planning departments of Espoo and Helsinki, and closely followed the development of citizens' participation and interaction during the decades. Even though the role of citizens has become more an integral part of the planning process, the actual active role of citizens is still unclear. Currently, the author works at the Espoo City Planning Department in communication and interaction. The Espoo City Planning Department is today focusing strongly on the interaction methods and practices. Co-creation has been in use for decades in the business development with their customers and other stakeholders and the roles there have been studied in more detail. In this thesis, citizens are considered as actors in the co-creation of the planning process and particularly their roles within that task.

During the author's daily work at the Espoo City Planning Department, she hears the worries that residents' participation and influence is minimal. The participation has also been studied recently in the Espoo Public Works Department, and seen that the participation is not sufficient according to the opinions of the residents (Lehikoinen 2021). Therefore, this thesis searches best practices for the local detailed planning in order to make citizens' participation and particularly influence more prominent. The study aims to clarify the complex urban planning environment by the case study of the detailed local planning process. The study concentrates only on interaction and co-creation with citizens.

As mentioned earlier, the citizens are in a key role when their living environment is due to be planned. However, the role of the citizens is often limited when it is looked at from the view of the citizens but also from the municipal side. Currently, it seems that from both sides, there is a common will to develop the participation process.

## 1.1 Objective

The objective of this thesis is to clarify the role of citizens in local detailed planning in Espoo. To support this objective, one neighborhood project, Metsätonttu plan, a local detailed plan is selected in order to describe the role of citizens. The objective is to provide key elements for inviting, committing, acting and influencing in the detailed local plan.

The benefits of this study assist the municipality to develop its process to take citizens into account more in the planning processes. The study will help in the preparation of the communication and interaction plans. From both sides, citizens and municipality, the study helps to recognise the role of the citizen. In the long run, it provides the citizens with the possibility to evaluate whether the role is sufficient to participate fully in the urban planning project and whether they have enough possibilities to influence the project.

## 1.2 Research questions and methods

The three research questions which clarify the role of citizens are as follows:

1. What is the role of the citizens in urban planning today set by the Land Use and Building Act and how is this implemented in the City of Espoo?
2. What is the role of citizens in the interaction and co-creation process today in local detailed planning in Espoo as indicated in the case study project?
3. What is the ideal role of the citizens in the co-creation process in the future in order to implement a successful co-creation process from the viewpoints of citizens and the city of Espoo?

The research approach is the ethnographic. The reason to choose this method is that the author has extensive experience in urban planning and has led and participated in many urban planning projects. The other reason is that every person is able to take on the role of a citizen in their own home municipality. Therefore, the author has a deep understanding of the urban planning process from the point of view of the citizen and the municipality. The data is collected by observation of workshops, questionnaires, feedback and an interview of a planner.

The study will consider the planning process as a co-creation process. Co-creation is defined as follows:

“Co-creation is the joint creation and evolution of value with stakeholding individuals, intensified and enacted through platforms of engagements, virtualized and emergent from ecosystems of capabilities, and actualized and embodied in domains of experiences, expanding wealth-welfare-wellbeing”. (Ramaswamy & Ozcan 2014, 14).

### 1.3 Delimitation

The study focuses only on the role of the citizens in this particular case study and do not consider other tasks or duties of citizens or tasks of municipality or other parties participating in the case study. The reason for this delimitation is that the planning process itself is very complicated and includes many details which can change the development path. Therefore, it has been focused on one challenge in this process in order to look at these roles more deeply.

These research questions, the ethnographic approach and the collected data will lead to the key issues on the co-operation between citizens and the city in the local detailed planning.

### 1.4 Methodological approach

The author had two options for the approach: An ethnographic approach or a reflective case study method. The reflective case study is defined as follows:

“...as one where the researcher is emphasizing a personal evaluative component in the form of reflective commentaries or expanded field notes or journals which engage with the topic and the researcher's feelings, issues and reflections on experiences and interactions.” (Hamilton & Corbett-Whittier 2014, 15).

Even though the definition is focused on education research, the author understands that the definition can be exploited on other sciences such as the social sciences. In this study, the author would like to focus on the personal evaluative component which is linked to the topic of this thesis and the author's reflections on experiences and interaction of the urban planning process.

Ethnography has been defined as “tiheä kuvaus” (dense description) Greertz 1973 in Lappalainen, Hynninen, Kankkunen, Lahelma, & Tolonen (2007, 9). It has also been defined as follows:

“...ethnography is the art and science of describing a human group - its institutions, interpersonal behaviors, material productions, and beliefs.” (Angrosino 2007, 14) and “In whatever setting, ethnographic researchers are primarily concerned with the routine, everyday lives of the people they study.” (Angrosino 2007, 15).

Furthermore, he explains as follows:

“Ethnographers collect data about the lived human experience in order to discern predictable patterns rather than to describe every conceivable instance of interaction or production.” and “Ethnography is conducted on-site and the ethnographer is, as much as possible, a subjective participant in the lives of those under study, as well as an objective observer of those lives”. (Angrosino 2007, 15).

He states that the ethnography is field-based, personalized, multi-factorial, long-term commitment, inductive, dialogic and holistic. (Angrosino, 2007, 15).

These two methods have many similarities as reflections of the researcher's experiences and interactions and these both stress the observation capabilities of the researcher. The reflective case

study would be easier to interpret and perhaps clearer in its results. However, the author considers that the ethnographic approach would better serve the holistic understanding of the issue. Also, it would provide more nuances. The reason to choose ethnographic approach is that the author has extensive experience from the urban planning in various roles. Also, as earlier stated, every person is a citizen in one municipality and is able to take on the citizen's role in their own home municipality. Figure 1 shows how the ethnographic approach is exploited through the Metsätonttu detailed local planning process.

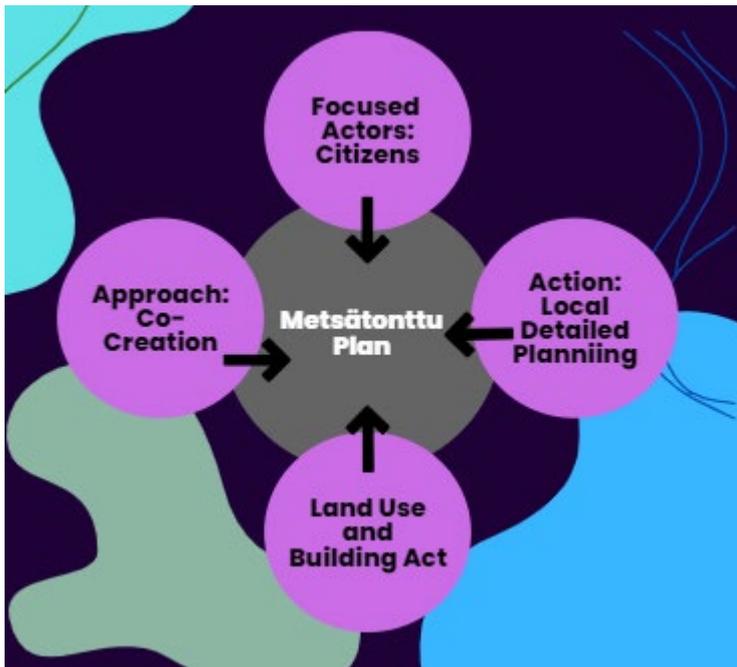


Figure 1. The case study Metsätonttu assists to interpret the interaction of the local planning process. (The Author 2022).

For the data collection, the author has chosen observation which is defined as “systematic enquiry made public” (Stenhouse, 1975 in Kabir 2016, 240). The author has chosen unstructured observation for data collection which provides better a holistic understanding:

“...a broad overview of a situation” and which will be “Useful where situation/subject matter to be studied is unclear.” and “Only really appropriate as a ‘first step’ to give an overview of a situation / concept / idea.” (Kabir 2016, 242).

The author stresses that the unstructured participant is a better observer than a participant observer since the focus is on citizens and the author also attends the data collection events in the role of the civil servant. As an observatory data collection, the author relies on field work and data collection by field notes and other documentation.

The data collection in the ethnographic approach such as workshops can also be more interesting to the citizens when there is a concrete planning case. They can discuss with their neighbors also, for instance, outside of the project events, and those discussions would provide extra value for the plan.

There is an intention that participants will provide information and communicate in their neighborhood, provide group ideas and even create shadow plans or other materials.

The field work and its observation will help to analyse the current situation in citizen participation. It also assists to understand current commitments and responsibilities and evaluate what those could be in future.

The empirical work starts by arranging two workshops: at the starting stage 24 March 2021, at the preparation stage October 2021 and the final plan walk Spring 2022 at the proposal stage. The data collected from the workshops aims to find out how the communication and co-creation with the citizens, municipality and other parties works and how interaction has been implemented.

The material and synopsis of each workshop is documented and citizens' impacts on the detailed local plan is presented. As it is stated, the observation is a subjective understanding of the situation. (Eskola & Suoranta 1998, 103). The author tries to lessen the subjective interpretation by the discussion of results in the team meeting, interview of the planner and supporting questionnaires and feedback. Finally, the whole material is analysed, results presented; the recommendations for the citizens' role in co-creation will be presented.

Figure 2 shows how the thesis is structured and how the ethnographic approach is a tool for interpreting data.

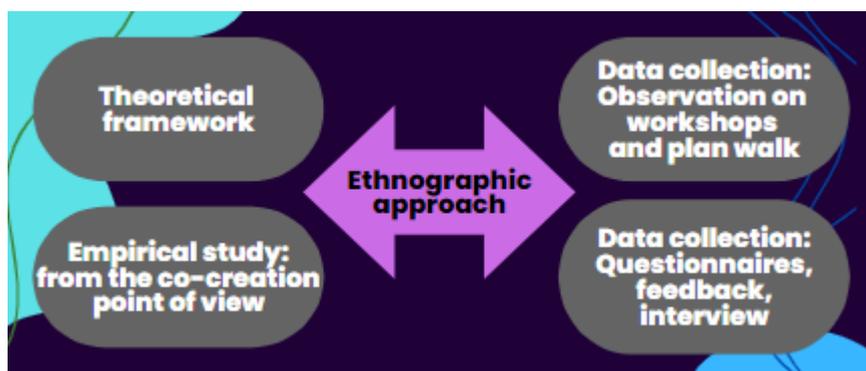


Figure 2. Theoretical framework, empirical study and data provides the content which is interpreted with different methods. (The Author 2022).

The next subchapter explains the content of each chapter in this thesis.

### 1.5 Thesis structure

The thesis consists of five parts: Introduction, Theoretical Framework; From Communicative and Participative Planning towards Co-Creation, Methods and Implementation, Empirical Findings and Discussion. The Introduction chapter consists of the structure of the thesis. It presents the objective of the thesis and research questions.

The chapter introduces the approach, methods and data used to find out the answers to the objective of the thesis. It is discussed why ethnographic approach and methods in the thesis have been selected.

Chapter 2 From Communicative and Participatory Planning towards Co-Creation presents theoretical framework which is based on literature research. It shows how the co-creation has become a prominent method in developing new products and services. The chapter discusses what kind of possibilities exist to exploit the method in urban planning. It also introduces FLIRT model, Manu 2010, 125, which evaluated in Empirical Findings chapter whether it would be suitable model adapted in urban planning.

Chapter 3 Methods and Implementation describe the approach, methods, and implementation in detail. It also introduces a case study which is in a key role to find out how the co-creation would fit into the urban planning processes and describes the role of the FLIRT model in this thesis.

Chapter 4 Empirical Findings reveals what kind of results the ethnographic approach, methods and used data has provided in assistance of the case study. It shows the current situation of the role of citizens. Additional questionnaire and citizens' events for all of Espoo has been discussed as to ensure that the results of the case study would provide reliable findings. It also evaluates whether the FLIRT model can be adapted in urban planning and which elements in the model are most suitable for that.

Chapter 5 Discussion combines the material of the whole thesis. It discusses the FLIRT model as a good model to tailor the future role of citizens. It focuses on three elements which have been studied to be most relevant in order to design the good co-creation structure for the urban planning processes. Chapter 5 presents the results with analytical thinking of the role of citizens in the future. In addition, it evaluates the thesis process, author's own learning and provides some proposals for further studies.

## 2 From Communicative and Participatory Planning towards Co-Creation

The urban planning has for decades considered the participation and interaction with the various participants. At first it was rather loose, consisting only of the public hearing. It was rather formal and participants were really outsiders in the urban planning processes. The interaction became more prominent at the turn of 21st century when the Land Use and Building Act 1999 came into force. This act obligates municipalities to involve participants in urban planning processes.

The chapter describes how different planning theories have changed the citizens' participation and in which situation the process is currently. It will introduce the approaches which are strongly becoming part of the planning methods.

### 2.1 Changes in planning trends

This chapter introduces how co-creation has become part of the planning process. A clear continuum can be pointed out from the communicative and participatory planning towards co-creation. From the communicative and participatory planning, it has been moving towards client-oriented planning where creativity and design thinking and citizens' self-organisation are an integral part of planning processes. (Mäenpää & Faehle 2021, 222). In the communicative planning, the planners were no more autonomous but the knowledge was enriched in exchanging perceptions and shaping together with the participants suitable for the plan. There was not any more knowledge of the authorities (Campell & Fainstein 1996, 11; Healey in Campell & Fainstein 1996, 246). It has even been explained that the planner was becoming a coordinator whose role is more organizing discussions between participants in the planning process (Puustinen 2001, 33) than being a source of knowledge. Figure 3 shows changes between the expert mindset and the participatory mindset in development/design projects.

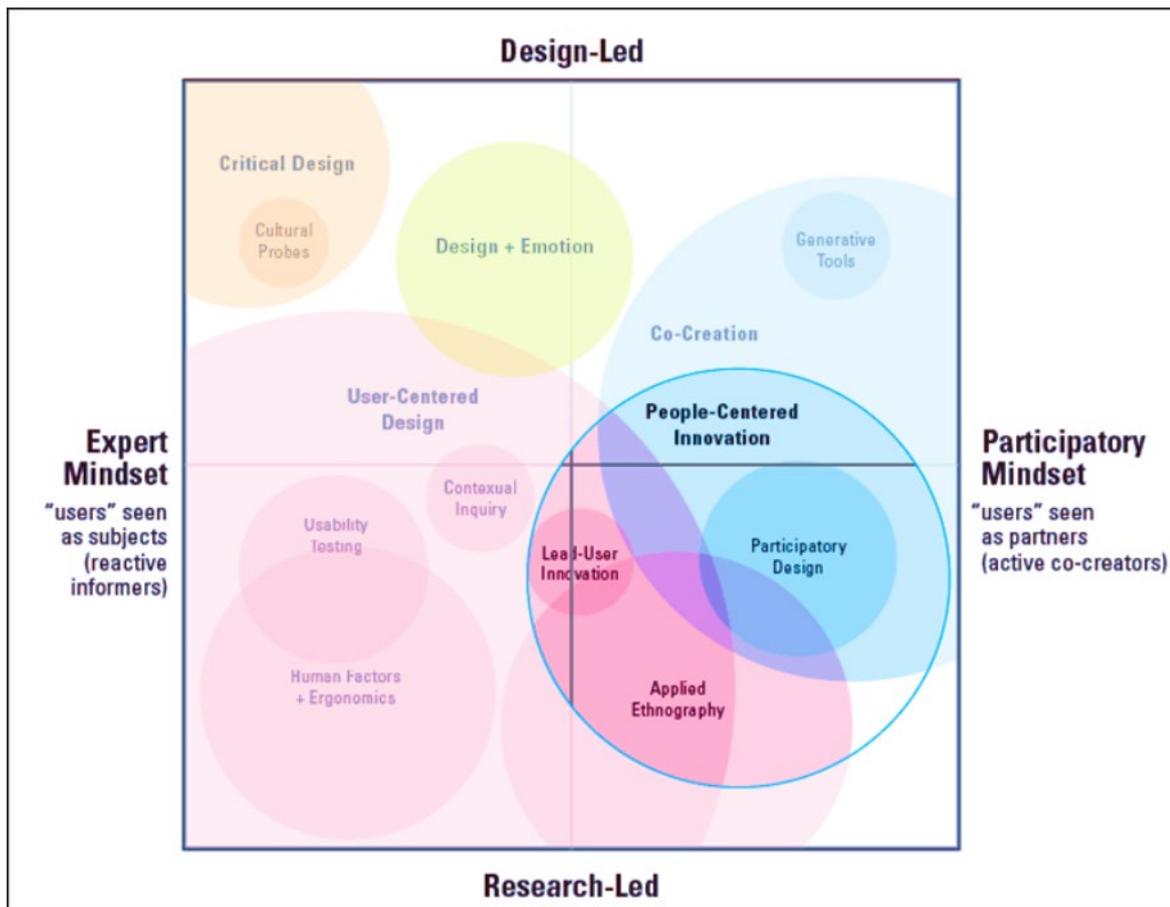


Figure 3. Design has changed from the expert mindset towards participatory mindset. (Sanders 2008 in Keränen 2015, 29).

The urban planning community started to use the term public participation. Nabatchi & Leighninger (2015, 14) defines public participation:

“Public participation is an umbrella term that describes the activities by which people’s concerns, needs, interests, and values are incorporated into decisions and actions on public matters and issues.”

This definition is not far from the definition of the co-creation. In both approaches, there is a will to develop together with the citizens, partners, clients and other necessary participants.

An inclusive definition of co-creation is formed by Ramaswamy & Ozcan 2014 which states as follows:

“Co-creation is the joint creation and evolution of value with stakeholding individuals, intensified and enacted through platforms of engagements, virtualized and emergent from ecosystems of capabilities, and actualized and embodied in domains of experiences, expanding wealth-welfare-wellbeing”. (Ramaswamy & Ozcan 2014, 14)

What is different in co-creation compared to public participation in planning? In the business arena, new or improved services or products developed with the customers have become an important advance in competitive business markets. In business, it has been recognised that the interaction and co-creation with the clients provides better opportunities to compete in a complex and continuously changing business environment. (Keränen 2015, 19). The complex and continuously changing operational environment is, in fact, in urban planning, too.

In urban planning, the citizen participation provides the necessary actors to improve the efficiency of public service. It is a strategic choice, too. The citizens have “insider knowledge” of their living area and therefore they are “integral agents” when public services are developed. (Penin 2018, 27).

In the planning, it is more profitable to plan a new area or renew the existing one with the citizens who can be active partners in solving complex problems. When citizens are participating in the city development, they show their “right to the city” and their “right to appropriation” when “reshaping” the city, as Lefebvre, Kofman, & Lebas, 1996 and Purcell, 2002 put in Van der Graaf, Long & Veeckman 2021, 5-6. The citizens are integral parts of the planning process and their right to be in the process can be understood also in terms of the information and data sharing which is collected and exploited in the city development (Van der Graaf, Long & Veeckman 2021, 6).

Both public participation and interaction focus on welfare of the customers. In business co-creation, the need of the new product or the services can appear from customer dislikes. In business, it has been seen an ideal approach to improve a service or product with customers. The successful co-creation process will increase business value. In public participation, the added value for the city derives from the happiness of the citizens in their living area. The monetary value to the city results later from more citizens moving into the area in the long run. The real estate owners benefit monetarily from the successful co-creation process, for instance, the functional, cozy and area-tailored plan adds monetary value to properties.

## **2.2 New approaches support co-creation**

Co-creation, public participation and interaction suggests new processes. It also provides a great possibility to invent something new which suits better in planning process and the outcome itself. Service design is one of the popular methods to give assistance and model in this emergence. The service design is defined as follows:

“The activity of choreographing people, infrastructure, communication, and material components of a service in order to create value for the multiple stakeholders involved.”  
(Penin 2018, 39).

Penin (2018, 12) continues in highlighting transparency of service design and its capability to link sustainable social and environmental visions within organisational and political realities. However, the new service models do not provide a good emergence and continuance if these are not integrated into the organisation structure, culture and interfaces of the organisation. On the other hand, system thinking offers methods to understanding the organisation and its patterns, culture and regularities and also tools how to integrate new models inside the system. System thinking is defined as:

“...a way of describing and explaining the patterns of behavior that we encounter in the life of organisations: the regularities of individual behavior, which we describe as a role, the characteristic ways of doing things in organisations which we refer to as their culture, the repeating patterns of sterile conflict or mistakes or absenteeism or failure to delegate, which we define as problems and try to solve.” (McCaughan & Palmer 1994, 12).

Co-creation needs systems thinking. In order for co-creation processes to work in the organisation, the co-creation process must be integrated into whole organisation processes and “decision-making routines and activities” as Ramaswamy & Ozcan (2014, 220) recommended. System thinking integrates these into the system of organisation so that they are not detached from the system.

Development is necessary to accept the co-creation processes in the organisation itself and its co-operation between stakeholders. In addition, new methods and practices for the urban planning processes have to be found so that co-creation with citizens works fluently. Therefore, in the following chapter we look closer at how the citizens can be more prominently part of the urban planning processes.

### **2.3 Changing role of the citizens**

The citizens’ participation and especially the influence on their local detailed plans is crucial for the city structure and the welfare of the citizens. As stated earlier, the urban planning is guided by the Land Use and Building Act and also the rules and guidelines of the municipality. The municipalities have the monopoly in urban planning in Finland. The Land Use and Building Act obligates that:

“Plans must be prepared in interaction with such persons and bodies on whose circumstances or benefits the plan may have substantial impact,...”. (Land Use and Building Act 132 /1999, Chapter 1, 6 §).

Today citizens are invited more and more to participate in the city development and even encouraged to organize themselves to solve common and shared problems by themselves. (Van der Graaf, Long & Veeckman 2021, 11).

Previously, the citizens’ role was to give information to the planners; today they can produce information by themselves, create tools and lead even the creative processes, Van der Graaf, Long & Veeckman 2021, 14. Co-creation demands the change of the attitudes of participants and of public organisations. The citizens are not only information producers but active players during the whole process.

The process of citizen participation has been studied in recent decades, for instance Staffans 2004, Saad-Sulonen 2014, Eräranta 2019. When we consider how the planning process can be approached from the point of view of co-creation, it should also be discussed what kind of working and interaction environments and platforms are offered (Leino & Puumala 2021, 784). How to encourage participants to be committed to and even fascinated by co-creation would be one of the points to stress. Co-creation offers deeper understanding of each other and eventually it shows what kind of co-creation process works well. The good co-creation process is even more important than the economic value which comes as a result. (Ramaswamy & Ozcan 2014, 220)

The book by Ramaswamy & Ozcan 2014 points out the actions for co-creation and how they can be achieved. The actions should be considered on individual, professional and hierarchical levels. How can the operational models and methods change the development towards more co-creative development? This is one of the key dilemmas also in this thesis from the point of view of citizens. The planning process may differ in different municipalities but follows a process which is set in the Land Use and Building Act 1999. Figure 4 shows the example of the process in the detailed local planning of the City of Espoo.



Figure 4. The figure shows the timescale and stages of the detailed planning process. Citizens have three official options to state their opinions in the detailed local planning. (City of Espoo 2022).

The urban planning process is all the time changing and becoming more complex, not least because of the different but also necessary bodies to participate in the planning. The planning process consists of various types of participants such as: citizens living in the development area and their neighbours, land owners, authorities (ensuring legal matters such as fire safety, security, etc.), enterprises, citizens association and other association, developers, planners, builders, politicians, area users such as visitors, representatives of environmental protection including architectural heritage and nature conservation.

## 2.4 Framework of the co-creation matters

The urban planning consists of a large number of participants who have various interests in participation. Therefore, the overall structure of the interaction process and organisation should be considered. (Ramaswamy & Ozcan 2014, xix). In addition, in the co-creation it is necessary to have a common goal and themes. These need to be relevant and timely. It should be focused on different modes of interaction, which suits for different settings and yields different outcomes. (Manu 2010, 135-137). Van der Graaf, Long & Veeckman (2021, 49) adds that also the focused main groups should be set up as well. This, however, would be rather difficult in urban planning since many planning environments have rather many different user groups with different needs.

Manu 2010, 122 has introduced a framework for planning, designing and managing an open goal-oriented collaboration with broad audiences (FLIRT model) by Sami Viitamäki, Fig. 5. The model presents the framework which identifies the key elements for a collective collaboration for commercial purposes. Even though this model is focused on the commercial purposes, it seems well adoptable for co-creation in the public organisation. The FLIRT model exploits a globally connected community by modern digital networks and tools. The use of the digital networks and tools offers its suitability for the co-creation purposes in the municipal organisation since the public organisation projects need many participants and today the digital technology is well-developed for virtual co-creation.

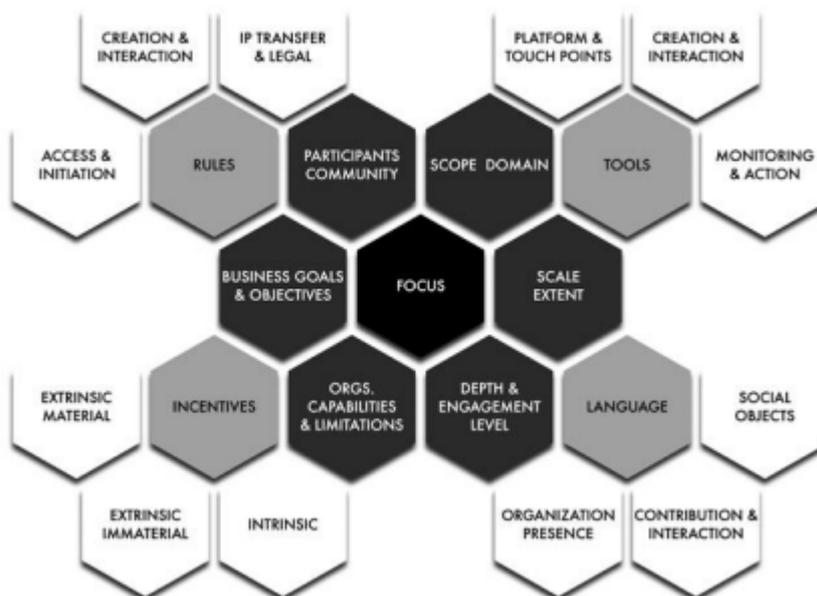


Figure 5. The framework of the FLIRT model. (Manu 2010, 125).

The various partners in the co-creation process offer a possibility to collect and share various knowledge areas. New participants provide new larger resources and opportunity spaces for co-creation. (Ramaswamy & Ozcan 2014, 21). How to transfer this multiple knowledge in co-creation and exploit it commonly is challenging. Eräranta (2019, 191) opens up the background setting of the urban planning process together with its participants which forms the structure of process.

This also sets the layout of the knowledge to be transferred. She divides it:

“...various actor-dependent factors (e.g., background, interests, values, personalities), actor-relational (e.g., personal relations, past experiences), organisational (e.g., resources, routines, traditions), planning domain-related (e.g., planning culture, established professional practices), and societal (e.g., legislation) affect the networked process, structures, and consequently, the way in which the knowledge is transferred within processes” (Eräranta 2019, 191).

Hoopes & Postrel (1999) in Eräranta (2019, 21) states that the shared knowledge takes time to develop. In this context, urban planning should offer a good platform for this because planning processes are long-lasting actions.

More than financial and physical resources, the knowledge and intelligence should be regarded as a core competence of the organisation. (Ramaswamy & Ozcan 2014, 22). How are the resources utilised, how to co-create value and how will people interact with each other and share knowledge and interests? Remembering at the same time that they are on the voluntary basis in the urban planning, it needs clever coordination. (Manu 2010, 123).

Ramaswamy & Ozcan (2014, 76) stressed the knowledge cannot be led but information flow can be led and it states:

“What can be managed, therefore, is the explicit information that results from continuously generating knowledge in the context of specific problems.”

In co-creation, various levels of engagement should be noted. The conceptual framework for customer experience in co-creation by Jaakkola, Helkkula & Aarikka-Stenroos (2015, 312) seems to add further understanding into how to engage different type of participants in planning processes. They suggested that the customers who are not loyal customers should be informed and guided through the co-creation experience. For the large group of possible customers, “intangibility” is seen necessary as physical interactions evoke feelings of relevance. These can be interpreted in the planning process; the information and guidance are needed for those participants who have no previous experience. The physical interaction events are important for the large amount of people who are not aware of their need to participate at all. These information events encourage them to participate and take an active role during the planning process.

The open-goal oriented development is the structure which should be evaluated whether it provides equality and commitments in urban planning processes. Manu (2010, 125) explains the co-creation structure in open-goal oriented development in Figure 5, and sets on the inner circle such as participants’ community, scope domain, elements of depth and engagement level and the organisation’s capabilities and limitations.

This categorized way is focused on a large audience and it seems to provide a good framework to study it further as regards co-creation in urban planning processes. Nowadays the citizens are also involved in the goals-setting. In the planning processes, the objectives are set also together in larger plans with the policy-makers.

In urban planning, the citizens form the largest number of individuals participating in the planning process. They represent different opinions and values. It has been argued that with co-creation, the various values can better take account for different participants in that process; however, participants' involvement, interest and influence plays a central role. (Van der Graaf, Long & Veeckman 2021, 14). The organisation - the municipality - seeks the common value, as the citizens might have a more subjective view of the matter. In co-creation, cases in public organisation should stress common good and the process should be designed so that every participant and stakeholder will bring her/his knowledge and work for the common good. The co-creation model brings new challenges, for instance, how to conceive the value which is co-created and what is the actual value which was created as an outcome of the co-creation (Ramaswamy & Ozcan 2014, 27).

How to exploit subjective view and value of the matter? It is relevant to look closer at how to engage participants in the next chapter.

## **2.5 How to engage participants?**

Since the citizens are the largest group to participate in the urban planning, it is necessary to consider this group in more depth. In the planning process, there are active interactors and passive ones. In addition, there are also people who would like to participate only in parts of the process. How to engage participants to join in throughout the process? It is discussed further with the assistance of FLIRT model (fig. x). The FLIRT model provides three elements which explain how to invite and engage participants into the co-creation process.

### **Element: Incentives**

Manu (2010, 133) presents incentives which can be either informal or formal in the co-creation process. Interaction levels and ways which are "possible, relevant and attractive" for the participants should be offered. Incentives are divided into three groups, extrinsic material, extrinsic immaterial and intrinsic. Intrinsic motivation comes from the task or activity itself such as sport or interesting tasks. (Manu 2010, 141-142). Therefore, this element is valuable and its importance should be understood when the co-creation process is planned. When intrinsic benefits are strong, it can keep participants' interests for a long time, and this is what is often needed in co-creation.

Along with the intrinsic, extrinsic incentives, such as getting visibility as the person is co-creating for the community good or being part of a famous community project should be recognised. Manu (2010,11) explains that the interest in joining collaborative innovation comes, for instance, from the desire to leave a mark on the development.

Even though people would like participate because of intrinsic and extrinsic immaterial incentives, it should be taken account what kind of rewards could be given to the contributors. In urban planning, it could be shared revenue of the value of plans. This means that the collaborator receives something beneficial which the new urban plan offers, it might come also in the end as monetary value by the area's added value or immaterial value such as recreation areas.

### **Element: Language**

In addition, Manu (2010, 134) in the FLIRT model (Fig. 1) presents the element of language which consists of defining the social objects, company/organisation representation, and ways and levels of contribution and interaction. The social objects provide the matter around which they could “share, celebrate, create interpretations or manifest”. (Manu 2010, 134). In co-creation, it is necessary that the company presentation is inviting and the participant feels confident and comfortable working with the organisation. The ways and levels of the contribution and interaction sets a level of comfort for co-creation and collaborative work and obviously also guides how smooth and organised the co-creation process is.

The organisation should be transparent and open. Manu 2010, 132 talks about the depth of activity and its connection to the organisational capabilities. It has given examples of how close the participants are invited into your organisation to “your lobby, your offices, or your vault”. When we invite co-creators to “the vault”, it could mean proper co-creation. The “vault” in the co-creation process in urban planning can mean, for example, an invitation to participate in the decision-making process. Of course, if the co-creation is implemented in the municipal organisation, there should not be anything highly confidential or these issues can be minimised in order to offer full participation.

The social objects are more important than the relationships between people. Manu (2010, 133-134). Social objects in planning could be matters which interests some group such as neighborhood schools, services, green areas, Facebook group and also something else outside of the planning. From these social objects, joint interest can be created for the whole planning area. The objects keep them together and open up the platform for the co-creation.

In an active contribution, people share the same social objects, they can be interested in the same issues. (Manu 2010, 138). This helps them to join urban planning, too. Although all people who are active in social groups are not interested in urban planning. There are also available tools which collects, for example, behavioral data automatically and in these cases the individual activity is not

needed. As Manu (2010, 138) states, the active contribution is a key role. It should be exploited better in urban planning. The participant might have professional knowledge or interest in specific issues such as nature conditions of the area. The participants can provide the empirical data for further discussion. Furthermore, they could even create shadow plans or design part of the process by themselves.

### **Element: Rules**

The rules of co-creation are one element in the foundations of collaboration. These will be planned together with the participants, (Fig. 1). The rules indicate what will be expected from the co-creation, participants' contribution and timescale. This element also obligates joint interaction to those participants who have their own strong agenda. Manu (2010, 144). The "aim" of the participation is to provide public value which is surplus to all participants and non-participants. Therefore, the rules should be set for interaction. In addition, it should be planned how participants can work with each other in the co-creation project. In this stage, it should be evident to plan the concept for both passive and active contribution. Possible legal issues and the handling of confidential information should also be considered. (Manu 2010, 138, 145-146). In addition, it has been pointed out that the participants should be able to know such information as the other participants' experiences, contextual data, expertise and skills. (Ramaswamy & Ozcan 2014, 56).

In parallel, the co-creation process cannot ignore those citizens who are not active participants. In the initial invitation, it is important to keep in mind that the urban planning process itself may not be fully understood by many citizens. Citizens often do not see a great possibility to effect change in their neighborhood. Although the process of urban planning often does not touch everybody's lives, the outcomes of the process, such as commuting possibilities, often influence everyday life for all. Once citizens are made aware of the potential to influence their living environment, they might become more engaged.

Various ways should be offered for both the active and passive citizens to participate. Penn (2012, 25) in Figure 6 shows the hotel visitor's service path during the hotel accommodation. Also, in urban area planning, a "planning path" should be offered which involves different types of guided interactions.

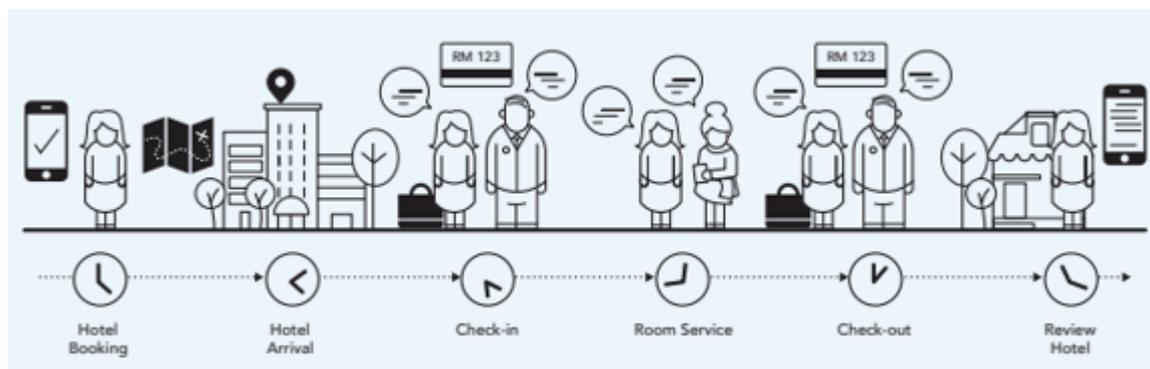


Fig 6. The different paths guide the customer through service interaction. Some of the interactions are face to face, the others are by technology. (Penin, L. 2018, 25).

The co-creation can succeed if the key stakeholders are actively involved in the process; also multidirectional communication and learning play necessary roles. (Agusti et al., 2014 in Van der Graaf, Long & Veeckman 2021, 59). Van der Graaf, &. 2021, 39 continues that the co-creation is a collective process which remains on the area for a long time and forms local intelligence. Therefore, it is necessary to look closer how to organise the local intelligence.

### The Local intelligence

The inclusivity is today pronounced in many contexts mostly in the service design which is a common method in co-creation, too. Ramaswamy & Ozcan (2014, 88) states that inclusivity means that differences are recognised and the network is fully ready for the co-creation platform. Without difference, the co-creation cannot be creative and exploit its greatest possibilities. The co-creation should offer a possibility to feel difference, too. In the open atmosphere, the co-creation participants can work according to their competences. The participants who are experienced and inexperienced, skilled and unskilled are all needed, as that offers the best combination and also the different angles will be considered. Inexperienced and unskilled participants ensure that the process will have suitable amount of “air”. It is not too straightforward of a process, and therefore the possibility for innovations will be improved. (Manu 2010, 125-127). In this kind of communities, criticism is welcomed and the outcome has gone through an intensive and multidimensional “jury”. The best part of this local intelligence is that it will continue in other urban processes such as, for example, the maintenance of the area.

### 2.6 Clear value of the co-creation process indicates responsibilities and obligations

Bozeman 2007 in Cluley & Radnor 2021 talks about public values and how they belong to shared ideas, as well as benefits and duties to society. (Cluley & Radnor 2021, 7). It is necessary to consider that value is different for different people and it can vary in different context and time periods. The good example of the change of values is a young person and the same person fifty years later, at least some of the values have been changed in fifty years' time. Also, the living environment and knowledge of various issues is changing all the time, which effect on values.

In addition, values can be regarded negatively, too (Cluley & Radnor 2021,8). For instance, some people prefer a parking area next to their home but other people think that there is no need for any parking area. These are clear facts and notes which are made concrete in urban planning where different types and ages of people participate.

Co-creation also contributes to the citizens' interaction and discussion and impacts on a city's politics when they are actively taking part in the co-creation processes. (Van der Graaf, Long & Veeckman 2021,65.) It has argued that when social ties are strong, people are interested in taking part and working for the community good. There are also citizens who feel that there is a moral obligation to work for society and proceed towards common goals. However, it has been pointed out in Van der Graaf, Long & Veeckman 2021,73, that some personal characteristics can hinder the ability to join common projects, such as a lack of experience, time and emotional involvement in issues. Also, lack of awareness of participation possibilities and skills can be obstacles to participation.

When the value is considered, it can be said that it seems to be subjective, contextual and temporal. The common good can be taken positively or negatively. This is a challenge to the public sector. When the city aims to reach the common good, it must take into account different and diverse opinions. This leads to the fact that public value is "obfuscated". (Van der Graaf, & 2021,82). Benington, 2015 in Van der Graaf, Long & Veeckman 2021, 84 says that public value shows currently valued matters by citizens and communities and public interest viewed "from a longer-term perspective".

When the value of co-creation in online communities has been studied, it has been discovered that the participatory leadership is a key role in keeping participants active during co-creation. There are many ways to encourage this leadership, such as listening and responding, but also developing activities, involving participants to produce decisions and sharing tasks in the community. These kinds of actions with participants help to react to tensions and also avoid negative consequences. (Priharsari & Abedin 2021, 10). Co-creation requires leadership but the learning is an essential role, too. In the next chapter, this issue will be discussed.

## **2.7 Leading and learning in the co-creation process**

In leading the co-creation process, it is necessary to recognise different nuances during the process and act rapidly on suitable methods in order to achieve a result which fulfils the original goal. In the co-creation strategy, there is a challenge to the organisation. Furthermore, in the municipal organisation, the whole system is built as an expert organisation. In this context, it should be considered a learning organisation. The learning concerns the individuals as well as the organisation itself, and how well the organisation can work together with its stakeholders. It is therefore difficult to accept a totally different approach in everyday work. The structure of the public organisation differs much from the ideal structure of co-creation. The municipalities have the monopoly in the planning,

even though this hinders the co-creation development. Today, organisations are not leaning any more on the expert's development but all development is co-created with partners, customers/citizens, stakeholders, the same instruction is valid to the top managers. Ramaswamy & Ozcan (2014, 143) puts that there is no "handing over between thinking and acting". The actions show the value of the organisation.

In a similar way, there is not handing-over between process; there should not be any borders when, for instance, in the urban planning moving to the next stage: the construction and building. Co-creation increases its value when the borders are opened. On the border area, the various elements are densified and produces new richness – perhaps innovations. In general, there is contrast between novelty and familiarity, and also forethought and action. (Manu 2010, 166-167).

Ramaswamy & Ozcan (2014) notes that:

"People's relationships form routines, involving roles, procedures, and the use of resources that constitute stable forms of interactable interactions. The emergent routines and mechanisms of these interactions constitute the organisation's structure." (Ramaswamy & Ozcan 2014, 184).

It could be easily pointed out that the co-creation process itself can produce routines as well. There can be activated and repeated some best practises on the stages which can be near routines since these are preferred and known by the participants. Once these types of "routines" are found, they can become a backbone for further co-creation processes.

Manu, A. 2010, 39 talks also about daily routines like Ramaswamy & Ozcan 2014, 184; stating that everyday habits and usage promotes innovation. When we look again at the urban planning, it can be asked how an urban planning project can come inside of the everyday living and how, for instance, social objects of the participants should be recognised. When the new urban plan, such as the local detailed plan, is launched in the neighbourhood, new ways of fitting it better into residents' everyday life should be found. This promotes the idea that the participation does not require too much effort. The difficulty is that most participants link to the urban planning on their neighbourhood only once in their lifetime. It has been mentioned earlier the depth of the co-creation, the atmosphere and easiness to participate depends on the ways and levels of contribution and interaction. The firm link to the everyday life plays an essential role in the co-creation processes.

In the next chapters, it is discussed in more detail how these earlier discussed elements of co-creation can be developed better to be fit into the urban planning process. In the Methods and Implementation and Empirical Findings co-creation in planning process is looked at in more depth within the Espoo case study where the role of citizens is discussed further. The previous chapters indicated that co-creation in urban planning benefits from the FLIRT framework and especially from the elements: language, incentives and rules. Therefore, the Empirical Findings studies further these elements.

### 3 Methods and implementation

In the previous section, it was discussed how the interaction with participants has changed during the decades. It also introduced co-creation in urban planning processes and the FLIRT model which is focussed on co-creation with broad audiences. This part concentrates on finding out how citizens should be encouraged to be deeply involved in the urban planning and what their role would be.

The study will provide viewing angles and some elements of how to invite and encourage citizens to participate in co-creation. It will consider the role of citizens in order to ease citizens' interaction and influence. One reason for focusing on the citizens' interaction is that citizens have not managed to influence their living environment; that is how they feel. This statement is heard in many interaction events as well as in surveys. Therefore, this study intends to look closer at particularly the early stage of the planning process to provide an example for the citizens' possibilities to influence.

The study assists the municipality to develop its processes to take into account citizens more in the urban planning. Furthermore, it will assist in the preparation of the communication and interaction plans clarifying the co-creation process in practice.

#### 3.1 Objective and Research Questions

The Land Use and Building Act obligates the interaction in section 6 as follows:

“Plans must be prepared in interaction with such persons and bodies on whose circumstances or benefits the plan may have substantial impact,...” and “The authority preparing plans must publicize planning information so that those concerned are able to follow and influence the planning process.” (Land Use and Building Act 132 /1999, Chapter 1, 6 §).

The current act increased the dialog between participants. The public hearing was replaced with the interaction at least on the scale that was obligated in the act.

For the deeper study, the Metsätonttu local detailed plan has been selected. The Metsätonttu plan is a new type of planning project, so-called the demolishing construction. The existing buildings of the site will be demolished and a new housing area will be built. The area consists of 11 two-storey blocks of flats/apartment buildings. The majority of landowners/flat owners supported demolition of the buildings. As a result, it has been decided to demolish the existing buildings which are in poor condition and renovation would have been too costly.

The preparation of Metsätonttu local detailed plan was launched in the beginning of 2021. This type of the case provides good opportunities to study interaction with residents since there are already citizens living on the area. Therefore, they are more likely to be interested and committed to the neighbourhood development. Furthermore, they already have experienced the housing area and their views and values of the area has been modified. This means that as an actor of the co-creation process, their role is evident to produce the local data for the co-creation community of the plan.

## **Objective**

The objective of this thesis is to study the role of citizens in the urban planning project by the case study from Espoo. One local detailed plan, Metsätonttu, has been chosen in order to clarify the role of citizens. The objective is to provide key elements for acting and influencing in urban planning in order to invite, commit and act in urban co-creative planning.

## **Research questions**

In this study, three research questions have been set as follows:

1. What is the role of the citizens in urban planning today set by the Land Use and Building Act and how this is implemented in the City of Espoo?
2. What is the role of the citizens in the co-creation process today in urban planning projects in Espoo?
3. What are the ideal roles of the citizens in the co-creation process in future in order to implement successful co-creation processes from the viewpoints of citizens and the City of Espoo?

The first question will provide overall understanding of possibilities and limitations. It will also look closer at the planning process in one city in order to find whether some parts of the interaction process need to be renewed.

The second questions will find out whether the current role of citizens is sufficient or should they be altered.

The third question will provide the inside view for the future role of citizens which is acceptable from the citizens' and the city's points of view.

### 3.2 Research approach

The author chose the ethnographic approach to study co-creation in urban planning. In urban planning, the ethnographic approach offers a good approach to study one case study more deeply in order to understand various complex settings and their links to each other. The different viewing angles with data collections offer a framework for the holistic understanding of the issue.

The need to study with ethnographic approach relates from the fact the co-creation method is a rather new method in urban planning, even though there are rather many related methods such as alliances, for example.

In this study the author observes events of the Metsätonttu plan. The author chose also supporting methods: questionnaires, feedback, and the interview of the planner in order to avoid subjective interpretation. In the concrete planning case Metsätonttu, it is possible to view the case from the various angles as the urban planning includes many aspects such as land use itself, welfare of the citizens, recreation, legislation, and economy, to name a few.

The field work and its observation will assist to analyze the current situation in citizen participation on a large scale. It also provides a perspective to understand the current role of citizens and how to encourage citizens to join the urban planning. The study discussed how the interaction process works today and whether there are matters which could be transferred into the future work.

The author has discussed this thesis in the interaction and communication team of the City Planning Department. She introduced the approach and methods. In addition, she presented draft results to be discussed whether these would be realistic and accurately describe the interaction and co-creation possibilities in urban planning. The outcome was that the ethnographic approach and methods seem to work and draft results were interesting and would aid the planning of the interaction and co-creation processes.



Figure 7. The Approach and methods exploited in the study. (The Author 2022).

### 3.3 Methods and data collection

To study more deeply how the co-creation has been integrated in the urban planning, the set of different data has been observed. The collected data includes a prequestionnaire, questionnaires, feedback, an interview of planner and recorded material on workshops and notes from a plan walk. The data is collected in Finnish but all quotations are translated into English. The following list shows in detail what kind of data is gathered as a base for the analysis.

- Two workshops arranged on the Teams platform: at the starting stage 24 March 2021 and at the preparation stage 14 October 2021.
- The plan walk on 28 March 2022 at the proposal stage
- Author's own description of each workshop
- Prequestionnaire of participants interests, communication and interaction (Appendix 1)
- Questionnaire for the objectives of the detailed local plan (Appendix 2)
- Feedback from each workshop and plan walk, (Appendices 3,4 and 5)
- Interview of the planner (Saastamoinen, 2022)
- Impacts of citizens' interaction on objectives of the plan and at the proposal stage (Espoon kaupunki, 2022/1)

## Observation

The author exploited observation as a main research method. In the ethnographic research the focus is to study human lived life and frame the predictable patterns. (Angrosino 2007, 14). The author chose the observation because she knows well the urban planning and is a citizen, too. The author is an 'insider participant' so-called, a subjective participant in the observation. Observation has disadvantages; one of them is that it is selective. (Gillham 2000, 47). To be aware of the disadvantage of the observation, the author chose supporting methods for the study in order to compare the observations.

The observation included objects as follows:

- Human behavior in events
- Atmosphere of the events
- Different viewing angles of audience
- General discussion content
- Different nuances in events

The human behavior and atmosphere assists to interpret feelings in events, which tells how well co-creation would work in the interaction when the subject is urban planning. This type of aspect provided better understanding how well the audience is involved in the co-creation and whether the audience have many differing views. In the co-creation, it is necessary to have various aspects on the issues which enriches final results. It offered a good opportunity to interpret complex setting and its links to each other. In addition, discussion content and different nuances of events are better recognised in observation.

## Supporting methods

### Questionnaires

The questionnaire is a good method when the number of people is high. The disadvantage of questionnaire is that there is no possibility to clarify the questions. (Gillham 2008, 2). The questionnaires in this study were a few open questions of how participants feel about the Metsätonttu plan, and in which role they participate and what is their thematic interests for the goal of the plan. The thematic interests provided information of different aspects of the participants. The role of questionnaires was to study the feelings of Metsätonttu plan and participants' interests of various thematic issues.

## Feedback

In order to strengthen the observation of each event, feedback was collected. It provided the emotional data about how well the events had succeeded and how participants felt in the events; how meaningful the events were to them and did they feel that they had possibility to participate actively in the events.

## Interview

Interview has been found as a good method when the number of interviewed people is small and accessible, Gillham, B. 2008. The value of the interview is that in open questions it is possible to receive more accurate information than in the questionnaires. In the questionnaires, it is not possible to clarify the questions. (Gillham 2000, 62). All these aforementioned qualitative aspects were realised in the interview. The interview of the planner was organised on the Teams platform, it was a virtual face-to-face event. For the study, it was evident to receive the planner's view in the sense that whether the co-creation would be a good approach in urban planning and what kind of advantages and disadvantages it has raised during the project. It will also assist to find the role of the citizen in the co-creation.

## Reliability of methods

How reliable were the selected methods for this study? None of them would provide as a single method a good level of reliability. In the observation, the weakness is the observer's view of the situation. However, the number of participants in events were sufficient in order to make observations. Number of participants were 25-35 people. In the questionnaires and feedback, the number of repliers to every questionnaire or feedback were between 1-15 replies. The responsible planner of the Metsätonttu plan was the only one interviewed. These different methods supported well to each other; for instance, the weaknesses of observation were balanced with feedback and the interview. The participants' reactions in their questionnaire answers and feedback told whether the observation data was interpreted rightly.

As it is stated that the observation is a subjective understanding of the situation, Eskola & Suoranta, 1998, 103, the author tries to lessen the subjective interpretation also by the discussion of results in the team meeting of interaction and communication of the Espoo City Planning Department (Espoo City Planning Department 2022), the discussion with the planner (Saastamoinen 2022) and exploited supporting methods such as questionnaires and feedbacks.

Also exploited were two materials which were focused on the Tapiola area and another on Espoo as a whole. Those materials were:

- Tapiola citizens' workshop on participation and interaction 1 February 2022
- Questionnaire Palautteella paremmaksi (Improving with the feedback). (Espoon kaupunkisuunnittelukeskus, 2020)

The role of the citizens was also analysed from the questionnaire (Palautteella paremmaksi), implemented two years ago.

The workshops and other information gathered aims to find out how the communication and co-creation with the citizens, municipal and other parties is working and what kind of role of the citizens has been observed.

### **Analysis of empirical data**

The collected data was selected in order to follow the process of one average detailed local plan and study what kind of phenomena would exist as well as realising how the citizens are involved in the planning process. It aimed to find out key interaction stages which can in future strengthen more into the co-creation process.

The material and synopsis of each workshop was documented and citizens' impacts on the local detailed plan is presented on the website of the local detailed plan of Metsätonttu (Espoon kaupunki 2022/1).

Because the analysis is based on theoretical background and the FLIRT model, the deductive content analysis was selected for analysis. The content analysis is a holistic term which can include any kind of analysis that attempts to lead to new meaning from the existing situation and content. (Leetaru 2011, 2)

The whole material was analysed, results presented; the key elements of interaction and co-creation are presented. The author analysed the observation data which were notes of each events' aspects and feelings. These exposed the atmosphere of the events, discussion content in general, different aspects and nuances. The author ensured that notes described the events well by watching the video of the Teams events and discussing with the planning team after each event.

The replies of questionnaires and feedback was analysed by the categorising replies. The interview was analysed by the method that author compared her collected data with the interview results.

## FLIRT model

In order to find a key how to build the role of citizens, the FLIRT model (Manu 2010, 125) was exploited. The elements language, incentives and rules were studied to see how these would provide the key for the role of the citizens.

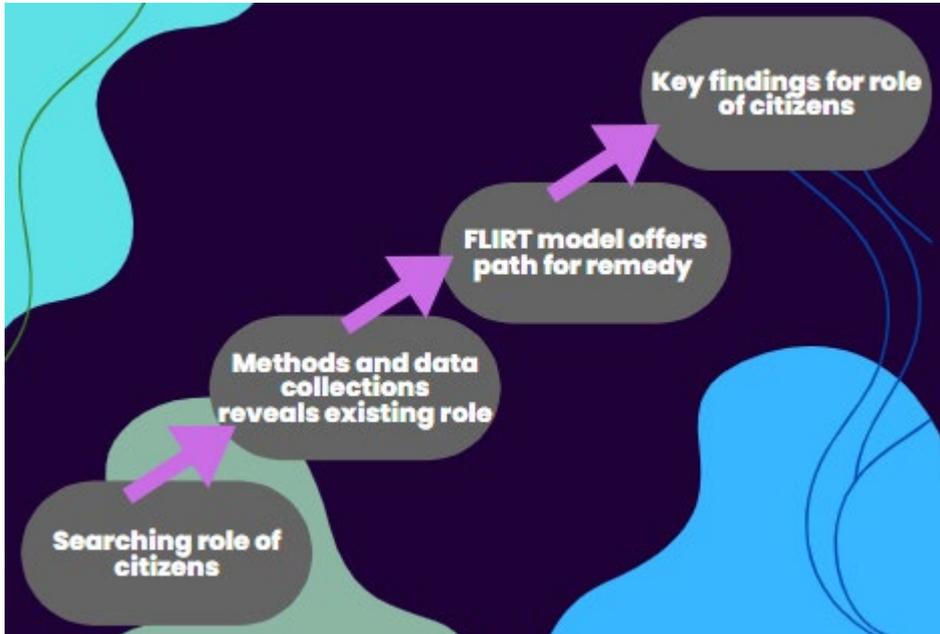


Figure 8. The figure shows how the elements in the FLIRT model offer a path in searching the role of the citizens. (The Author 2022).

In the next Chapter: Empirical Findings, the study reveals the result of the collected data and interprets the data using the ethnographic approach. It is also discussed how the FLIRT model guides towards a stronger role of the citizens.

## 4 Empirical Findings

### 4.1 Recent movements towards co-creation in the Helsinki Metropolitan Area

Since the urban planning is guided by the Land Use and Building Act, the principal process in the cities of Espoo, Helsinki and Vantaa are similar. In addition, these cities are currently focusing on how to entice larger number of citizens to join urban planning. The urban environment will function better when different aspects are included into planning concepts. The citizens are badly needed to plan their neighbourhood with the other participants.

For aforementioned reasons, three cities concentrate on informing and communication of the planning processes more clearly. These are some examples of municipal efforts. The City of Helsinki improves the possibilities of immigrants to understand better the urban planning processes and lower their bar to join in the discussion. In Espoo, the whole citizens participation and interaction is changing towards co-creation with the aid of service design. The systems thinking is closely present as well. The city of Vantaa focuses on making the urban planning processes clearer by renewing recently the participation and assessment scheme. The scheme introduces in detail the development path of the plan and also presents interaction points. Municipalities prepare it for the major local detailed plans and always to master plans. Also, Helsinki and Espoo are renewing their participation and assessment scheme and make it more readable, for instance, avoiding professional terminology. (The meeting with participation and interaction experts 2022, Vantaan kaupunki 2022).

### 4.2 Metsätonttu plan

The role of the citizens in this thesis has been highlighted by the interaction process of the Metsätonttu local detailed planning. In the Metsätonttu plan, an extra effort was made to boost communication and interaction with participants. Especially, the influence possibilities of the participants at all planning stages were stressed. In the very beginning of the Metsätonttu plan, the communication and interaction plan (CIP) was conceived for guiding collaboration with the participants. In the CIP, three objectives were set:

- Reach comprehensive number of participants; citizens, enterprises and other stakeholders in the neighbourhood area.
- Engage the participants into collaboration for the total time of the process
- Communication and interaction are up to date and easily accessed in order to allow ease of participation by different participants

There were two metrics set in order to monitor and evaluate the success of communication and interaction:

- The number of active participants in different stages of the Metsätonttu plan
- Number of different types of participants.

In the Metsätonttu plan, interaction with the citizens was stressed during the whole process, especially at the early stage of the planning. At the goal-setting stage, the residents of planning site, neighbours, enterprises, developers, planners and others who were interested in the project were invited to join the interaction of the Metsätonttu plan. The plan was launched in the beginning of 2021. (Espoon kaupunki 2022/1, Espoon kaupunki 2022/2).

As described in the previous chapter, the Metsätonttu plan interaction was studied with ethnographic approach. The author exploited supporting methods parallel to the observation. Figure 9 shows methods exploited in this study.

### Observation

The author studied interaction in the workshops and plan walk by observation. She observed the human behaviour, general atmosphere, discussion content, different nuances of the events. This provides holistic understanding whether the co-creation has been successful; are people relaxed and willing for the discussion. Are new ideas raised which aim to improve the plan rather than criticise existing ones? How do participants' act, and have discussions changed during the process and in which ways?



Figure 9. The observation was implemented on two workshops and the plan walk. (The Author 2022)

**The first workshop** was held on the Teams platform in March 2021 due to the pandemic. Altogether there were 25 participants who took part in the virtual event and 45 people watched the recording. Participants were the residents who lived on the planning site, neighbours, entrepreneurs and people who were interested in the development. Furthermore, the interaction method was the Timeout concept by Sitra and it is described as follows:

“Timeout is a way of initiating and engaging in constructive discussion, bringing people from different backgrounds to an equal encounter and meaningful dialogue. Timeout discussions help to deepen understanding of different things without pressure for unanimity or quick resolutions. At the same time, they enable you to build trust and participation in the community”. (Laaksolahti & Alhanen 2018).

In the workshop, participants were divided into groups of 6-8 persons. Each group had a representative of the land owner and the planner and/or developer. Also, the head consultant and other key subconsultants participated in the group discussions.

At the beginning of the event, the Metsätonttu plan was introduced by the area planner, developer and consultants. After briefing, participants were divided into five groups where each group had a facilitator who led the discussion. The discussion materials are available on the website of the Metsätonttu plan. (Espoon kaupunki 2022/1). The recording of the interaction event was loaded onto the Metsätonttu website. The video was available for a two-week period after the event.

### **The second interaction event**

The second interaction event - the workshop - was held in October 2021 at the preparation stage. It was also a virtual event. The event gathered 31 participants. In that workshop, there were already three alternative concepts for the plan. The participants discussed services, traffic and moving, green areas, “coal wisdom” and generally the building concept. The participants were divided again into groups. The summary of the discussion was published on the Metsätonttu Internet site. There were also recordings of the interaction event. The video was available for a two-week period after the event. The briefing of the event was watched 69 times and the workshop summary and discussions 76 times.

### **The plan walk**

The plan walk was held on 28 March 2022. Thirty-five people participated together with planners of city planning, representatives of developer Kulmakivi Oy and principal architects, and experts. The walk was launched by the briefing of the area planner. The participants were given design concepts of the Metsätonttu plan and feedback form which was also available on the website of the Metsätonttu plan. The feedback form included questions of the plan walk itself but also the concept plan, appendix 5. Participants were divided into five groups and the walk lasted around one hour. The walk finished by the talk of further developments and schedule of the plan by area architect and principal planner. The online news of the plan walk was published on the Metsätonttu website.

### **Author's view of the events**

In the first event, the atmosphere was good and participants suggested matters which should be taken account in the goals of the Metsätonttu plan. It indicated that people were interested in their neighbourhood development and eager to influence it.

Also, the second event was held in a friendly atmosphere and the discussion part raised local views on how to improve the neighbourhood environment. In the preparation stage, there was also the possibility to send official opinions of the Metsätonttu plan. In addition, it was possible to send it from the Metsätonttu Internet site. It gathered around one hundred replies which is a very high number. It showed that participants prefer this alternative way to give feedback.

The atmosphere on the plan walk on the proposal stage was constructive and participants were very pleased that the event was arranged. The participants recognised well that there were two events already arranged. They were happy to receive the first concept plans and discuss them. On the walk, various issues, such as building concepts, recreation and green areas, traffic and mobility in the area, sustainability and art, were discussed. The participants raised also critical issues as too high buildings and the loss of the trees. However, the plan walk proceeded in a constructive way. Because the plan walk was held early in Spring, the weather was not an optimal time for the common outdoor discussion and the discussion was not held. However, the common discussion would have been essential. It was also pointed in one of the feedback answers:

“It would have been good if there would had been indoor discussion after the plan walk.”  
(Espoon kaupunkisuunnittelukeskus 2022/2)

After the first interaction event in 2021, there was no registration since the registration might limit the interest to take part in the events. In the events, there were active participants and also new ones who arrived.

### **What kind of observations were raised?**

Along with the interactions process, the atmosphere developed intensively, also with civil servants and consultants. People knew each other because there have been so many events. During the events there were many active participants. However, the author recognised familiar faces.

The Time Out discussion in the first event, even though it was held virtually on Teams platform, helped participants' possibility to talk through important issues for them. Facilitated small groups assured that every person had the opportunity to discuss and hear what the neighbours are thinking. The group work created the situation for receiving others' opinion and possibility to discuss differing angles in a constructive way.

The author stresses the good atmosphere because it gives an excellent possibility to co-creative work. It shows whether people are interested to work together and work for the area, instead of stating their own individual needs. The participants suggested many improving aspects for the new plan. They concerned the area in a holistic way; discussing the development paths of urban environment such as need of the parking when number of vehicles might be decreasing, multi-use areas and buildings and recycling of building materials.

In the last event, on the plan walk, it was seen that there were city's strategic matters which were difficult match with residents' desires. The dense and high building of the area is the city's strategy near the metro station. The citizens could not fully influence that strategy. The building height was, however, lowered and many changes were made on the courtyards and building locations, but the strategic choice of the city remained intact.

### Questionnaires

There were two questionnaires which assisted the interaction on the early stage on plan. Their aim was to invite and help in joining into the planning process as well as to find out how well the new plan was accepted in the site and neighbourhood.



Fig 10. The questionnaires assisted the interaction of the plan. (The Author 2022)

## **Prequestionnaire**

Before the goals setting event in March 2021, a prequestionnaire (Appendix 1) for participants on enrolling into the interaction event was launched. They were asked about their interest in the upcoming event. There were 21 participants who enrolled into the event; however, only six replied to these questions. Two of them preferred discussion type for proceeding and there was a comment on the Timeout concept developed by Sitra, which was seen as a positive. Mostly comments were focused on existing challenges of the area and the future needs such as services. There were also post-enrollers in the event, but they were not asked the reason for their interest.

“A good idea to test Time Out concept. It might be more necessary when this project or any other proceeds”. (Espoon kaupunki 2022/2, Appendix 1).

## **The second questionnaire on objectives setting**

It was possible to answer the questionnaire (Attachment 2) both during and after the event in the Internet where those who were not able to participate in the interaction event could leave their comments. Most comments concerned the planning challenges and future needs but there were also comments for communication and interaction. It was seen as a positive that there was the possibility to participate in the interaction in an alternative way (1).

“As a young full-time worker, it is unfortunate that my own participation is limited often only to following plans and to give this type of written comments”. (Espoon kaupunki 2022/2)

There were also two comments that neighbours were not informed from the interaction event. The neighbours had, in fact, been informed by posted briefing but there were four addresses which were incorrect.

The questionnaires raised the issue that there were worries what kind of development will occur on the planning area. The respondents did not give negative feedback on the Time Out concept; in fact in one comment it was seen welcome. It gave a good ground to test that concept and already set a good atmosphere for the group discussions.

## Feedbacks



Figure 11. The feedback was collected from every interaction event. (The Author 2022)

### Feedback from the workshops

Feedback was asked from the first workshop in March 2021. (Appendix 3). There were three replies. The repliers saw that it was easy to follow the event and they had received enough information. These answers scored 4-5 on a 1 to 5 scale.

Other feedback showed that in future the neighbours and other participants should also be informed by the posted letters (2).

The feedback of the second event

Also, in this event feedback was requested. (Appendix 4). There was one reply which saw the event in a very positive way and wished that the interaction would continue on the same way.

### Feedback of the plan walk

After the event, the feedback form was held open until 24 April to make sure that there would be reasonable time to respond. (Appendix 5). Fourteen replies were received.

"A pleasant event and event to ask matters. I liked how it was arranged. It was better than presentation of pictures indoors or by the Teams platform. On the other hand Teams would provide participation possibilities for the parents of small children which in this time when it was sleeting could not be realised with the young children," replied one participant. (Espoon kaupunki 2022/2)

The feedback after the plan walk included criticism of the plan content itself. There were also replies that the invitation to the plan walk had not reached the feedback givers. As seen from feedback, the events went well, but the atmosphere could only be interpreted from voluntary written responses, and there was only one answer with the comment of “pleasant event.”

### Discussion with Metsätonttu planner

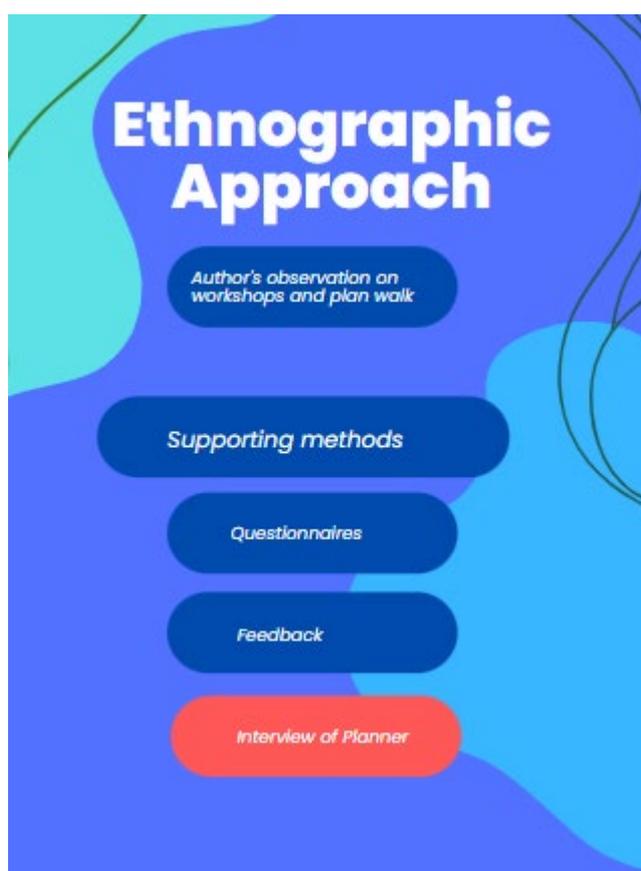


Figure 12. The interview of the planner was one of the supporting methods. (The Author 2022)

The interview of the planner was held on 4 April 2022 after the plan walk. The planner saw that the increased interaction of the Metsätonttu was a positive experience, even though it increased his work. The expanded interaction produced a lot of information. Especially, due to the tailored Internet form, it was more clear which particular issue required feedback. The answers were in a more compact form from the citizens than feedback from the plans earlier. In addition, the online official feedback possibility increased the amount of feedback. The online guided form helped feedback givers in the way that there was no need to find out what is the format of the official feedback and what kind of official writing is needed for the official feedback. The guided structure of feedback form assisted the planner and feedback givers.

For the planner, it was easier to analyse the comments. And vice versa, for the feedback givers, it facilitates answering by formulated questions. The planner felt that it increased qualitative interaction. (Saastamoinen 2022).

What kind of issues did the feedback consist of? In the stage of goals, the local nature values and other data which local people know well and have a high local value were raised in comments. Currently, this kind of information many times is revealed when the plan is at the proposal stage and that is too late. The local data should be recognised at a stage when the objectives are under preparation, stresses the planner. He recommended that the good tool for gathering the local data is a map survey which assists the planner, too, since the location of the data is strict. Furthermore, a questionnaire where the questions are set provides that the responses are pointed directly to issues which is under preparation at the stage of the plan. In addition, space should be left for the open feedbacks. That is necessary because local people will have additional information which might not be asked in tailored forms. The prequestionnaire in the early stage of the plan familiarises the participants with the upcoming planning process and issues to be discussed and decided. Furthermore, it might help in committing the participants to the planning process. (Saastamoinen 2022).

The tools in the interactions with citizens should be designed in the way that it respects citizens' time. Citizens are taking part voluntarily in the planning process. Therefore, it is important for the citizens to know the planning process and what kind of participation is necessary and profitable. (Saastamoinen 2022).

The planner felt that it should be made more clear what kind of information is required. In the beginning of the plan, the limits of the plan should be introduced. In other words, what has been already decided in earlier plans such as in region and master plans, the strategy of the city or other official documents. Furthermore, in every stage of the plan, what kind of information or feedback is required should be made clear. He saw that it is necessary to reach a larger number of citizens with diverse ages, living habits, needs and wishes. The online interaction increases the possibility to reach a larger number of possible participants. (Saastamoinen 2022).

Finally, the co-creation process and interaction would benefit if the citizens would impact on the plan at as early a stage as possible. It should also be reported how citizens' comments have influence on the plan when the plan is to transfer over to next stage. It should be explained why the views and feedbacks of citizens have not been included into the plan. This approach increases trust and openness of the planning process. In addition, the co-creation community learns from the process and the co-creation concept can be renewed. (Saastamoinen 2022).

## **Monitoring the influence of residents' comments on plan**

### **Objectives**

Autumn 2021, the impact of the participants' comments on the objectives of the Metsätonttu plan was published on the website. (Espoon kaupunki 2022). It was seen that in most cases the comments were included in the objectives of the plan. When these were not taken into account, it was explained why these were not included in the objectives. The reasons given were such as the issue will be considered later in the recreation plan of the area.

At the proposal stage: as a guidance for the plan proposal

After the plan walk, the residents' comments for the plan were analysed. The comments were mostly concerned on planning contents. However, there were some comments on the communication and interaction. The comments pointed out that the invitation letter of the plan walk should have been posted for the neighbours. There were some households which had not received invitation letter due to incorrect addresses. One comment suggested the time for discussion with the developer was too limited. There are contact details for the developer available but perhaps the audience preferred the common discussion instead of the private discussions.

There was also feedback on the impact of the resident's comments on the Metsätonttu plan. It was replied that it is just for show and does not have influence on the plan itself, commented as follows:

"Per se, it is good that these kinds of events are arranged but it leaves a mindset that matters are already decided and now it is realised as ostensible democracy)" as one replier commented. (Espoon kaupunki 2022/2)

This comment shows the level of distrust in the city. It shows a feeling that interaction events are meaningless and is ostensible democracy and the citizens do not have a real voice in the plan. This view was a common response to the questionnaire "Palautteella paremmaksi" two years ago, see page 41. (Espoon kaupunkisuunnittelukeskus 2020).

### **What was the planner's perspective?**

From the planning feedback, it was seen that residents have a high local value. That is a good approach for co-creation; it shows a strong interest in their neighbourhood. The planner found that early involvement of participants such as the prequestionnaire familiarised the participants to the planning process and its discussion and decision-making. The online interaction reached a larger number of participants. It shows that in co-creation, various tools need to be used for information-sharing and intensive discussion. It can also be pointed out that monitoring the participants' influence on the plan would increase openness and further discussions when plan is still under work.

### **4.3 Summary of the interaction in Metsätonttu plan**

The previous chapters stressed the interactions in one local planning process. It shows that in the interaction of urban planning projects, the role of the citizens is reformed towards a more interactive approach. However, the current interaction is on the border zone where the old practises are still hindering the interaction.

In the interaction events of the Metsätonttu, there were 21- 35 participants. The feedback from events was not very large, which can be read that the participants felt the interaction was working well. This type of evaluation is supported by the fact that during the interaction and in the end of the interaction event, the participants were content and happy that they were able to participate in the planning process. The critical feedback was given at the proposal stage of the content of the plan itself rather than the interaction.

It can be said that the ethnographic approach and the field work worked well in this study. The collected data supported each other and there was the possibility to find out the key findings for the study. The qualitative data - author's and planner's own views as they followed every stage of the process - supported questionnaires and feedbacks. The number of participants in the events were the average number, even though the existing buildings of site will be demolished and there will be, in that sense, dramatic change of the housing area. The expectation was that the participants would have been more critical of the plan.

In the observation, the author considered the atmosphere of the workshops and plan walk because it indicated how well participants feel in events and what kind of possibilities it offers for the co-creation. In the events, questionnaires and feedbacks were also critical comments which indicates that participants can and will take part as an active partner. The results of observation can be seen as reliable since there are many supporting methods such as discussions with the planner, in the team meeting of the interaction and communication team of the Espoo City planning department. The entire team assisted in evaluating the results together with the author's observation.

In order to understand the residents' interaction and feelings about the planning processes, three different cases are detailed in the next chapter.

### **4.4 Local people's opinions of the interaction in the Metsätonttu plan**

In the late summer 2021, a public event was held in Niittykumpu and Tontunmäki to discuss the general development of the areas nearby and the Metsätonttu site. Even though the event was not focused on the Metsätonttu plan, it was indicated by participants that the Metsätonttu plan was known in the area. In this event, around 90 participants attended and the recorded video was watched 175 times.

In February 2022, the Tapiola environments discussion evening was held, which was part of the Our Espoo 20X0 project. In that event, a questionnaire (see appendix 6) was published where it was asked whether participants know about the ongoing Metsätonttu plan and how they feel about the interaction if they have participated.

There were only four replies. Three persons of four knew that there is a Metsätonttu plan under preparation. There was only one person who had attended the events of the Metsätonttu plan or participated in other ways. They felt that there was enough updated information available of the Metsätonttu plan. It also asked how people would like to participate in planning projects; the answers were in social media (one person) and workshops (2 people). These repliers preferred workshops but it can be seen that they are active participators and/or experienced in workshops. But it might be that citizens are not all ready for the workshops, judging by the limited number of participants general in workshops. In this Tapiola event, when the workshops/group work started after a brief introduction of the event and its goals, some participants left the Teams-meeting. It might be also that the event with the workshop asked too much of participators' personal time.

During the Spring 2022, in the scope of the Our Espoo 20X0 project, many similar discussion evenings were arranged through Espoo. Many participants did not join group discussions. This indicates that people prefer more listening speeches and ask questions during the events but are not ready for the group discussions. This is an echo from the past hearing process where there was less interaction. The dialog culture is not very common yet and therefore it takes some time before people are ready for it.

On next chapter introduces how people in Espoo generally see interaction in urban planning. Replies for the interaction from the questionnaire which was open for Espoo citizens in 2020 are presented.

#### **4.5 How do citizens in Espoo generally feel about the interaction in planning?**

The City Planning Department implemented the questionnaire which was titled Palautteella paremmaksi (Espoon kaupunkisuunnittelukeskus 2020) where it was required that residents have experienced communication and interaction in city planning. The questionnaire was executed in May-June 2020. It received 192 answers. Almost 120 respondents had participated in planning projects, around 80 had not.

When it was asked how citizens would like to participate in planning projects, most of repliers (102 repliers) would like to provide a local view.

The second most popular was participation in a briefing and also to discuss the plan (69 respondents). Thirdly, the respondents suggested giving their opinion on the digital survey map (60 respondents). In the open-ended questions, participation in the discussions and sharing the information were both mentioned. The creation of alternative plans and proposals were also suggested.

In the questionnaire, it was asked what motivates them to take part in the planning projects. The most popular answer was the desire to impact the neighbourhood development or planning projects (100 respondents). The following comments were made:

“Even though I am not discontent on the development of my housing area in recent times, I would like to ensure that I would also not be discontent in future.” (Espoon kaupunkisuunnittelukeskus 2020).

Secondly, people would like to ensure that nature issues are noted in planning (74 respondents). Thirdly, respondents are unhappy with the development of the area and would like to participate for this reason (43 answers). One respondent put it this way:

“The needs of everyday life and home living and housing area and value should be taken account in planning better than today.” (Espoon kaupunkisuunnittelukeskus 2020).

Forty-four people from 75 experienced that citizens' views are not taken account when the plans are prepared. When asked about how the official feedbacks of citizens was considered, the numbers were as follows: 71 per cent of respondents felt that citizens' official feedback is not considered on the plans. The respondents, 65 per cent, also answered that they have not received full answers why their official comments had not been taken into account in the plan.

In open answers, replies indicated that local data or opinions are not adequately considered. In addition, even if there has been strong citizen participation in the beginning, the plans proceed differently discussed and agreed upon with the participants. Some replies indicate that the citizens' participation seems to be an obligatory process in planning which, however, does not provide any impact on the plans. The answers show also distrust in the planning process, planners and decision-makers. This background suggests that strong efforts and good methods are needed so that the citizen participation can provide the interaction which satisfies citizens.

When it was asked how people would like to participate in urban planning projects, the respondents preferred to participate in early stage of the planning, for instance, by answering a questionnaire (102 respondents). Secondly, 69 people liked to participate in citizens events where they receive the information of the plan under preparation and can participate in the discussion. The thirdly most popular answer was to give feedback and comments on the digital map (60 respondents).

When good examples of the citizens participation from other cities were asked for, the replies consist of openness and clarity, common places for citizens as well as participatory budgeting and also every district should have own coordinator who collects citizens' wishes and would facilitate the interaction between the City Planning and citizens. It was also suggested that citizens should be invited to join the planning process at as early a stage as possible.

The citizens' role today seems to be insufficient in terms of achieving good interaction and having a role equal to that of the municipality in the planning process. The citizens feel that their say is not stressed. It seems that the citizens mostly participate only at the official interaction times when they can give feedback of the plan. The continuing interaction is lacking and that shows the citizens are weakly connected to the plan. Because there are certain times of interaction where the interval can be half a year or even longer, participants do not know exactly at which stage the plan is and what kind of comments are requested from the citizens. In addition, the process itself stays rather distant. It is difficult to arrange proper interaction due to the timescale. In this current situation, real interaction or co-creation does not exist since participants cannot track or participate in the planning all the time.

#### **4.6 The role of the citizens today**

In the questionnaire and in everyday interaction with citizens, several reasons have been revealed for why the planning processes are difficult or have been unsuccessful from the citizens' side. These challenges have been responded to in many ways. These are some examples which have been raised in citizens' comments.

- To ease the language and clarify difficult terms of the planning process
- Encouragement of larger numbers of citizens to participate within various tools, also 24/7 options.
- Make it possible to participate in more ways such as increased digital methods (surveys, digital maps and digital feedback methods), more plan walks and workshops and Time Out discussions
- Make it possible to participate in very early stage of planning projects, in larger plans when the objectives of the plans will be set
- Describing at every stage of the planning process how the earlier feedback and comments have been considered in the plan.

The planning process should encourage people who have not participated often or at all to join earlier in the planning processes. Therefore, new ways should be found to invite people in whose neighbourhood a new plan is about to start. Very seldom do people go to the city planning website to check what is happening in their neighbourhood. In addition, the social media does not reach all citizens of the neighbourhood. There should be an invitation which is tailored and personal. In the future, Artificial Intelligence (AI) can help.

The other issue is how to co-create when the participants are continuously changing. It is hard to require that citizens should spend their time over years and commit themselves to follow and/or be active partners during the whole planning process. A model should be discovered which accepts the fact that the person can participate in only one part or even one event.

If the results are considered for future development, it can be asked what kind of possibilities are needed to attract more participation in planning projects? Today, there are citizens' events such as workshops which can be virtual, too. The digital tools exist, such as questionnaires, map surveys and feedbacks. Plan walks are held on the planning site. The virtual and digital tools offer more variety to participate; residents can participate whenever it suits them best. Also, some people would like to write their opinion rather than participate in discussions. In the pandemic years, the citizens' events, other than the plan walks, were held virtually. The virtual events offer the possibility to watch the video later. In fact, virtual events have increased the number of the people to participate in the citizens' events and when the video watchers are included, the increase in the number of people was notable.

All these can exist in future as well; however, the participation of multi-cultural citizens and immigrants should be stressed and inactive and passive participants should be encouraged to be more active. In general, the interaction should provide various tools and flexible participation times. Most of all, the participation and influence possibilities should be well-publicised and well-understood.

The challenges is how to invite and commit citizens to join urban planning projects as well as how to build trust in the city and trust that citizens' influence matters. The FLIRT model is assessed as a tool to meet these challenges. For the future role of citizens, the FLIRT model was studied to see if it will provide a key to strengthen the role of citizens.

#### **4.7 FLIRT model adapted in urban planning process**

FLIRT model was developed for the large digital audience which is a globally community connected by modern digital networks and tools. (Manu 2010, 124). Despite this large global setting, the FLIRT model has elements which can be fitted well to co-creation in urban planning. From the FLIRT model, the urban planning can learn especially from incentives, language and rules which set the framing elements on the interaction and co-creation with the participants. The author studies how the FLIRT model would assist urban planning processes by considering those three elements.

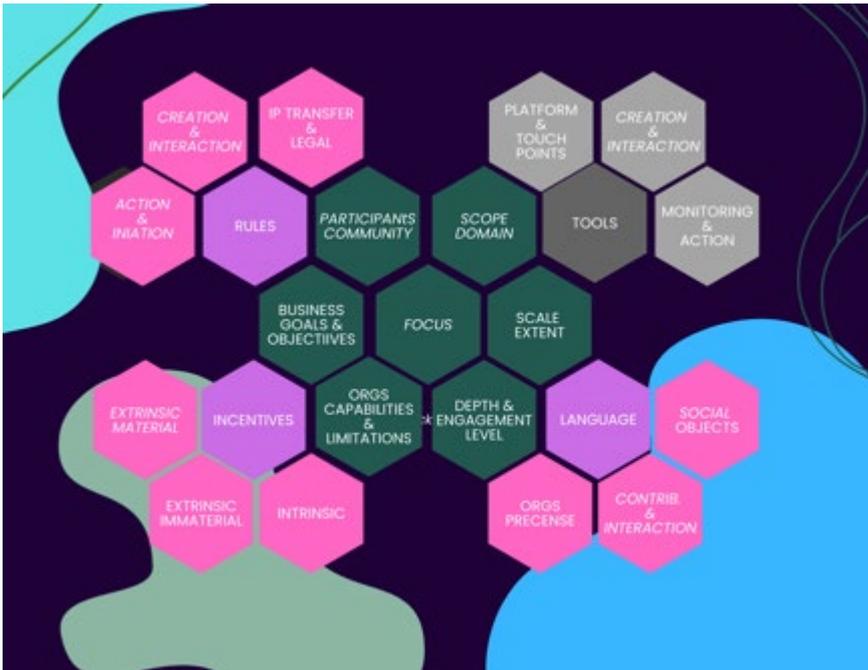


Figure 13. The author proposes that the language, incentives and rules elements would be considered in co-creation in urban planning. (Manu 2010, 125, redrawn and colour highlighting by the Author).

The interaction of the Metsätonttu local detailed plan and the Palauteella paremmaksi questionnaire (Espoon kaupunkisuunnittelukeskus 2020) indicated that the language, incentives and rules are the elements which are not considered currently as well as they should be in urban planning. The importance of these elements is not known sufficiently even though these elements are in a key role to invite participants and commit them during the whole process. The author will look deeper into these three elements because of their essential role when the citizens' position in the urban planning is considered. Even though the FLIRT model provides the framework for the co-creation process, in this study, it has been considered more deeply on only three elements of the model: language, incentives and rules. The FLIRT elements are studied from the point of view of what these elements offer in concrete in urban planning.

Incentives, language and rules are the three elements which seem to matter most in how to invite, approach and commit citizens in the urban planning. These elements assist to clarify the citizens' role in the co-creation. The study discusses these three elements one by one.

## Language



Figure 14. The element language in the FLIRT model is highlighted in purple. (Manu 2010, 125, redrawn and colour highlighting by the Author).

Language includes three elements: social objects, contribution and interaction and organisation presence. (Manu 2010, 125)

**Social objects** are the objects which facilitate the participation of citizens. In other words, these provide the platform around which they can gather. (Manu 2010, 134). The examples of these for urban planning are such as:

- Local Facebook group
- Schools and kindergartens
- Sport Clubs
- Local associations

How *can* the **Organisation presence** gain trust and commitment from participants? The examples of these for urban planning are such as:

- Clear description of the planning process
- Storytelling
- Open presentation of City and City Planning Department (their role, position and attitude towards co-creation)
- Earlier experience of the organisation builds trust

### Contribution and Interaction

In active contributions, the social interactions play a key role, such as workshops and plan walks. In terms of passive contribution, the focus should be on why citizens should participate in the urban planning/local detailed plan or what kind of information will be needed outside of the interactive contribution. When the interaction is in focus, according to Manu (2010, 139), sharing, rating and evaluation, conversation and creation should be stressed. In the urban planning process, the decision-making process and provided possibility in decision-making should be explained.

The language calls such as the invitation of citizens into the planning process, the reputation of the city and its wording. The social objects lower the threshold in access to planning. The organisation itself should be inviting and avoid jargon. It should present the planning context in a way which is understandable and inviting for the citizens. It is not only the presence of the organisation, but also the process, roles of the participants and timescale which should be clearly designed and presented. Real actions and influencing possibilities such as rating and evaluation of the planning materials should be offered to citizens.

**Incentives** bring motivation to join urban planning co-creation/interaction.



Figure 15. The element incentives include intrinsic, extrinsic immaterial and extrinsic material which play a key role when citizens have committed themselves to the urban planning process. (Manu 2010, 125, redrawn and colour highlighting by the Author).

**Intrinsic incentives** means that participants are either interested in joining in neighbourhood development or interested in the topic or the process itself. (Manu 2010, 141-142).

**Extrinsic incentives immaterial** is also an important inviter to urban planning. People who are interested in this type of incentive like to leave the mark on the area. They also might like to achieve visibility and reputation in the community/larger area or subject. (Manu 2010, 142-143). These participants would prefer easier access to materials and discussions which may require more effort to engage. Even though in planning almost all material is accessible, it may be more interesting for these participants to follow the discussion of, for instance, complicated processes in order to become more familiar with the process.

**Incentives material** can be the most important for some participants. It offers a reward to get the suitable plan to support the personal interests. In addition, it can help to receive monetary value, for instance, an area's better reputation can add monetary value as housing prices increase. The active participation will provide better opportunities for influencing a plot ratio.

### Rules

The element clarifies the codes of the co-creation. When the rules of co-creation are clear, the participant can better adjust her/his participation into the project. It also allows all citizens to follow the project better even if the participant is not active during the whole time.



Figure 16. The element rules assist to organise the participants' time and action in the co-creation process. (Manu 2010, 125, redrawn and colour highlighting by the Author).

### Access and Initiation

It is important to first inform a small group of people who have a possibility to invite more from their network, according to Manu (2010, 144). In the urban planning, this means groups such as citizen associations, Facebook groups, local schools, etc. Also, enquiries/questions of important matters should be offered to "silent or passive" groups to ensure participation of those who are unlikely to

participate in other ways. The opportunity of different apps should be exploited for informing when the plan activates in the neighbourhood.

At the initiation, Manu (2010, 145) points out that it should be made clear what kind of resources or information is needed. The contribution map/plan would help participants evaluate their contribution and time. For helping to collect the joint knowledge, it might be good to provide background information from the participants. It will help to get to know participants better and ease the joint discussions.

### **Creation and Interaction**

Manu 2010, 145-146 has listed matters which should be considered in creation and interaction. In urban planning this means questions such as clarification of what kind of participants are in the urban planning process and why? For instance, the landowners' role in the co-creation process should be clarified. In addition, it should be described what kind of contribution is needed and what kind of contribution is not possible, for instance, describe the limits of planning, description of the impact possibilities such as influence on recreation areas, public outdoor places, location of schools and kindergartens. The scale of the plan should be indicated. It should be possible to resend the message to the other departments of city if the suggestions belong to their duties and tasks; this communication would offer a holistic planning of the city and city services.

In the Interaction, it could follow the pattern: prepare comment, rate and vote possibilities as a part of the process. The decision-making system should be explained if the decision-making of the citizens is not possible in the process. It is always profitable that ideas are shared. (Manu 2010, 146). Furthermore, continuously open feedback opportunity such as form or platform should be offered. It is always possible to call or email to planner but this demands extra effort. The timescale should be informed when and what kind of comments/ideas are possible to give, for example, large issues in the beginning of the urban planning process.

**Intellectual property and other legal issues** are also distinctive parts of co-creation. An example of the legal issues concerns the content of the plan. Modifying participants' role is needed so that their influence on the content of plans would be efficient. However, in land use planning even the agreements do not provide that the content fully follow the participants will. In land use planning, many times agreements tell only the ambition of participants but they are not legally binding on the content of plans. One example of agreements is the land use agreement made between a local authority and a landowner. The Land Use and Building Act states that a local authority may enter into agreements on planning and implementing plans (land use agreement). However, land use agreements cannot be binding as to the content of plans. A land use agreement that is binding on the parties to the agreement can be made only after the draft plan or proposal has been publicised. This does not apply to agreements to initiate planning. The approving organ such as the City Planning Committee will decide the final content of the plan. (Land Use and Building Act 132 /1999, Chapter 12 a, 91 b §, Kare 2022).

The author concludes the empirical findings on a few points:

- Citizens like to join urban planning when there are suitable tools offered.
- The workshops and Time Out concept interest only the most actively participants.
- Citizens should be encouraged to a take more active role in urban planning process by offering co-creative and flexible tools.
- Three elements in FLIRT model - language, incentives and rules - guide the way more intensive interaction and co-creation.

In the next chapter, the conclusion is summarised with the key results of the thesis. It considers what kind of issues should be focused on in the future in order to smooth the interaction process and make it more continuous rather than occasional interaction and influence. The chapter summarises the thesis and proposes the key solutions to strengthen the role of citizens. The author's learning process has also been evaluated and in addition, given some suggestions for the further studies.

## 5 Discussion

### 5.1 Change of the urban planning process

The urban planning has been gradually changed towards communicative and participatory planning since the 1970s. However, for instance, in Finland only when the Land Use and Building Act came into power in 1999 did it impact on a larger scale in the planning processes. A so-called communicative turn paid particular attention so that procedures are fair, open and equal to all citizens. (Fincher & Iveson 2008, 4). The communicative planning refocused processes in a new way which resulted in allowing a communicative approach to be created. (Healey in Campell & Fainstein 1998, 239). The procedures which were obligated in the Land Use and Building Act changed processes towards a more interactive way. In recent years, when the co-creation generally in business environments has become a popular method in the development, it has echoed many other processes including urban planning. In urban planning, it has been hoped that close interaction with the citizens reduces the number of appeals after approval of the plan, and it can be said that this has been one of the most important reasons to develop participative planning processes.

The more interactive approach not only avoids the extension of the planning process time or disqualification of the plan but benefits have been discovered when citizens actively participate. One of these benefits is that local data and knowledge can be better collected. In addition, during the process, the aspects which are introduced by citizens could be more easily integrated into the process since the information of these are received at an earlier stage of planning process. Regarding these benefits in the planning process, co-creation is seen to be welcomed. The difficulty today is that there are not enough models of how co-creation can be led, structured and what kind of elements should be included in the framework. There are studies how co-creation can be fit into city development, one of these which is currently under work is focused on the Kera area in Espoo. (SPARCS 2022). Obviously, the co-creation process should fit in the complex and multi-participatory urban process. The next chapter considers the role of the citizens as the research questions of this thesis calls.

### 5.2 Role of the citizens

The research questions pinpoint the continuum from the citizens' role in urban planning towards co-creation. It can be asked how the role of the citizens has changed.

1. What is the role of the citizens in urban planning today set by the Land Use and Building Act and how is this implemented in the City of Espoo?

The Land Use and Building Act set out basic principles. There are two stages for public reviews and after approval there is possible appeal to the administrative court. The act encourages public interaction events and other interaction ways during the public reviews.

2. What is the role of the citizens in the co-creation process today in urban planning projects in Espoo?

The second research question looked for the answers on how the city of Espoo is responding today. There are many ways the citizens can access the urban planning such as questionnaires, plan walks and workshops, etc., and the emphasis today is in the beginning of the plan preparation. Various interaction possibilities have been tested before the official public reviews at the preparation stage and also before the official public review at the proposal stage. At these stages along with official feedback, the comments can be given through informal feedback, too. There are also many case projects to start to test suitable models for interaction and co-creation. In addition, the interaction has been redesigned on the basis of the service design and integrate it in a systemic way into urban planning and overall city administration.

3. What are the ideal roles of the citizens in the co-creation process in future in order to implement successful co-creation process from the viewpoints of citizens and the city of Espoo?

For the third research question, the study will explore the FLIRT elements in the next chapter.

This thesis studies co-creation as a new approach to be adapted in urban planning, where the citizen's role is in focus. It has been described earlier in this thesis that co-creation is not that far from the approaches and practises which are exploited in urban planning such as participatory planning. However, co-creation brings urban planning closer to participants. Their role is more prominent during the whole process compared to when official feedback is given twice during the whole planning process.

The citizens are the largest group in the urban planning. The citizens are a heterogenous group and there are various individual goals compared, for example, to associations or enterprises. This means that there is a large variation of opinions to be taken into account.

The citizens and the city planning itself consider that citizens should interact in the planning process earlier than what is in practise today. The ideal situation would be that citizens would be part of the process from the beginning until the end of planning process. The difficulty in this ideal is that citizens might not follow the whole planning process since the process lasts years. In addition, some citizens might like to participate only in one phase which interests them or which is suitable for their personal limits such as time. This limitation means that citizens are changing during the process, and the same people are not necessarily contributing continuously in the whole process. Would that be harmful or complicate the process? Because the group is so heterogenous, the participants which attends the participation later can add different views which do not match with the earlier views of the citizens. This might alter the previously accepted matters, preparations and influence on the overall time of the planning.

To prevent the changes of participant after the starting stage in the planning process, it is clearly explained what kind of information and interaction should be required and in what kind of timescale. This offers to citizens possibilities to evaluate their own participation: workload and time to be spent. This also assists them to better see when their contribution is necessary.

The citizens should be able to take part in the evaluation of the planning concepts. The decision-making process should be renewed in the way that citizens should have access also to the decision-making in parallel to the representative democracy. A decision-making model should be planned that shows how the participants in the co-creative planning process and policy-makers can work together.

The citizens participate in the co-creation process on a voluntary basis. It should be considered further how to encourage citizens to participate and what kind of benefit they will achieve from their contribution.

### **5.3 Conclusion**

The study has investigated the role of the citizens in urban planning. The issue is timely since the urban environment is already complex and every day needs are rapidly changing. Citizens' perspectives are needed for evaluation of their living environment. There are many changes in the urban environment. For instance, the technological innovations have altered infrastructure such as shopping and transportation. At the same time, the value of the natural areas and generally the green areas have increased among citizens. The urban planning needs citizens' assessment of what kind of development would be appropriate to their neighbourhood. Therefore, citizens should be involved in planning for providing their own perspectives.

In this thesis, the term co-creation has been used even though the real co-creation does not exist today in urban planning but urban planning is heading towards that approach. Urban planning can learn a lot from co-creation models which have been implemented earlier in business and today in other sectors, too. In order that citizens can participate fully, the planning process should be made easier to access and to understand the complicated process. The complicated planning process makes it difficult to follow the plan. In addition, the citizens do not know enough of what kind of possibilities they have to influence and when the most valuable time to react would be to each subject.

The communication plays a very important role. In the beginning of the planning process, the citizens have to know when their neighbourhood is going to start new development. The communication has to be well-worded so that citizens can easily find out key information and they can prepare themselves for the urban planning process. Many times, the same citizens cannot follow and be active during the whole process. Therefore, it is important that 'newcomers' can have a good briefing of what has happened earlier, what kind of assessments and decisions have been already made. It should be understood that updated process description and other related information has to be

clear and easy to find. However, the citizens should be active as well. It is practically impossible to inform in various channels on the urban planning projects on the same level and actively. However, the city should make sure that it informs well where to find information and how to participate and influence the plan which is under preparation. More than focus on the communication of every detailed phase of the planning process, it should be focussed also on why it is important to join the urban planning process.

### **Early involvement of citizens matters**

In this thesis, the FLIRT model, which is profitable at an early stage of the planning process, has been discussed. The FLIRT model presents three elements - language, incentives and rules - which clearly focus on the early preparation of the urban plan. In most cases, it is difficult to reach citizens with different background, different interests and values on urban planning. The FLIRT model can assist with that. Various types of participants provide a fruitful dialog and assessment of the development. There should be people of various age groups. Children and youth would tell what kind of needs and preferences they have for the local environment. Even if the local area will be built up over decades, it still shows what kind of basic wishes they have for the environment. These wishes can be such as places for coming together or safety. The urban planning requires families and middle-aged people to participate. What is their favoured housing area? What are the requirements for the fluent everyday life? In addition, urban planning needs seniors; they will live in the area for decades. It has been seen that seniors would like to stay in their familiar housing area, even though they might move to buildings which fit their needs better.

The FLIRT model offers in detail the elements which should be exploited and tailored for the urban planning. The elements language, incentives and rules have not been considered in that detail in the urban planning. The urban planning would profit from an increased number of participants; from active actors to occasionally participating. More citizens could participate if there were a suitable group of people around such as a familiar Facebook group or other touching point which gives support and background information. This type of combination can proceed to common discussion as to what would best for the area or strongly support the development for the area. In addition, it should be necessary to get hold of the "silent groups of the citizens" who are not familiar with the planning at all or would not like to participate, for instance, in large events. For these challenges, the incentives would give an answer. The incentive element provides aspects for the communication and information share, and it assists in committing into the planning process.

The element rules guide the planning process. It describes what kind of contribution is needed and when. Also, what kind of possibilities citizens have to access that the person can evaluate the best tool and time for her or him. It also helps the participant to think what kind of information and knowledge she or he has to offer for the project.

The large group of participants in the co-creation might prevent the most dominant people from leading the discussion. When citizens can themselves discuss and agree what kind of development will be good for their neighbourhood with various tools instead of a few interaction events. Parallel to co-creation, suitable tools need to be developed for inactive and for those who would like to give individual feedback instead of part of a large group. Together with the aforementioned, the data analysis will provide a good base for the co-creation development.

### **The co-creation community should be built on open and dialogical atmosphere**

Each planning process needs flexibility since the co-creation might bring new innovations or paths, which takes more time than expected. However, there is a need for a basic co-creation structure. The co-creation group and working methods will be modified during the process. Therefore, an exact and general format of the citizens' role in urban planning process cannot be given.

The lead co-creator will be in most cases the city in urban planning. The participants might ask whether they would trust to lead partner and co-creation community? The element language consists of the organisation's presentation. The potential co-creator can evaluate whether they would fit into this community, what kind of experiences they have had earlier. Are the values of the organisation suitable for the participant? Especially, in urban planning, trust is necessary to be highlighted since in history and still today distrust of citizens towards the city still exists as seen in the comments of the feedback presented in this thesis. The citizens should be encouraged through many tools to join the urban planning in the early stage and to share information and produce local data for the planning. The dialog between various participants should be encouraged. The dialog can be realised in many ways besides the workshops but, for instance, continuously through open questionnaires. The threshold for co-creation has to be lowered. Well-planned dialogs can change the opinions and build trust with the city.

When citizens evaluate their time and contribution in co-creation, they estimate also their possibilities to impact the development. How strong is the role of the citizens when it is considered decision-making? The citizens offer their opinions and this feedback should also be seen in the decision-making process. In the Metsätonttu plan, it was evaluated how well citizen's comments have been seen in the objectives of plan and in the draft proposal plan. The final citizens' contributions on Metsätonttu plan cannot be included in this thesis since the plan is still at the proposal stage. However, it would be essential in the future to monitor how citizens' comments are seen on the final plan. The examples of the citizens' influences on the plan will encourage to join urban planning projects.

In order to invite citizens to the joint planning, it should be asked what kinds of interest citizens have in joining the planning. The element Incentives provides good guidance for this issue. What would persuade citizens to join the planning? The element language and rules would give answers for that.

Besides the feedback and active interaction on the planning process, one way to influence the plan is traditional contact to the politicians for the decision-making. This is not, however, what co-creation is all about it. Some points should be offered where citizens can make decisions during the urban planning process. These options are not considered today in planning at all. However, the decision-making possibility would be a shift of the process towards real co-creation where citizens are active actors also in decision-making.

This study does not propose any general role for the citizens in urban planning. Each urban plan should have its own contribution map. It shows when and what kind of actions is asked from the citizens. For instance, at the starting stage citizens will propose objectives and rate and evaluate draft objectives of the urban plan for the decision-making. For all other stages, actions and the timescale should be provided to the citizens.

In the contribution map, the role of the other participants should be clarified, too. For instance, what is the role of landowners and how will they act in the planning process. This will increase the trust in co-creation community.

The study stresses three areas for improvement for the citizens' interaction

- Exploitation of language, incentives, and rules from the FLIRT model in order to invite, activate and commit citizens and strengthen their influence on urban planning
- Clear contribution map showing the role of participants at every stage of the plan; starting from the citizens role.
- Evaluation, rating, and decision-making should be opened to citizens.

Successful co-creation can bring the feeling that citizens have designed the neighbourhood plan together. Participants would likely be proud of their area. They also would like to protect it and be more interested to be a part of the community. Perhaps it also encourages self-organisation in further development.

#### **5.4 Evaluation of thesis process and author's own learning**

The objective of this study is to clarify the role of citizens in urban planning. It is clarified by three research questions which consider legal obligations set by the Land Use and Building Act, new practises in the Helsinki Metropolitan Area, current situation in the City of Espoo, and finally asking what the appropriate role of the citizens would be in future.

The research approach was ethnographic which allows interpretation of the field work. The urban planning is a complicated issue which consists of a large variety of participants. Therefore, the author saw that the ethnographic approach would provide the good perspective to study co-creation in urban planning because it attempts to expose the nuances and shadows which may exist in the process, but which would not be recognised by other methods.

The thesis briefly introduces the urban planning theories which can be considered to be a base for co-creation in urban planning. The co-creation framework is and its suitability to urban planning is explained. It has been discovered that the FLIRT model would allow a fruitful model to consider the role of the citizens in the co-creation process more deeply. The study continues to the case study and follows the Metsätonttu local detailed planning process in order to see the key points in the process. It shows where the role of the citizens should be different or where the role should be stronger. In addition, the commitments of citizens are discussed since these build up trust and continuity in co-creation. Finally, the collected data has been analysed. The results have been revealed and discussed in the context which shows the value of the citizens in urban planning and how their role can be supported.

The author found that the ethnographic approach by observation and supporting methods clarified the current situation. It helped to adapt the FLIRT model as an answer which provides key elements when the role of the citizens is tailored to urban planning processes.

### **The author's learning process**

The author has extensive experience in urban planning from the context of the education, work experience and latterly particularly on the interaction experience and co-creation. The study attempts to divide the urban planning co-creation process into parts which showed clearly the aspects which would not be recognised in urban planning processes. Since these elements and their role was observable, it was easier to analyse and understand the important meaning of them. This means that it will be easier to link them better to the process and find new ways to support the process in order to make the role of citizens appropriate in urban planning co-creation processes. It can be said that the thesis has aided the development of management and management systems.

In addition, the study attempts to build a coherent picture of co-creation which then helps to link it better to the urban planning. The author follows a variety of interaction and co-creation concepts in the everyday work and together it guides to plan co-creation concepts to suit the current and future needs of urban planning and citizens' role in it.

## 5.5 Recommendations for further studies

Co-creation in urban planning is just taking its first steps. Therefore, it would be necessary to review the implemented co-creation projects in urban planning in order to see what kind of improvements are necessary. The following questions should be stressed:

- What is the role of all participants in urban planning projects?
- How have the complicated challenges been resolved, such as different views of the participants, different views of citizens and landowners?
- Comparison of different co-creation models adapted to urban planning

Co-creation is an interesting approach which will develop and find new tools and practises. It will provide the material for many studies in future.

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**Metsätonttu plan materials**

Espoon kaupunki 2022/2. Questionnaires and feedbacks of the Metsätonttu plan. Espoo.

## Appendices

### Appendix 1. Metsätonttu Plan, Discussion of Objectives

Metsätontun kaavahankkeen tavoitekeskustelut (Metsätonttu plan, discussion of objectives)  
Ilmoittautuminen etätalaisuuteen 24.3.2021 klo 17.00-19.45. Ilmoittautumislomake sulkeutuu  
21.3.2021 klo 24:00. (Enrolling in Teams event on 24 March 2021, at 17-19.45, Enrolling form closes  
21 March 2021 at 24.00)

1. Etunimi ja sukunimi (First name and family name)

2. Sähköpostiosoite, johon kokouslinkki lähetetään. (Email address where the meeting link will be sent).

3. Puhelinnumero (Phone number).

4. Missä roolissa osallistut tilaisuuteen? Voit valita useamman vaihtoehdon. (What is your interest in the event? You can have multiple choices)

Asun kaava-alueella. (I am living in the planning area)

Olen mahdollinen tuleva kaava-alueen asukas. (I am possibly a future resident in the planning area)

Olen alueen naapuri. (I am a neighbour)

Toimin alueella yrittäjänä. (I am an entrepreneur in the planning area)

Olen muuten vain kiinnostunut kaavahankkeesta. (I am interested in the plan for no particular reason)

Muu (Other)

5. Mitkä teemaryhmät sinua eniten kiinnostaisivat? Voit valita useamman vaihtoehdon. (On which thematic topics are you most interested in? You can have multiple choices)

Viherympäristö (esim. hulevedet ja kasvillisuus). (Open areas, for instance urban runoff and vegetation)

Liikkuminen (esim. kävely, pyöräily ja autoliikenne). (Mobility, for instance walking, cycling and vehicle traffic)

Kaupunkikuva (rakennukset ja muu ympäristö). (Townscape, buildings and other living environment)

Energia (esim. uusiutuvat energianlähteet). (Energy, for instance, renewable energy sources)

Palvelut. (Services)

Minulle sopivat kaikki vaihtoehdot. (All topics suit me)

6. Suostun siihen, että nimeni saa näkyä muille osallistujille ryhmäjaon yhteydessä. (I will accept that my name can be seen by other participants when the group is divided)

Kyllä (Yes)

7. Mitä haluaisit kertoa meille etukäteen? (What would you like to tell us in advance?)

## Appendix 2. Influence on the Objectives of the Metsätonttu Plan

Vaikuta Metsätontun kaavahankkeen tavoitteisiin (Influence on the objectives of the Metsätonttu plan)

1. Mitä haluaisit lisätä keskusteluihin kaavahankkeen tavoitteista? (What would you like to add to the discussion of the objectives of the Metsätonttu plan?)

2. Mitä ajattelet Maas Global Oy:n ideoimista liikkumisen palveluista alueella? (What do you think about the ideas for the mobility services of the area which have been composed by Maas Global Ltd?)

3. Mitä ajattelet Quantitative Heat Oy:n ideoimista energiaratkaisuista alueella? (What do you think about energy solutions which have been composed by Quantitative Heat Ltd?)

4. Mitä muuta haluaisit kertoa Metsätontun kaavahankkeen valmistelijoille tai kaavamutoksen hakijalle Kulmakivelle? Monirivinen teksti. (What else would you like to tell to the planners or the Kulmakivi applicant of the alteration of plan)

5. Miten haluaisit saada ajankohtaista tietoa kaavahankkeesta? Entäpä miten haluaisit osallistua kaavahankkeen suunnitteluun? Kerro meille ehdotuksesi? (How would you like to receive current information of the plan? How would you like to participate in the Metsätonttu planning? Please, tell us your proposals?)

### Appendix 3. Feedback: Discussion of the Objectives of the Metsätonttu Plan

PALAUTE: Metsätontun kaavahankkeen tavoitekeskustelut 24.3.2021 (Feedback: Discussion of the Objectives of the Metsätonttu plan)

Palautekysely asukastilaisuudesta (Feedback of the Citizens' Event)

1.Miten koit etätilaisuuteen osallistumisen? (1 on erittäin huono ja 5 erittäin hyvä) Vastaus vaaditaan. (How did you find the participation in the remote event? 1 is poor and 5 is very good).

- 1
- 2
- 3
- 4
- 5

Tilaisuuteen liittyminen (Joining the meeting/event)

Tilaisuuden seuraaminen (Following the meeting/event)

Chat-osallistuminen (Chat participation)

Tilaisuuden ohjelma (soveltuvuus etätilaisuuteen) (The programme of the event, suitability for the remote event)

Saitko tarvitsemaasi tietoa? (Did you receive the information that you needed?)

2.Jos osallistumisessa oli teknisiä ongelmia, kuvailisitko niitä tässä. Jos mahdollista, mainitse mitä laitetta käytit (puhelin, tabletti, tietokone) sekä laitteesi käyttöjärjestelmä ja Internet-selain.

Pyrimme ratkomaan mahdollisia teknisiä haasteita ennen seuraavia tilaisuuksia. (If there were technical problems in participation of the meeting, would you like to describe those? If possible, please tell us which device you used (phone, tablet, computer) and the operating system and Internet browser). We are prepared to find a solution for technical challenges before the following events.)

3.Miten voisimme parantaa etätilaisuuksia tulevaisuudessa? (How should we improve remote events in the future?)

4.Jäikö jotain sanomatta tavoitekeskusteluissa? Tässä voit ne kertoa. (Would you like add something for the discussion of Metsätonttu objectives? You can suggest them here.)

5.Miten haluaisit saada ajankohtaista tietoa kaavahankkeesta? Entäpä miten haluaisit osallistua kaavahankkeen suunnitteluun? (How would you like to receive current information of the plan? How would you like to participate in the Metsätonttu planning?)

6.Vapaa sana - palautteesi järjestäjille.

(Free word – your feedback to us/organisers.)

## Appendix 4. Feedback: Citizens' Event of the Metsätonttu Plan

PALAUTE: Metsätontun kaavahankkeen asukastilaisuus (Feedback: Citizens' Event of the Metsätonttu plan)

Kiitos että osallistuit etäasukastilaisuuteemme 14.10. Kerro meille, miten onnistuimme tapahtuman järjestelyissä. Palautteesi on meille tärkeää ja vastaaminen vie vain muutaman minuutin. (Thank you for participating in the remote citizens' event 14 October. Please, tell us how well we succeeded in the organisation of the event. Your feedback is important for us and replying takes only a few minutes)

Huom. Kaavapalautetta voit antaa suoraan kirjaamoon verkossa tai muilla tavoilla, katso tarkemmat ohjeet linkistä <https://www.espoo.fi/fi/hankkeet/metsatonttu#section-22469>. (Please note that you can give feedback directly to the Registry office on the Internet or in other ways. Please, see the direction from the link)

1.Miten koit etätilaisuuteen osallistumisen? (1 = erittäin huono ..... 5 = erittäin hyvä) (How did you find the participation in the remote event? 1 is poor and 5 is very good).

- 1
- 2
- 3
- 4
- 5

Tilaisuuteen liittyminen (Joining the meeting/event)

Tilaisuuden seuraaminen (Following the meeting/event)

Keskustelu ja chat-osallistuminen (Discussion and participation in chat)

Tilaisuuden ohjelma (soveltuvuus etätilaisuuteen) (The programme of the event, suitability for the remote event)

Saitko tarvitsemaasi tietoa? (Did you receive the information that you needed?)

2.Jos et saanut tarvitsemaasi tietoa, kerro mitä jäit kaipaamaan. (If you did not receive the information that you needed, please tell us what kind of information you would have liked to have?)

3.Jos osallistumisessa oli teknisiä ongelmia, kuvailisitko niitä tässä. Jos mahdollista, mainitse mitä laitetta käytit (puhelin, tabletti, tietokone) sekä laitteesi käyttöjärjestelmä ja Internet-selain. Pyrimme ratkomaan mahdollisia teknisiä haasteita ennen seuraavia tilaisuuksia. (If there were technical problems in the participation of the meeting, would you like to describe those? If possible, please tell us which device you used (phone, tablet, computer) and the operating system and Internet browser. We are prepared to find solutions for technical challenges before the following events.)

4.Miten voisimme parantaa etätilaisuuksia tulevaisuudessa? (How should we improve remote events in the future?)

5.Miten sait tiedon tapahtumasta? (From where did you receive information from the event?)

Kaavahankkeen verkkosivulta (From Website of the Metsätonttu plan)

Espoo.fi-sivujen tapahtumista (From Espoo.fi, Events)

Facebookista (From Facebook)

Twitteristä (From Twitter)

Paikallislehdessä (From Local Newspaper)

Kuulutuksesta (From Plan Announcement)

Kaupunkisuunnittelun tiedotekirjeestä (From Information letter from the City Planning Department)

Asukasyhdistykseltä (From Citizens' Association)

Kuulin tuttavalta (I heard from my friend)

Näin mainoksen ilmoitustaululla (I saw the advertisement on the notice board)

Muu (From somewhere else)

6.Vapaa sana - palautteesi järjestäjille. (Free word – your feedback to us/organisers.)

## Appendix 5. Feedback: Plan Walk of the Metsätonttu Plan

PALAUTE: Metsätontun kaavakävely (Feedback: Plan walk of the Metsätonttu)

Kiitos että osallistuit Metsätontun kaavakävelyille. Kerro meille, miten onnistuimme tilaisuuden järjestelyissä. Palautteesi on meille tärkeää ja vastaaminen vie vain muutaman minuutin. (Thank you for participating in the Metsätonttu plan walk. Please tell us how well we succeeded in the organisation of the event. Your feedback is important for us and replying takes only some minutes)

Huom. Tällä lomakkeella kysymyksissä 6-10 voit antaa epävirallisen palautteen alustavista suunnitelmista ennen kaavan varsinaista nähtävilläoloa. Kaava tulee nähtäville syksyllä 2022, jolloin voit antaa virallisen palautteen eli muistutuksen kaavan nähtävilläoloaikana (maankäyttö ja rakennusasetus 27§).

(Please, note that on this form you can give feedback preliminary plans before the official display for public review in questions 6-10. The plan will be on display in Autumn 2022 when you can give official feedback, Land Use and Building Act 27§)

1.Miten koit kaavakävelyille osallistumisen? (1 = erittäin huono, 5 = erittäin hyvä) (How did you experience/find the participation in the plan walk?, 1 is very bad and 5 is very good).

Vaihtoehto 1

Vaihtoehto 2

Vaihtoehto 3

Vaihtoehto 4

Vaihtoehto 5

Saapuminen paikalle (Access to the planning area)

Jaetut oheismateriaalit (Supplementary material)

Ohjelma (sopiko sisältö tilaisuuteen) (The programme of the event, suitability for the event)

Kävelyn reitti (oliko sopivan pituinen / helppokulkuinen) (Route of the plan walk (suitable length / easy to walk)

Keskustelu ja osallistuminen (miten onnistui) (Discussion and participation (how did these success)

Saitko tarvitsemaasi tietoa? Did you receive information what you needed?

2.Jos et saanut tarvitsemaasi tietoa, mitä jäit kaipaamaan? (If you did not receive the information what you needed, please tell us what kind of information you would have liked to have?)

3.Jos kaavakävelyn järjestelyissä oli mielestäsi ongelmia, kuvailisitko niitä tässä. Miten voisimme parantaa kävelyitä tulevaisuudessa? (If there were some problems in organisation of the plan walk, would you like to describe these. How could we improve plan walks in future?)

4.Vapaa sana - palautteesi järjestäjille. (Free word – your feedback to us/organizers.)

5.Miten sait tiedon tapahtumasta? (From where did you receive information from the event?)

Kaavahankkeen verkkosivulta (From Website of the Metsätonttu plan)

Espoo.fi-sivujen tapahtumista (From Espoo.fi, Events)

Facebookista (From Facebook)

Twitteristä (From Twitter)

Paikallislehdestä (From Local Newspaper)

Kuulutuksesta (From Plan Announcement)

Kaupunkisuunnittelun tiedotekirjeestä (From Information letter from the City Planning Department)

Asukasyhdistykseltä (From Citizens' Association)

Kuulin tuttavalta (Heard from friend)

Näin mainoksen ilmoitustaululla (I saw the advertisement on the notice board)

6.Kerro mitä mieltä olet alustavien suunnitelmien kaupunkikuvasta ja mitoituksista? (Tell us what you think about townscape and dimensioning presented in preliminary plans?)

7. Kerro miten olemme onnistuneet alustavissa suunnitelmissa luonnon ja ympäristön huomioimisessa? (Tell us how well we have succeeded to take into account nature and environmental issues in preliminary plans?)

8. Kohteesta on tavoitteena suunnitella ilmastoviisas. Ilmastoviisaiksi teoiksi on suunniteltu muun muassa maalämpöä, hulevesien luonnonmukaista käsittelyä, materiaalien kiertotalousratkaisuja ja liikenteen vähähiilisiä ratkaisuja. Näetkö vielä muita tärkeitä ratkaisuja alueen toteuttamiseksi ilmastoviisaasti? (The aim of the plan is to follow climate wisdom. Actions have been planned such as geothermal heating, organic solutions of urban runoffs, recycling of materials and low carbon transportation. Do you propose any other important solutions in order to build the area in a climate-wise way?)

9. Kerro miten mielestäsi liikenne- ja pysäköintiratkaisut toimivat? (Tell us, how do the transportation and parking solutions work?)

10. Kaavan tavoitteissa on asumisen ja työnteon uusien konseptien tutkiminen kohteessa. Tällaisia voivat olla esimerkiksi asuntojen muuntojoustavuus ja asukkaiden yhteistilat asuinrakennuksissa sekä liikkumisen hubissa, johon pysäköintikin sijoittuu. Tuleeko mieleesi tavoitteen kannalta muita tärkeitä ratkaisuja? (In the objectives of the Metsätonttu plan is to study new solutions of housing and working. These are such as flexibility in buildings, common areas and hub of mobility and transportation where the parking is also located. Do you have in your mind any other important solutions?)

## Appendix 6. Metsätonttu Plan

Metsätontun kaavahanke (Metsätonttu plan)

1 Oletko kuullut kaavahankkeesta? (Have you heard earlier about the Metsätonttu plan?)

Kyllä (Yes) En (No)

2 Millä tavoilla haluaisit saada tietoa lähialueella alkavista ja valmistelussa olevista kaavahankkeista? (How would you like to receive information of local plans which are at starting and preparation stage?)

3 Oletko osallistunut kaavan valmisteluun esimerkiksi asukkaana, maanomistajana tai muussa roolissa? (Have you participated in the preparation of the plan for instance, as resident, landowner or in other role?)

Kyllä (Yes) En (No)

4 Kerro, millä tavalla olet vaikuttanut kaavan valmisteluun? Esimerkiksi osallistunut asukastilaisuudessa työpajakeskusteluun, osallistunut somekeskusteluun, viestittänyt naapureille. (Please tell us how you have influenced the preparation of the plan? For instance, participated in workshop, social media discussions, informed neighbours?)

5 Millä tavalla haluaisit vaikuttaa kaavojen valmisteluihin? Esimerkiksi osallistumalla työpajaan tai keskusteluun somessa. (How would you like to influence the preparation of the plan? For instance, participating in workshop or social media discussions)