

Helka-Liisa Hentilä & Leena Soudunsaari

## Comparison of the Land Use Planning Processes and Methods

### Oulu–Skanderborg–Umeå



Skanderborg  
KOMMUN



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Nordic Innovation Centre



Helka-Liisa Hentilä & Leena Soudunsaari

**Comparison of the Land Use Planning  
Processes and Methods**

**Oulu–Skanderborg–Umeå**

InnoUrba project

Research project (sub-project of the InnoUrba project):  
Comparison of the Land Use Planning Processes and Methods  
Oulu–Skanderborg–Umeå (CompOSU)

University of Oulu, Department of Architecture, Planning and Urban Design

ISSN 0358-1187  
ISBN 978-951-42-9151-7

Available in electronic format  
ISBN 978-951-42-9152-4

Oulu University Press  
Oulu 2009



# Contents

|   |    |
|---|----|
| <b>Introduction</b>   | 4  |
| <b>1 Background information</b>   | 5  |
| 1.1 Case study research   | 5  |
| 1.2 Planning methods  | 6  |
| 1.2.1 Architectural competition   | 6  |
| 1.2.2 Communicative, interactive planning   | 6  |
| 1.2.3 ICT and planning  | 7  |
| <b>2 Case studies - planning processes and methods</b>  | 8  |
| 2.1 Oulu, Toppila Shore: International architectural competition  | 8  |
| 2.2 Skanderborg, Anebjerg: Interactive planning game  | 12 |
| 2.3 Umeå, Ön: Inter-organisational learning process based on new information technology and network actions | 16 |
| <b>3 Innovations in urban planning</b>  | 20 |
| <b>4 Analysis and comparison of the planning methods</b>  | 22 |
| 4.1 International architectural competition   | 22 |
| 4.2 Interactive planning game   | 24 |
| 4.3 Inter-organisational learning process based on new information technology and network actions           | 25 |
| 4.4 Evaluation of the cases   | 27 |
| <b>5 Findings, guidance for good practices</b>  | 28 |
| <b>References</b>   | 30 |

# Introduction

The CompOSU research project is a part of the *InnoUrba – the Living and Working Environment for the Future* -project. The aim of the CompOSU research project is to analyse and compare land use planning processes and methods in the cities of Oulu, Skanderborg and Umeå, and to point out good practices especially related to interactive planning.

The research work has been divided into three phases. The first two phases, during April-May 2008 and June-July 2008, concentrated on the description of the land use planning systems and practices of the three countries on the national and local levels. A separate study report concerning the first two research phases is available (Hentilä & Soudunsaari 2008, in electronic format <http://herkules.oulu.fi/isbn9789514288968/>).

This report in hand is a summing-up of the third research phase (3 months in spring 2009) which focuses on the analysis and comparison of the local planning processes (i.e., case studies). The aim is to point out good and innovative planning practices.

In order to recognize the innovative planning practices in the case studies in question a round table discussion was organised in the Umeå workshop on 12th March 2009. The planning methods were named: Oulu, Toppila Shore, International architectural competition; Skanderborg, Anebjerg, Interactive planning game, and Umeå, Ön, Inter-organisational learning process based on new information technology and network actions. Strengths, weaknesses, opportunities and threats of the three different methods and urban planning approaches were analysed in the workshop.

In this study report, the planning processes and methods of the cities are described. Analysis and comparison of the practices are presented on the basis of the results of the round table discussion. The innovative planning practices are pointed out. Lastly, some findings as guidance for good and innovative planning practices are presented.

# I Background information

## I.1 Case study research

Case study methods involve an in-depth examination of a single instance or event, a case. Case study could be seen as a research strategy, an empirical inquiry that investigates a phenomenon within its real-life context. Case studies can rely on multiple sources of evidence. (E.g., Yin 1989)

‘Phronetic planning research’ (Flyvbjerg 2004) is often mentioned in context of the research of planning practices. Phronetic is a classical Greek concept *phronesis*, translated as practical wisdom, practical knowledge, or common sense. According to Flyvbjerg (2004), a central task of phronetic planning research is “*to provide concrete examples and detailed narratives of the ways in which power and values work in planning (...) and to suggest how the relation of power and values could be changed to work with other consequences. Insofar as planning situations become clear, they are clarified by detailed stories of who is doing what to whom. Clarifications of that kind are a principal concern for phronetic planning research and provide the main link to praxis*”.

The aim of this research is to study the planning practices and provide information that helps the planning organisations and other actors to learn and develop their own practices. The detailed narratives/descriptions (e.g., presentations, workshops etc. where the information on the cases and planning practices have been provided) have a significant role in the study. The ‘narrators’ are persons who have acted in the real-life planning processes, participated in the planning of the case areas in question. In addition to the interactive and collaborative events, the cases have been studied through literal source material and excursions. Questions relating to data collection have been the same in all of the three countries. Thus, the comparative research approach has been possible.

The case studies of this research consist of innovative and high-quality planning processes of residential areas. The case studies discuss current themes in land use planning, for example, subtle infill development of the existing city structure in which the opinions of different stakeholders (e.g., residents) have been taken into consideration.

## **1.2 Planning methods**

The cities of Oulu, Skanderborg and Umeå have used three different planning methods and urban planning approaches. Next, the backgrounds of the methods are briefly described to later point out how the cities have innovatively developed and reworked the methods.

### **1.2.1 Architectural competition**

Architectural competitions have been regarded as a reliable procedure to assure quality in planning and as an efficient instrument for evaluation of the best design solutions. The Nordic countries have over a hundred years of tradition in organising architectural competitions. Every year, approximately 100 competitions take place in the Nordic countries. Competing in architecture has gained new relevance in Europe through the EU's Directive 2004/18/EG. According to the directive, public organisers of competitions are obliged to announce their competitions in public. (KTH)

The competition task is formulated by the competition organiser. The task can be formulated in terms of set design guidelines or as freely interpreted ideas. The participants outline their proposals within the set task. The competition jury evaluates the results and presents its recommendations for further action. The character of the competition can be an open or invited competition. (SAFA)

The number of participants in an open competition is not limited. An open architectural competition gives the potential for the creation of several, varied planning solutions. Those proposals evaluated as best are awarded prizes or purchased. In an invited architectural competition the aim is to study a clearly predetermined task only by a few solutions. Architects invited by the organisers can participate in the competition. Usually the number of participants is four to six groups. All the invited groups are paid the same fee. (SAFA) Precise guidelines for arranging architectural competitions can be obtained from the associations of architects of each country.

### **1.2.2 Communicative, interactive planning**

A significant paradigm change in planning appeared in the 1970s and 1980s as the role of the planner gradually changed from a technical expert to a communicator and negotiator (e.g., Taylor 1998). During the 1990s, among others John Forester's (1989) and Patsy Healey's (1997) work relating to communicative planning theory became influential. Since then, planning has been regarded as a

procedure in which the knowledge is produced through communicative learning process. (Hentilä et al. 2009)

A planner is seen as a “*facilitator*” who enables and facilitates the communication between different stakeholders and organises the planning process (Taylor 1998). The role of a facilitator is important: he/she should attempt to bring all the stakeholders to work together and to get them to behave as equals. Patsy Healey’s (1997) theory of collaborative planning, as she names communicative planning, sees collaboration as “*power sharing*”. The skills of a planner do not only consist of expert knowledge but diverse communicative skills as Forester (1989) points out. According to communicative planning theories, communication and interaction is now seen to be multidimensional. (Hentilä et al. 2009)

### **1.2.3 ICT and planning**

Mäntysalo (2000) has indicated that planning is an organisational and inter-organisational learning activity. Different stakeholders (e.g., residents, landowners, developers, authorities, planners etc.) produce knowledge that is examined in the planning process. The expert knowledge is not ‘enough’, it must be merged with local knowledge. (Hentilä et al. 2009)

New means of participation and communicative planning are tested, for example, based on new information and communication technologies (ICT). Amongst them are, for instance, Internet-based participation methods. For example, the Finnish Land Use and Building act (Maankäyttö- ja rakennuslaki 1999) emphasises interactive planning processes. It is also recommended that the Internet would be used at least for disseminating information of the plans and planning processes. The need of development of ICT-based interactive planning tools is evident. The tools are still rather undeveloped although the tools enable, for example, gathering of wider basic information of the planning area/site and wider involvement of local stakeholders. (Pudas)

## 2 Case studies – planning processes and methods

Next, the planning processes and methods of the three cities are described.

### 2.1 OULU, Toppila shore: *International architectural competition*

The area of Toppila Shore is historically significant. There have been harbour and industrial activities since the 1780s. Some of the old factory buildings (e.g., a mill) and wooden houses (e.g., residences of the industrial managers) still exist. Industrial activities have been slowing down little by little and the harbour activities have been relocated. (Länsi-Toppilan rakennussuojeluseelvitys) In the area there is, though, an operating heating plant. At the moment, the Toppila Shore area is not in full use.

Because of the location of the Toppila Shore (approximately three kilometres from the city centre), it has become one of the main infill development areas of the city of Oulu. There is a possibility to densify the city structure and, for example, to develop high quality housing close to the waterfront. In the master plan of Oulu for the year 2020, Toppila Shore is represented as an area covering housing and services. Across the Toppilansalmi Strait, on the south, the Toppilansaari has developed from underutilised area to a high quality living environment. These two areas, Toppila Shore and Toppilansaari are planned to be connected with a bridge. (Toppila Shore competition programme)

Planning of the Toppila Shore area has started with an outline plan which was approved in June 2006 by the Technical Committee as a basis for further detailed planning. According to the outline plan, the existing heating plant will continue its operation in the area. Concerning the environmental impacts of the plant (e.g., noise) certain areas suitable for housing, services and workplaces are pointed out. The shoreline is represented as an area covering public operations, such as bicycle and pedestrian traffic, recreational activities and boating. Characteristic and historically significant buildings are represented to be preserved. According to the outline plan, in the area of Toppila Shore could be situated approximately 1800 homes and 3500 residents. Detailed planning of the area will be implemented in stages. (Länsi-Toppila)

As a part of the InnoUrba project, a Nordic invited architectural competition was organised by the city of Oulu and a private construction company SRV-Yhtiöt Oyj to study a block to be the first implemented (block number 80). Four architectural offices were invited; two from Finland (Arkkitehtitoimisto Hannu

Jaakkola Oy, Arkkitehtitoimisto Järvinen & Kuorelahti Oy), one from Sweden (White Arkitekter AB) and one office from Denmark (Arkitema Architects). The competition time was in July-October 2008 and the results were announced in April 2009. The competition aimed at discovering a high quality proposal to be set as a basis for the implementation of the block, and as an example for the whole area. Ideas concerning, for example, architectural design, functional living environment, economic implementation and sustainable development were expected to be presented. The competition jury made its recommendations for further planning of the block based on the competition results. (Toppila Shore competition programme)

Differing from the customary architectural competition procedure, the competition proposals were exhibited in public in Oulu swimming hall during 6–14 April 2009. The proposals were also shown on the InnoUrba Case Toppila Shore Internet page. The presented opinions (75 answers were received at the swimming hall and 38 at the Internet page) will be considered in the detailed planning phase. (Klami 2009) The competition proposals were also evaluated by Nordic experts (i.e., InnoUrba Steering Group).

White Arkitekter from Sweden won the competition. Negotiations for further cooperation and architectural design of the area have been started with the winner. A detailed plan of the block will be prepared in cooperation with the city planning office, the competition winner and the landowners on the basis of the outline plan. Land use contracts will be made. The planning process is controlled by a Steering Group which is specially arranged for this project (nominated in April 2007). In addition to the detailed plan, guidelines for construction will be prepared. The detailed plan is aimed to be approved by the City Council in autumn 2009. (Länsi-Toppila)

The goals and activities of the Toppila Shore case relating to InnoUrba project are to (InnoUrba, Oulu):

- Test a Nordic architectural competition as a method on a residential area with special values
- Get fresh ideas for the planning of the buildings and environment
- Use a Nordic reference group as an external commentator in the evaluation phase
- Gather public opinions during the architectural competition.





Photo 1. View over the Toppilansalmi Strait. (Timo Lajunen).

Photo 2. Location of the Toppila Shore area. In the north-west part of the Toppilansaari residential area was organised the National Housing Fair in 2005. (City of Oulu)

Next page

Photo 3. The architectural competition area (block number 80) is marked with red colour. (Arkkitehdit m3)

Photo 4 (left). Villa Ellala is one of the historically significant buildings in the area. (Timo Lajunen)

Photo 5 (right). The competition results on view at the award ceremony. (Jere Klami)

Photo 6. The participants of the competition and competition organisers on the 'roof over Toppila Shore area'. (Jere Klami)







## **2.2 SKANDERBORG, Anebjerg: *Interactive planning game***

Anebjerg is located approximately three kilometres east from the city centre of Skanderborg. The area is a part of eastern Jutland's growth zone which forms as a string of pearls towards Århus. Anebjerg is a new residential area to be developed between the existing urban areas (Højvangen and Stilling/Gram) and green areas. The land of Anebjerg is privately owned and used as an agricultural and forest area. (Espersen 2008)

The aim is to develop Anebjerg in several phases during ten to fifteen years. In addition to the challenge of private ownership (there may emerge several development expectations), the national interests concerning built-up areas and nature must be considered in planning. One of the cornerstones in planning is to ensure the drinking water resources situated in the area. It was decided that a master plan in which the green areas are mixed with areas reserved for housing, public services and recreation is prepared. Before the master plan a landscape plan was prepared in close dialogue with the regional administration and landowners. The plan was completed in 2006 and it was very well approved by the landowners. (Espersen 2008)

Development of the Anebjerg area is connected with the Skanderborg's strategic planning aims and visions. In 2007, as a consequence of the Danish municipality reform, the organisation of the municipality changed (there was established a consortium of five municipalities) and new objectives were defined. In order to gather opinions of the citizens on the development strategy of the new municipality a special Internet web page ([www.ideoffensiv.dk](http://www.ideoffensiv.dk)) was established. Citizens could leave their ideas and comments there. The outcome was that nature, recreation possibilities, healthy living and consideration of children were regarded the most important issues in planning among the citizens. These opinions are taken into notice in the preparation of the master plan concerning the whole municipality and Anebjerg as well. (Espersen 2008)

Planning of the Anebjerg area is based on intensive cooperation and interaction with the residents, landowners and different interest groups to reach a joint development vision – a healthy and scenic town developed on a sustainable basis. In spring 2008, a co-operation agreement was made with GBL Gruppen to start more detailed planning on the basis of the landscape plan. Public participation in the planning process was stressed. GBL Gruppen developed together with the municipal planning authorities a planning game, Anebjergspillet. Results of the game frame the starting points for the master plan. (Espersen 2008)

The aim of the game is to involve residents and other interest groups in planning. The participants of the game are asked to discuss and comment several challenges and scenarios concerning the development of Anebjerg area. In addition, the participants are asked to prioritise the initiatives. The game proceeds according to carefully planned programme and rules. There is a game master who takes care that the game proceeds as planned. The areas to be discussed and study are defined beforehand by the planning authorities. The participants are divided into small groups (e.g., nine persons with a game adviser from the municipality) which consist of different representatives and roles (e.g., a landowner, resident of the area, resident of the nearby area, representatives of different organisations, politicians etc.).

There are three game rounds focusing on different issues. First round is called “a role play” in which a general development view is formulated. The point is that the roles of the participants must be changed, for example, a landowner cannot represent him/herself, the perspective must be different. The second round is called “scenarios”. The certain areas are studied more closely based on given development scenarios. Negative scenarios may also occur. Now the participants represent themselves and their real world roles. During the third round, the initiatives are prioritised. As a result, the concrete ideas and justified initiatives of the groups are placed on the game board. (Anebjergspillet a)

The Anebjerg game was realized in November 2008. There were approximately 100 enthusiastic participants playing. All the ideas presented in the game were gathered on the Internet page ([www.ideoffensiv.dk](http://www.ideoffensiv.dk)) where the discussion could continue a couple of weeks. (Anebjerg play) The preparation of the master plan started on the basis of the game results. The master plan is aimed to be completed by October 2009. (Anebjergspillet b)

The goals and activities of the Anebjerg case relating to InnoUrba project are to (InnoUrba, Skanderborg):

- Test new interaction methods in the planning process
- Get Nordic contribution to the plans.



Photo 7. View from Anebjerg area. (City of Skanderborg)

Photo 8. Location of the Anebjerg area. (City of Skanderborg)

Next page

Photo 9. A real game situation in Anebjerg play in 4th of November 2008. (Leena Soudunsaari)

Photo 10. The landscape plan was used as a game board. (Virpi Rajala)

Photo 11 (left). Participants playing. (Leena Soudunsaari)

Photo 12 (right). Housing in Anebjerg. (City of Skanderborg)





### **2.3 UMEÅ, Ön: Inter-organisational learning process based on new information technology and network actions**

The island of Ön is located in the Umeå river close to the city centre of Umeå. At the moment, Ön is a rural area with less than 300 residents. Agriculture, forests, views on the Umeå river and cultural history values characterise Ön. The city of Umeå is facing a population growth and new areas for housing and services are needed. Ön offers one of the few possibilities for infill development in the city area. New housing on Ön was first discussed in the context of master planning the municipality of Umeå in 1998. In 2002, there were two initiatives from political parties presented to the municipal council concerning the development of Ön. The council decided that a master plan of the land use of Ön is prepared with an approach of ecological housing and building. (Fördjupning för Ön)

The master planning process was started in January 2006 when a co-operation agreement was done with Arken Arkitekter AB. The consultant studied four different scenarios based on small, medium, large and extra large development. Workshops and meetings were held with the residents of Ön and different interest groups. (Fördjupning för Ön) In the planning process an instrument called "värderose" (i.e., value rose) developed by the Arken Arkitekter and Ekologigruppen AB was used. The diagram demonstrated the impacts of the four different development densities in the context of social, economic, physical and ecological sustainability. For example, if the social and economical conditions were improved the ecological sustainability could decrease. (Arken Arkitekter)

The four scenarios were presented to the municipality board committee for (urban) planning and commercial relations in October 2006. The scenarios were exhibited in public approximately four months to gather opinions and inspire discussion. Development of Ön interested the citizens a lot and approximately a hundred opinions were expressed. In addition to the discussion organised by the municipality, another development proposal by AB Bostaden was presented. Results of the discussion were summarised and issues concerning townscape, traffic and environmental impacts were considered (preliminary environmental impacts assessment). The city management office presented two revised development scenarios in May 2007, one with 1400 apartments and another with 2500 apartments. The larger development scenario was decided to be worked further. (Fördjupning för Ön) During October-December 2007, the plan with a physical scale model was set for public display. In addition, there was a possibility to find information and leave comments on the Internet pages. A part of Ön was presented as a 3D virtual model in Google Earth where the citizens and other interest groups could see how the area is going to be developed. (Samrådsredogörelse)



3D visualisation aimed at a new model of communication between the citizens, politicians and planners. The possibility to leave comments through the web pages was a new idea and it was regarded important for the planning process. (3D-visualisering) The plan was revised according to the expressed comments. The master plan with environmental impacts assessment was set for public display during May-August 2008. The plan was approved by the municipal council in December 2008. (Fördjupning för Ön)

The communication included in all of the planning phases was evaluated and also examined from the point of view of the InnoUrba project interests. The study indicates that the use of the 3D model has increased the number of citizens who have expressed their thoughts about the planning. In addition, participation of the young persons increased. The use of the 3D model has also made the planning process more transparent and easier to understand for the citizens. (Fahlgren 2009)

Development of Ön is proceeding in several phases. 3D virtual models are used to present the change. The images could be seen on the Internet page of the project Ön. Next step in the project is the preparation of the detailed plan which is based on the master plan. (Projekt Ön)

A network for sustainable housing and management is prepared by the city of Umeå and several different organisations and interest groups (e.g., planning authorities, construction companies, consultancy from different fields, banks etc.). The network aims at creating a meeting place for different actors and to facilitate the flow of information and discussion concerning sustainable housing and management. (Johansson 2009) The network focuses on inter-organisational learning. The project of Ön is a part of the network actions. An environmental and design programme (quality programme) is under preparation for Ön. In the programme, a framework for the network actions concerning Ön will be presented. This procedure aims at ensuring the forthcoming ecological planning and sustainable housing of Ön – as a continuous process and agreement between the construction companies, politicians and planners.

The goals and activities of the Ön case relating to InnoUrba project are to (InnoUrba, Umeå):

- Find new easy ways to communicate with residents by utilising a GoogleEarth application
- Create a sustainable society by ecological planning and building. A design program will cover public space, streets, parks and other green spaces
- Realize a pilot function, pathfinder for international entrepreneurs, builders and contractors involving large and small companies and consults and to gain visibility for the Ön project.

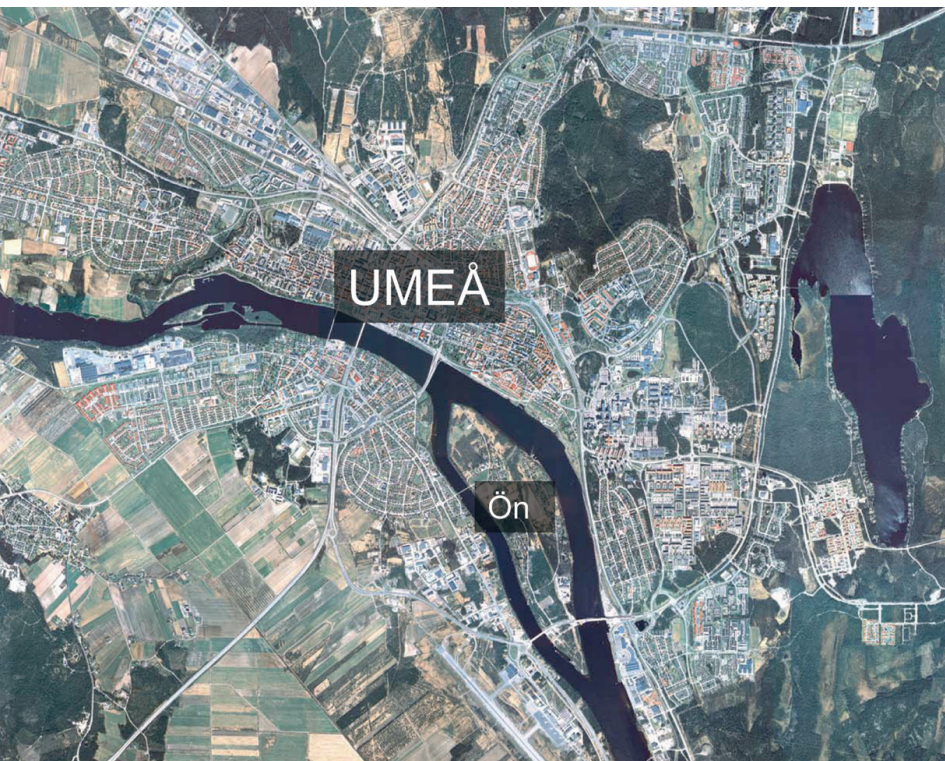


Photo 13. View from the northern part of Ön. (Arken Arkitekter AB)

Photo 14. Location of the island of Ön. (City of Umeå)

Next page

Photo 15. View from Ön. (City of Umeå)

Photo 16. The development scenarios of Ön (from left: year 2011, 2014, 2019, 2024). (City of Umeå)

Photos 17-18 (left, right). The development of Ön presented with the help of 3D virtual models. (City of Umeå)

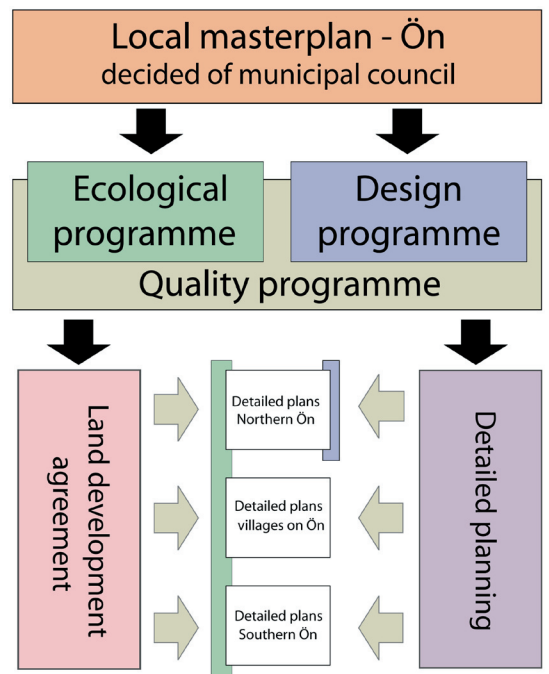
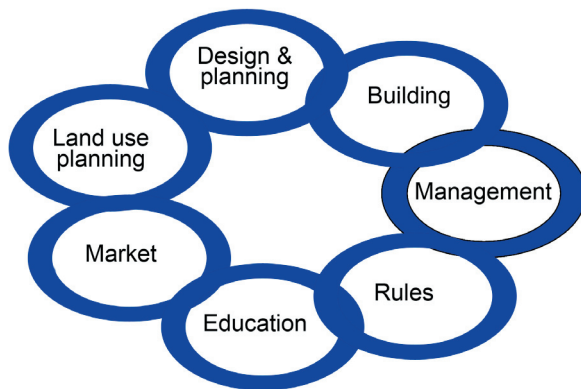
Photo 19 (left). The fields of the network of sustainable housing and management. (City of Umeå)

Photo 20 (right). The procedure to ensure quality in planning and implementation. (City of Umeå)





Network of sustainable housing and management



### 3 Innovations in urban planning

*“Cities must learn to work for their own general good.”* (Morley et.al. 1980 s.9)

An innovation can be understood as an idea, a method or a product that is considered to be new and that can be used in new ways economically or socially. Innovations are often identified with new technologies developed in private companies or as visionary ideas created by genius individuals. Public sector is seldom mentioned as an example in proposing or developing innovative solutions or products.

However, innovation can also take place and needs to take place in the local administration. According to Landry (2000), the contemporary discussion of creative cities and creative class calls for urban innovations as the corner stones of success in the global competition between the cities. This means that also the local government has to become initiative in innovation processes.

Innovations related to local government can be categorized into social and cultural, political and administrative, economic and financial, technological, spatial and physical ones. A sustainable local innovation has the following five characteristics: it is socially equitable, economically viable, politically participatory, ecologically sustainable and culturally transferable. (Perlman 1990, 10) Innovation activities – whether from an institutional, community or jurisdictional standpoint – are based on new perspectives of common problem settings. Innovations involve imaginative leaps capable of carrying beyond existing practices. An innovation has frequently to overcome initial institutional or social resistance during its phase of diffusion. (Morley et.al. 1980, 9) Sometimes the diffusion process of the local innovation turns into a catalytic snowball effect and includes creative leaps of various size, form and significance far beyond the local circumstances. The most successful innovations have the power to cause shifts in the level of a meta-paradigm or paradigm.

How are innovations in local administration born and diffused? Taking the local level as a starting point, the innovative processes can be classified in three ways: below, above and within (Martinotti 1997, 35-37). Innovation from below is linked to grass-root movements like self-organised urban movements that want to promote for example ecological or to built heritage linked urban issues. Grassroots groups and NGOs appear to be a rich source of innovation. If they are to have a significant impact, they need the acceptance of the local government. Innovation from above means an innovation imposed by the central government.

If the governmental impact spans several policy areas, they have the capacity to become powerful innovations. The third type of local innovation – within – means that an innovation is made in the local government. They take the initiative in developing new methods, ideas or products. Innovation within has much to do with sustainable managing of local urban resources, and often responses to the pressures of change.

Innovations in local administration are always bound to their context. Urban innovations do not always mean a major change: they may be small in scale and local in effect. What is innovative for one city may be already common knowledge to another – or it is realized that there is a chance for learning and adapting new ways. If this is done systematically from within, one can talk of benchmarking, meaning systematic search for best practices that lead to superior performance. Benchmarking in local administration can take various forms (Hall & Landry 1997, 6):

- Co-operation: local administration seeks to share its knowledge and contacts local administrations in other cities in order to do so.
- Competition: local administration compares what and how well it is doing something in comparison with its competitor as well as develops understanding of its own position and practices.
- Collaborations: local administration makes a conscious effort to share knowledge through active joint learning.
- Internal development work: local administration identifies its own best in-house practices and disseminates the knowledge in their organisation.

In the Nordic context the role of the local government is crucial in creating and maintaining urban resources, developing urban environments and creating urban planning methods, ideas and products. The local level innovative decisions are needed in order to incrementally transform the urban practices to meet the challenges of sustainable cities of tomorrow.



## 4 Analysis and comparison of the planning methods

Referring to the InnoUrba Project Plan – what should be the objectives and results of the InnoUrba project, there is a promise to: develop land use planning processes so that new innovative operating environments are created, boost new innovative planning practices, discuss and identify new innovative planning processes and methods, identify and test new residents' participation methods and tools, and create new kind of co-operation between different actors.

Next, the strengths, weaknesses, opportunities and threats concerning the three different methods and urban planning approaches are analysed based on the results of the round table discussion organised in the Umeå workshop on 12th March 2009. In comparison with the planning methods described in section 1.2 the new ways of actions are pointed out.

### 4.1 International architectural competition

In an architectural competition the results are based on a competition programme. It was discussed how the Toppila Shore competition programme was prepared and how the objectives of the competition were defined.

At the beginning, the intention was to organise three parallel architectural competitions in the InnoUrba case cities but this could not be realized. Preparation of the Toppila Shore competition programme was based on previous experience and the guidelines from the Finnish Association of Architects SAFA. In addition, a construction company was involved in the organisation of the competition. InnoUrba partners were consulted in order to discover the architectural companies from Denmark and Sweden to be invited to take part in the competition. It can be already noticed that an international architectural competition approach has widened the perspective/viewpoints and planning alternatives.

The evaluation process of the competition proceeds according to the competition regulations (the jury makes the decision). A new method was used in the Toppila Shore competition procedure – the InnoUrba partners were asked to evaluate the competition proposals as external Nordic experts. The feedback was gathered and delivered to the jury. In addition, the competition proposals were exhibited in a public display before the jury announced their decision.

It was discussed that is there a risk that the public opinion is asked too late – has the public opinion any influence at all in the evaluation? Even though the realization of the competition area is going to be based on the jury's decision (i.e., winner of the competition) the proposal must be worked further with the planning authorities and other bodies. The public opinion is taken into notice in the further planning phase – there may come some concrete development ideas from public to be taken into notice in the process after the competition. The public ideas could also be used in the development of other areas, not just Toppila Shore. It was discussed that gathering the public opinion could be carried out in an earlier phase if it is possible according to the SAFA regulations etc. Then the jury could also take the public opinion into account in the evaluation phase. In addition, the city could later ask from the public if the realization has been as they expected.

One innovation is that there will be more international architectural competitions in forthcoming years in Oulu because this InnoUrba competition 'test' has proven to be successful. The good experiences and benefits of the competition could also inspire Umeå and Skanderborg to organize an international architectural competition. The competition matters will be presented in the final conference in Oulu.

**The innovations in the use of the method are:**

- Development of the evaluation process. Both expert and public opinions have been gathered (on paper and on the Internet pages) and noticed in the process.
- City's courage to test a new method in planning has provided excellent results. This could inspire other cities to organise an international architectural competition.
- Using international expertise in the competition (two of the four competitors, one professional member of the jury).
- Giving a chance for a young architectural practice (one of the competitors).
- Involvement of the private sector in the competition and thus enforcing their commitment to realisation of the results of the competition.

## 4.2 Interactive planning game

In the Anebjerg game there was approximately 100 enthusiastic participants from different interest groups (residents, landowners, politicians etc.). It was discussed how the ideas based on the game results were taken into notice in the further planning of the area.

A consultant took care of preparation/planning, leading of the game and also utilisation of the game results in the actual planning process. This helped in the organisation and ensured the information flow. Sustainability was pointed out as one of the major issues among the participants – sustainability has been the key idea in planning of the area. The planning authorities had been considering a lot traffic planning of the area (linkage to railway and bus network etc.) but traffic issues were not stressed by the participants. However, the traffic issues were noticed in planning, and this was the only matter in which the public opinion was put aside. After the game, the planning authorities published a newsletter on the Anebjerg Internet web page about the issues they had learned/noticed through the game. The participants had the possibility to react to this and for example, to specify/correct issues that they regarded important. It has been noticed that real time communication and interaction with the public is important – the planners should report to the public/participants what they have learned and the ideas they are working with (the ideas should also be argued).

Participants were pleased with the game even though it took four hours – they wanted more time which was a surprise for the organisers. There was negative feedback only from one group (local nature conservation association) which criticized the game. The groups that are always heard in a ‘normal’ planning procedure may have experienced the participation of other bodies (‘outsiders’) a bit threatening. It was discussed that the game enables the hearing of unorganised groups of people and this is exceptional – in a normal planning process, the people should be organised to be heard. In addition, the game enables the participants to change their roles and to learn to look the planning from different perspective.

What are the noteworthy matters in the process from the planning authority’s point of view? To organise this kind of a game you should have clear objectives and purposes – what do you want to gain from the game. Otherwise there will be lots of disappointed people. You should be very honest with the participants and tell facts and current information – it is not a children’s play. Quality of the communication and information should be emphasized. It should be noted that citizens and politicians do not ‘speak the same language’ – it is good to use presenters from different fields/approaches to open the participants’ minds.

It was discussed that a tool like this is very good in planning of green areas and areas which are subjects of many different interests. The area to be approached by interactive planning game should be chosen carefully. Concerning the implementation of the area, the InnoUrba seminar on ecological planning and sustainable housing and network actions is regarded as an excellent learning possibility.

**The innovations in the use of the method are:**

- Creation of a new communicative and interactive planning method which is very well linked into the real-life planning process. The method is transferable and adaptable into different planning systems and practices /countries.
- Different actors (e.g., politicians, residents, interest groups etc.) are able to learn the basics of planning. Planning process and its phases (e.g., evaluation, prioritization, decision-making etc.) becomes more understandable.
- Organising an interactive platform where the so-called open innovation process can take place.

### **4.3 Inter-organisational learning process based on new information technology and network actions**

Master planning and development concerning the island of Ön has been approached by new information technology (presented as a 3D virtual model in Google Earth) and by network actions based on different stakeholders interested in ecological planning and sustainable housing.

The use of new information technology enabled gathering more information/ comments from the citizens as the 'normal' planning procedure would have. The citizens were able to leave their comments on the plan on the Internet pages of the project Ön. The utilization of new information technology increased particularly the participation of young persons who would normally be 'left out' of the planning process. In addition, the planning process became more transparent and easier to understand for the citizens. The 3D model aimed at new way of communication between the citizens, politicians and planners – and this has been achieved.

The method is going to be used again in another planning process but it should be remodelled to suit the planning area in question. In addition, the technology is developing rapidly and this may have some influence on the 3D virtual model

method. People are used to use Internet on their daily matters, and with the method the citizens can be reached. But the use of Internet may also be seen as a challenge – the Internet is huge. How to reach the citizens with issues concerning planning? Several methods should be used together: the ‘normal’ planning process, Internet, articles on newspapers etc. The attention of the citizens must be awakened so that they know to visit/use the web pages of the planning process.

A challenge is that the use of this method needs a lot of money and time. The area to be approached by 3D virtual model method should be chosen carefully – it is not a tool for every case. Building of the 3D model takes time and there should also be time for the citizens’ comments. The whole planning process may become longer than a normal process.

It was discussed that the 3D model based participation is valuable and needed but how to be sure that the ideas will also be implemented – how to create a continuum? The network has an important role in the process.

The network includes planning authorities and different organisations and interest groups, for example, construction companies, planners, banks etc. The focus is on inter-organisational learning. The Ön project is a part of the network actions. An environmental and design programme (a quality programme) is under preparation for Ön. The aim is to make an agreement between the construction companies and planning authorities to develop Ön on a sustainable and ecological basis, not forgetting the results of the master planning phase.

#### **The innovations in the use of the method are:**

- The use of the ICT method has widened the number of participants and comments. Different interest groups (e.g., young people) have been reached. This has improved the quality of planning.
- Inter-organisational learning is possible through network actions. Commitment to the network helps the realization of the quality issues defined in the earlier planning phase (i.e., a ‘continuum’ could be created).
- Organising a local professional forum in order to catalyse the transformation of urban practices.



#### 4.4 Evaluation of the cases

In the following table, the three cases are evaluated from the perspective of novelty of the method, quality of the results, significance of the method/results and transferability of the method.

Table 1. Evaluation of the cases.

|                    | <b>Novelty</b>                             | <b>Quality</b>   | <b>Significance</b>   | <b>Transferability</b>  |
|--------------------|--|--|---|---|
| <b>OULU</b>        | Locally high, in the European scale medium | High in the competition entries, quality of the realisation still to be seen | High potential to be used again and to have an effect on the local planning practices, no decisions yet | High, the competition concept easily transferable to other places |
| <b>SKANDERBORG</b> | Locally high, in the European scale high   | High   | High, will be used again in Skanderborg   | High, the game easily transferable to other places                |
| <b>UMEÅ</b>        | Locally high, in the European scale medium | High potential   | High potential to have an effect on local practices   | High, the network easily transferable to other places             |

## 5 Findings, guidance for good practices

The innovations in the InnoUrba project have been linked to planning processes, organisation of planning and products of planning. The case of Oulu shows a deliberate way of opening the planning towards private sector and international professionals as well as presenting many innovative spatial and architectonic ideas in the competition entries. The case of Skanderborg is an excellent example of a novelty in action where planning is organised so that it has the character of an open innovation process and aims at enhancing the birth of a sustainable living environment. The network in Umeå has the potential to become a forum that catalyses systemic local change in planning and building practices, as well as uses technology innovations – like in the case of Ön – as a part of planning processes in order to raise the quality of the end product: the urban environment.

Furthermore, the project InnoUrba has included various forms of benchmarking (see chapter 3) in order to enhance innovation in the urban context. The three municipalities of Oulu, Skanderborg and Umeå have sought to share their knowledge of urban planning in co-operation. The project has developed understanding of their own position and has formed an arena for joint learning in issues related to urban planning and environments. It has also helped the cities to identify their own best in-house practices and to take steps forward in their internal development work.

In conclusion, some findings are gathered to give tips for the use of planning methods – as guidance for good and innovative planning practices.

- The role of a municipality in taking the initiative to use new planning methods is significant. For example, establishing international relationships may initiate planning projects.

- The timing of innovative planning methods should be carefully planned, for example, how the participation is organised in relation to the proceeding of the planning project. The method and results based on it are more useful if the method is used in an early planning phase. It should be carefully defined how the results of the method are going to be used in planning. There should be a 'continuum'.

- The area to be studied through an innovative planning method should be carefully selected. In addition, the method to be used should be carefully considered. It should be noticed that different methods need more resources (e.g., planning/preparation, time and money).

- The use of innovative methods improve real-time participation and interaction. The organisers should inform the participants about the proceeding of the planning process – how the results of the interactive planning method are used, how the development proceeds etc.

- The innovative methods improve the participation and reaching of the 'ordinary' people. The Internet has proven to be a good instrument but a mixture of methods should be used (i.e., normal/traditional information and innovative methods).

- The use of innovative methods makes the so-called collaborative planning possible. The outcome of the planning process is more acceptable and there may not be resistance as in a 'normal' planning process.

- Varied planning alternatives and new viewpoints may be reached by the use of innovative methods. The quality of planning could be increased.

- Innovative, open and communicative activities could enrich the planning processes and practices (e.g., co-operation with international partners, networking etc.).

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Oulun yliopisto Arkkitehtuurin osasto Yhdyskuntasuunnittelun laboratorio  
Julkaisu AO B 30, 2009

ISSN 0358-1187  
ISBN 978-951-42-9151-7

Oulun yliopistopaino  
Oulu 2009

UNIVERSITY of OULU  
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