

Developer Driven Detailed Development Plans

A Mapping of 30 Swedish Municipalities

Master's thesis in Design and Construction Project Management

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Management*

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Cover: A matrix chart and a map illustrating the involvement of developers in the detailed development plan process among the 30 municipalities included in the study. For further reading, see chapter 6.

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ABSTRACT

The urban planning process in Sweden has been identified as a bottleneck for the construction of housing. The detailed development plans have become increasingly extensive and detailed, making the process inefficient. As a result, the interest for involving developers in the planning process has increased and several municipalities are currently implementing developer driven detailed development plans (DDD) as pilot studies. In DDD, the developer is allowed to take on more responsibility for the planning process whilst the surveillance and exercise of authority still remain with the municipality. However, how municipalities utilize DDD and developer involvement in the planning process varies as there is no formal definition nor regulation in the Planning and Building Act. Thus, the purpose of the thesis is to map and analyze how different municipalities work with developer involvement in the detailed development plan process as well as how the implementation and development of DDD can be informed and facilitated. In order to conduct the study, an inductive research approach was applied. Four interviews with consultants with experience in DDD were conducted, followed by interviews with representatives from 30 municipalities in the southern and middle part of Sweden. Parallel to the interview study, a literature study was conducted covering the detailed development plan process and theories related to stakeholder management and change management. The study concludes that DDD can be characterized as having five different levels of developer involvement rather than being viewed as one definite approach, and that 20 out of the 30 municipalities work within the different levels of DDD. The mapping illustrates that municipalities' geographical location can indicate how likely they are to implement DDD, apart from this no other patterns were detected. By applying the theoretical framework, six organizationally related aspects and three success factors were identified as critical for the implementation and development of DDD. The three success factors include guidelines, evaluation and the selection of pilot projects. Furthermore, it was identified that consultants can facilitate DDD by utilizing their collective body of knowledge, managing stakeholders and acting as a change agent.

Key words: Urban Planning, Detailed Development Plan, Developer Driven Detailed Development Plans, Developer Involvement, Swedish Municipalities, Stakeholder Management, Change Management

Exploatörsdrivna detaljplaneprocesser

En kartläggning av 30 svenska kommuner

Examensarbete inom masterprogrammet Design and Construction Project Management

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SAMMANFATTNING

Byggtakten för bostäder i Sverige hämmas av stadsplaneringsprocessen som kritiseras för att vara ineffektiv och långdragen. Detaljplanernas omfattning, komplexitet och detaljrikedom har ökat vilket gör denna process ineffektiv. Som följd av detta har kommuner börjat involvera exploatörer i detaljplaneprocessen i större utsträckning och flera kommuner har initierat pilotprojekt för exploatörsdrivna detaljplaneprocesser (EDP). I EDP tar exploatören ett större ansvar för att driva planeringsprocessen medan myndighetsutövning och det yttersta ansvaret kvarstår hos kommunen. Kommuner har däremot tillämpat EDP och exploatörsmedverkan på olika sätt då det inte finns någon generell definition eller reglering i Plan- och bygglagen. Syftet med detta examensarbete är därför att kartlägga och skapa en förståelse för hur olika kommuner arbetar med att involvera exploatören i detaljplaneprocessen samt hur implementeringen och vidareutvecklingen av EDP kan underlättas. Arbetet utgår från en induktiv forskningsmetod och innefattar totalt 34 intervjuer: fyra intervjuer med erfarna konsulter inom EDP samt intervjuer med representanter från 30 kommuner i syd och mellan Sverige. Parallellt med intervjustudien har en litteraturstudie utförts, vilken behandlar detaljplaneprocessen och teorier kring intressenthantering och förändringsledning. Examensarbetet visar att EDP kan ses som en skala med fem nivåer av exploatörsinvolvering, snarare än ett definitivt arbetssätt. Kartläggningen visar att 20 av 30 kommuner arbetar inom spektrumet för EDP samt att en kommuns geografiska position kan antyda huruvida den använder sig av EDP eller inte. Bortsett från detta kan inga tydliga mönster eller likheter uttydas mellan de kommuner som använder EDP. Genom att kombinera det teoretiska ramverket med det empiriska resultatet identifierades sex organisatoriskt relaterade aspekter och tre framgångsfaktorer som bör adresseras för vidareutveckling och framtida implementering av EDP. De tre framgångsfaktorerna inkluderar riktlinjer, utvärderingar och urval av pilotprojekt. Vidare fastställer examensarbetet att konsulter kan underlätta EDP genom att tillämpa sin samlade kunskapsbank, hantera intressenter och agera som förändringsledare.

Nyckelord: Stadsplanering, Detaljplan, Byggherredrivna-, Byggaktörsdrivna-, Exploatörsdrivna detaljplaner, Byggherreplaner, Privat initiativrikt, Svenska kommuner, Intressenthantering, Förändringsledning

PREFACE

This master thesis concludes our five years at Chalmers University of Technology and leaves us feeling proud, glad and grateful. This chapter ends with a slight bittersweet feeling, but we must say that Chalmers has made us more than ready for the next new chapter of our professional lives.

The last five years have comprised both challenging and joyful times, and we would like to appoint the greatest thanks to our friends, families, supervisors and professors who have guided and supported us through these years.

We would also like to appoint a great thank you to our energetic supervisor and examiner Göran Lindahl at Chalmers, as well as our supervisors at Tyréns. Furthermore, we would like to thank all the interviewees that have participated in the study. Without your irreplaceable contribution, there would be no master thesis.

Lastly, we like to thank each other, for a very well accomplished collaboration as well as for always pushing and encouraging the other.

“A mapping of 20 municipalities is good, but 30 is better”

Göteborg, June 2021

Sofie Hammer & Joline Kraemer

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Glossary

Area Regulations	Områdesbestämmelser
Building committee	Byggnadsnämnd
Building permit	Bygglov
Comprehensive plan	Översiktsplan
Consultation	Samråd
Consultation report	Samrådsredogörelse
County Administrative Board	Länsstyrelsen
Detailed development plan	Detaljplan
Developer driven detailed development plan	Exploatörsdriven detaljplan
Environmental impact assessment	Miljökonsekvensbedömning
Exercise of authority	Myndighetsutövning
Illustration map	Illustrationskarta
Municipal assembly	Kommunfullmäktige
Official letter	Tjänsteskrivelse
Plan administrator	Planhandläggare
Plan architect	Planarkitekt
Plan assignment	Planuppdrag
Plan consultant	Plankonsult
Plan department	Planenheten
Plan map	Plankarta
Plan proposal	Planförslag
Plan regulation	Planbestämmelser
Planning document	Planhandling
Planning fee	Planavgift
Planning notification	Planbesked
Planning program	Planprogram
Planning queue	Plankö
Planning rate	Plantaxa
Real property list	Fastighetsförteckning
Regional plan	Regionplan
Review	Utredning
Review process	Granskning
Review report	Granskningsutlåtande
Statement of opinion	Yttrande
The National Board of Housing, Building and Planning	Boverket
The Swedish Environmental Protection Agency	Naturvårdsverket
The Swedish Planning and Building Act	Plan- och bygglagen
The Swedish Transport Administration	Trafikverket
Urban planning committee	Stadsbyggnadsnämnd

1 Introduction

In Sweden, the built environment does not meet the demand of the urbanization and growing population, and a shortage of housing has accumulated (Boverket, 2020a). As a result, 90% of the Swedish population currently lives in a municipality with a housing shortage (Boverket, 2020b). The detailed development plan process has been identified as a bottleneck, hampering the construction rate when municipalities cannot produce plans in accordance to the societal and industrial demand (Cars, Kalbro, & Lind, 2013). The municipalities regulate the exploitation of land and water areas through detailed development plans. The detailed development plans are regulated by the Swedish Planning and Building Act, from which the municipalities obtain their position as an authority in urban planning (Boverket, 2018b).

In pursuit of making the planning process more efficient, some municipalities utilize developer driven detailed development plans. This entails that the developer is allowed to take on more responsibility for the planning process whilst the surveillance and exercise of authority still remain with the municipality. However, municipalities utilize developer driven detailed development plans with different interpretations, conditions and objectives (Alingsås Kommun, 2017; Göteborgs stad, 2021; Härryda Kommun, 2020; Planenheten Kungälv kommun, 2019) as no formal definition nor regulations exist (SOU, 2019:9).

In 2016, the Swedish government published a pro memoria addressing the need to increase the construction rate by focusing on the lack of efficiency in the urban planning process (Regeringskansliet, 2016). This generated a governmental inquiry which included an investigation of how the prerequisites for developer involvement in the detailed development plan process could fasten urban planning (Regeringskansliet, 2017). The inquiry resulted in a referral of amendment of the law which aims to clarify the Swedish and Planning and Building Act regarding how developers can be involved in the planning process. The proposals are advised to come into force in August 2021 (SOU, 2019:9).

The thesis has been done in collaboration with the consultancy firm Tyréns, who has experience in representing both municipalities and private actors in developer driven detailed development plans (Tyréns AB, 2019). Tyréns focuses their work on sustainable solutions in urban planning and infrastructure, and is one of the largest consulting firms operating within the construction industry in Sweden (Cinode, 2020; Svensk Byggtjänst, 2020; Tyréns AB, 2021b).

Due to the societal, industrial and political interest, this thesis will focus on mapping and creating an understanding for the current state of how Swedish municipalities involve the developer in the detailed development plan process.

1.1 Purpose and Aim

The purpose of the thesis is to map and create an understanding for how different municipalities work with developer involvement in the detailed development plan process. The thesis will also examine how stakeholder management and change management theories can inform and facilitate the implementation of developer driven detailed development plans. Based on the mapping and the theoretical application, the role of external consultants in developer driven detailed development plans will also be investigated. The thesis aims to facilitate the collaboration between consultants and municipal officials by creating an understanding for the challenges and opportunities of the developer driven detailed development plan process. This will furthermore benefit developers with an interest in utilizing developer driven detailed development plans.

1.2 Delimitations

The focus of the thesis is the detailed development plan process but does not consider how the developer driven approach affects the entire urban planning process and the subsequent construction phases. Given the subject area it would seem reasonable with an overview of urban planning theory, however the thesis takes the current planning regulation as a starting point and therefore focus on the current aspects and adaptations. Furthermore, the mapping study will be based on 30 municipalities in the southern and middle parts of Sweden, thus not covering all of Sweden. The interview study includes municipal representatives and external consultants. There were no interviews conducted with developers as it was not feasible to include within the limits of this study.

1.3 Research Questions

The study takes its starting point in the following research questions:

- To which extent does Swedish municipalities involve the developer in the detailed development plan process?
- How can stakeholder management and change management theories inform and facilitate the implementation and development of developer driven detailed development plans?
- How can external consultants facilitate the implementation and development of developer driven detailed development plans?

1.4 Ethical, Social and Ecological Aspects

The master thesis has taken ethical, social and ecological aspects into account. The ethical issues of the thesis are mostly related to the interview study and is thus depicted in the method chapter. When considering the social and ecological aspects of the study, it becomes evident that there is a contradiction between the two. The need for an increased construction rate is a social aspect that does not align with the ecological aspect of preserving natural habitats and constraining climate impact. Thus, the thesis investigates how developer driven detailed development plans can accelerate the construction rate while not confining the current ecological considerations of the detailed development plan process.

1.5 Contributions

Currently, the only research on municipalities' work with developer driven detailed development plans are two previous master theses (Andersson & Fält, 2019; Edlund, 2018). These theses consist of case studies of a limited amount of developer driven detailed development plans, mainly in the Gothenburg region. This master thesis will thus contribute with an overview of how municipalities in different regions utilize developer driven plan processes. This thesis also included municipalities who do not explicitly utilize developer driven detailed development plans and thereby depict different levels of developer involvement.

The mapping study focused on municipalities, but the result aims to facilitate the process for all the involved stakeholders by creating an understanding of the developer driven detailed development plan process. Aspects concerning stakeholder management and change management are also elaborated, which can serve as a guidance for how the implementation and development of detailed development plans can be informed and facilitated.

1.6 Disposition of the Thesis

The thesis starts with an introduction and a background setting the agenda for the master thesis work on the detailed development plan and various approaches to it. It continues with a theoretical framework that is based on the two perspectives that were used for analysing the collected material. This is followed by the methodology chapter which describes the basic approach of the work. The main chapter with findings, chapter five, describes the interview result. This is then applied in the discussion and analysis, which aims to shed light on the developer driven detailed development plan process. The last chapter include the conclusion and suggestions for future research.

An important note is that the concept of DDD is used regularly in the report. It always refers to developer driven detailed development plans, and it will be mentioned whenever needed for clarity otherwise it will be assumed that it is the process in focus. As DDD is the focus of the thesis, the concept will not be specifically stated in each subheading.

2 Background

The following chapter covers an overview of urban planning and the detailed development plan process in Sweden. The chapter aims to provide the reader with a basic understanding of the planning process and its surrounding conditions. Furthermore, the concept of developer driven detailed development plans is presented.

2.1 An Overview of Urban Planning

Physical planning encompasses how land and water areas are used, as well as the design and placement of buildings and infrastructure. The physical planning in Sweden is regulated by the Swedish Planning and Building Act (Boverket, 2018b). The central motives for regulating physical planning are to direct the future land use, to guide developers and real estate owners, to ensure citizens' involvement and to provide a basis for building permit applications (Kalbro & Lindgren, 2018). The Planning and Building Act assigns the main responsibility for physical planning and processing permit applications to the Swedish municipalities (Boverket, 2018b).

The purpose of the Planning and Building Act is to support a societal development with appropriate and equal living conditions, and a sustainable habitat, whilst taking the freedom of individuals into account¹. The Planning and Building Act comprises four types of plans: the regional plan, the comprehensive plan, area regulations and the detailed development plan (Boverket, 2018b), see figure 1. The regional plan and the comprehensive plan direct the long-term physical planning of the municipalities, whilst area regulations and the detailed development plan regulate land use in more detail.

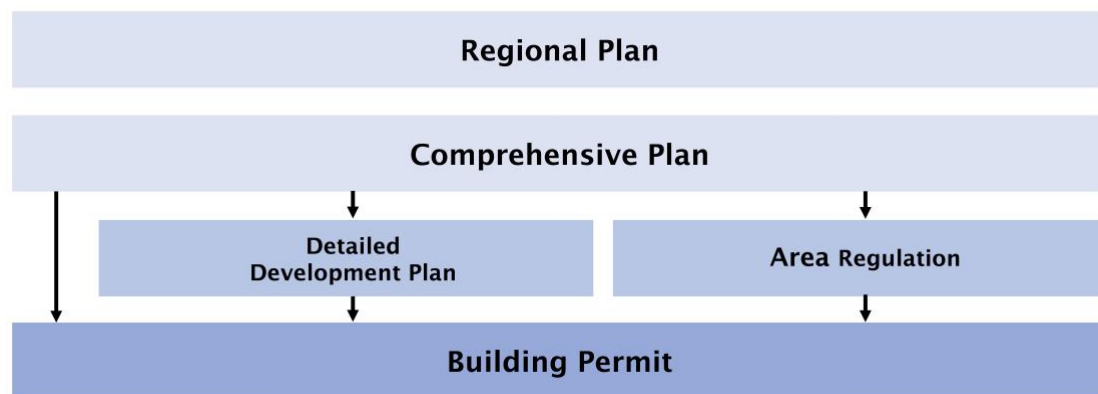


Figure 1. An overview of the urban planning process. Source: Kalbro & Lindgren, 2018.

The regional plan can be utilized when coordination between two or more municipalities is required for physical planning, e.g., regarding certain traffic routes, housing supply, green areas and/or climate objectives (Boverket, 2018b; Kalbro & Lindgren, 2018). The comprehensive plan covers the total municipal area² and directs the long-term orientation of the physical environment and the future development of the municipality's land and water areas³. The comprehensive plan serves as a guidance for subsequent plans, regulations and permit applications but is not per se legally

¹ 1 chap. 1 § Plan- och bygglagen (2010:900) (PBL) [The Swedish Planning and Building Act]

² 3 ch. 1 § PBL

³ 3 ch. 3 § PBL

binding⁴. Municipalities can adopt area regulations when there is a need to secure the objective of a comprehensive plan or safeguard any national interest in limited areas, which are not covered by a detailed development plan⁵.

The municipalities can regulate land and water use of a particular area in more detail through the detailed development plan (Boverket, 2018b). The plan is legally binding and examines whether or not a specific area is suitable for development related to new construction, altering or preserving existing buildings⁶. The content of the detailed development plan and its related procedures will be presented further in the following section. The detailed development plan forms the basis for processing permit applications. A building permit is required for new construction, extensions and certain alterations to an existing building⁷. Building permits can be given without a corresponding detailed development plan, but that does not restrict the municipalities' monopoly position since they also govern the building permits (Kalbro & Lindgren, 2018).

2.2 The Detailed Development Plan Process

According to Kalbro & Lindgren (2018), the detailed development plan has four purposes: to create a generic method to develop land for specific usage, to enable stakeholders to influence the development of the plan, to establish the stakeholders' privileges and obligations in relation the plan and to create a clear and efficient permit process. The following sections further describe the procedure of establishing a detailed development plan, its content and the involved stakeholders.

2.2.1 Establishing a Detailed Development Plan

The municipalities hold monopoly position in the detailed development plan process as a result of the responsibility assigned to them through the Planning and Building Act. A developer can request a planning notification from the municipality if a detailed development plan does not exist or has expired for the area (Kalbro & Lindgren, 2018). The planning notification is final and cannot be overruled in accordance with the municipalities' monopoly position⁸. The lead time between the positive planning notification and the initiation of the plan work varies between municipalities and depends on the characteristics of the detailed development plan (SOU, 2019:9; Sveriges Allmännyttä, 2021). If the municipality is not able to initiate the plan work immediately, the detailed development plan is placed in a planning queue. According to SOU (2019:9) and Sveriges Allmännyttä (2021) the planning queue in municipalities often amounts to two years.

When the municipality initiates the detailed development plan process, they must first create a planning program, if deemed to be necessary⁹. The planning program should establish the current status of the area, and the intentions and ambitions for the detailed development plan. When the planning program is established, consultations will be held

⁴ 3 ch. 2 § 3 par. PBL

⁵ 4 ch. 41-42 §§ PBL

⁶ 4 ch. 2 § PBL

⁷ 1 ch. 2 § PBL

⁸ 5 ch. 5 § PBL

⁹ 5 ch. 10 § PBL

with concerned authorities such as the Swedish Transport Administration, the County Administrative Board and other stakeholders with an evident interest¹⁰. Subsequently, a preliminary proposal of the detailed development plan is published, and a corresponding consultation will be held. These consultations intend to provide the affected stakeholders with necessary understanding of how the plan will impact the area, as well as a to provide a forum for them to influence the process.

The final planning proposal is published after consultations and correlated revisions of the preliminary proposal of the detailed development plan. This is followed by a consultation period¹¹ with corresponding revision¹² and eventual republishing if the plan is changed significantly¹³. This process is repeated until the plan is satisfactory. The final planning proposal is adopted and approved by the municipal council and/or the building committee¹⁴. An overview of the detailed development plan processes can be seen in figure 2.



Figure 2. An overview of the detailed development plan process. Source: Kalbro & Lindgren, 2018.

The Municipal Planning Fee

Municipalities have the possibility to charge a fee to cover their expenses related to the planning process¹⁵. The fee for establishing a detailed development plan is called planning fee and covers expenditures related to the planning program and the final plan proposal, e.g., for personnel, reviews, measurements, preparation of maps and real property lists (Boverket, 2021; Kalbro & Lindgren, 2018). The basis for how the fee is calculated should be declared in a planning rate, which is determined by the municipal

¹⁰ 5 ch. 11 § PBL

¹¹ 5 ch. 11a § PBL

¹² 5 ch. 17 § PBL

¹³ 5 ch. 25 § PBL

¹⁴ 5 ch. 28 § PBL

¹⁵ 12 ch. 8 and 9 §§ PBL

assembly¹⁶. The planning rate can differ between municipalities as it reflects the individual municipality's planning conditions (SKR, 2020c). The stakeholder who has requested the planning notification and initiated the detailed development plan is obliged to pay the planning fee¹⁷, regardless of the outcome of the planning notification (Boverket, 2021). When a developer participates in the planning process and executes parts of the plan work, the planning fee should be reduced (Kalbro & Lindgren, 2018).

2.2.2 The Content of the Detailed Development Plan

The detailed development plan consists of a plan map and plan regulations¹⁸, which determine the boundaries for public areas, development districts and water areas as well as state the implementation period. The implementation period of the plan is minimum five years and maximum fifteen years. The period is based on what is considered a reasonable amount of time to implement the plan¹⁹. During the implementation period, developers are guaranteed permission to build in accordance with the plan. When the implementation period has expired, the municipalities can give permission to a developer to build in accordance with the plan, however they can also invalidate, replace or change the plan (Boverket, 2016b).

In addition to the obligatory information, the detailed development plan can also consist of additional information such as placement, scope, design, execution and completion of the buildings. This is often presented in a program. However, the detailed development plan should not be more detailed than necessary in relation to its function and implementation²⁰. According to Kalbro & Lindgren (2018), a detailed development plan normally consists of:

- Plan map and plan regulations
- Planning program and environmental assessments
- Planning descriptions
- Real property list
- Consultation report
- Illustration map

2.2.3 Stakeholders in the Detailed Development Plan Process

In Sweden, the planning and construction process involves stakeholders such as developers, landowners, the State and municipalities (Boverket, 2019). In order for the process and legislation of the Planning and Building Act to function adequately, it is important that actors are knowledgeable of their respective roles and responsibilities, as well as of their interaction within the process.

The developer or real estate owner initiates the project and can be a private individual, an enterprise, a municipality or the State (Boverket, 2016a). The State directs the planning and construction in Sweden through the Planning and Building Act (Boverket,

¹⁶ 12 ch. 10 § 2 par. PBL

¹⁷ 12 ch. 11 § PBL

¹⁸ 5 ch. 8 § PBL

¹⁹ 4 ch. 21 § PBL

²⁰ 4 ch. 32 § PBL

2019) and the main responsibility for overseeing the interests of the State is assigned to the County Administrative Board. The County Administrative Board assess if a detailed development plan may impinge on national interests, environmental quality standards, shoreland protection or other aspects related to health and security.

The municipalities take on several roles in the planning and construction process, both as an authority and as a real estate owner. In addition, the municipalities are responsible for certain services such as water, sewage and waste (Boverket, 2018a). The decision-making body of a municipality is the municipal assembly, which consists of elected representatives (SKR, 2020b). Their work is politically influenced and includes decision-making in important municipal matters. Every municipality must have a building committee²¹, which consists of elected representatives supported by an administration with officials (Boverket, 2018a). The building committee governs the different phases of the construction process, oversees that the Planning and Building Act is followed and makes decisions on permits. The committee is also responsible for promoting an appropriate building culture and esthetical urban environment, following the societal development, initiating physical planning procedures, collaborating with actors relevant for the committee, offering counselling and providing new construction maps²². The municipalities are politically driven, but the local political influence of the building committee is limited as it operates under the Planning and Building Act (Boverket, 2018a).

The municipality is responsible for all exercise of authority under the Swedish Planning and Building Act, for which the main responsibility lands upon the building committee (Boverket, 2018a). The notion exercise of authority is well established and used in text of a law, but it can nonetheless be unclear what the notion actually encompasses (Nationalencyklopedin, 2021). Exercise of authority are generally characterized by decisions and other measures which demonstrate the authority of the society in relation to the citizens. Authorities and the officials must thus act in compliance with certain rules and guidelines, and the mandate to exercise authority must always be based on law or other constitutions. Exercise of authority related to the planning process encompasses planning notifications, the adoption and approval of detailed development plans, building permits etc. (Boverket, 2018a).

2.3 Challenges in the Planning Process

The planning process in Sweden has been subject for numerous discussions and debates over the last years (Cars et al., 2013; SOU, 2019:9; Zetterlund, 2016). There is a large social and political interest for how the increasing population, the demand for continuous growth and the shortage of housing should be supplied for. The planning process is frequently pointed out as an impediment limiting the construction rate. Some of the discussions related to the challenges in the planning process will be further displayed in the following sections.

²¹ 12 ch. 1 § PBL

²² 12 ch. 2 and 4 §§ PBL

2.3.1 Obsolete Distribution of Power

Cars et al. (2013) examine why the construction rate in Sweden remains low despite the increasing demand for housing and infrastructure. They shed light on the inefficiency of the planning process and suggest that it needs to be better aligned with today's society. The municipalities received the monopoly position in urban planning in 1947 and since then new conditions have naturally emerged. According to Cars et al. (2013), the idea of the municipality being the only stakeholder influencing the social development is thus no longer valid. The authors argue that no individual actor possess the sole power to develop a city. Instead, it is evident that multiple actors are mutually dependent on each other in order to pursue a project from idea to realization.

Furthermore, Cars et al. (2013) show that there is a demand for an increased collaboration between municipalities and developers in the planning and decision-making process. This could according to the authors be achieved by experimenting with the division of roles and responsibilities. For example, the impact of developers, politicians and municipal representatives could be allowed to vary between different planning projects. A possible approach could according to Rankka (2015) be to distribute a larger part of the planning process onto the developer. This would clarify the municipalities' role as an authority and supervisor of the legal framework, whilst offering a solution to the municipalities' extensive workload and lack of resources.

2.3.2 Deficient Municipal Processes

The planning process is pointed out as being too slow as well as suffering from insufficient municipal resources, thus becoming an obstacle for the construction of housing (Boverket, 2020b; Stockholmsgruppen för Tillväxt, 2014). The slow planning process entails that construction projects will prolong over several economic cycles, which increases the economic risks for all involved stakeholders (Stockholmsgruppen för Tillväxt, 2014; Zetterlund, 2016). Boverket, (2020b) further points out that the lack of necessary competence within the municipality hinders the construction of housing. Additionally, the ambition of the officials and the politicians in the municipalities can deviate, which can create conflicts regarding the desired level of exploitation (Rankka, 2015; Stockholmsgruppen för Tillväxt, 2014). Zetterlund (2016) also states that there is a high demand for better collaboration among municipalities. However, as municipalities are under large pressure to make their processes faster, the demand for effectiveness often aggravates the possibilities to collaborate.

2.3.3 Extensive and Complex Plans

The time to complete a detailed development plan, from initiation to admission, varies between two months and nine years (Kalbro, Lindgren, & Paulsson, 2012). However, most plans take around two years to complete (Kalbro et al., 2012; SKL, 2018). The time between positive planning notification and initiation of the plan can also vary. In Stockholm, it is common to wait three years before the plan is initiated by the municipality (Zetterlund, 2016). Kalbro et al. (2012) demonstrate that detailed development plans have become increasingly detailed and based on the statistics of SKR (2020a), the time to complete a detailed development plan has increased in recent years. Zetterlund (2016) adds that overly detailed and narrow detailed development plans is a way for plan administrators to ensure that projects will not deviate from the

municipality's objectives. According to her, the high level of detail is based on a distrust between the actors in the planning process.

2.4 Introducing the DDD Concept

Besides the growing complexity of urban planning, the construction sector is also under the context of political influence and a significant demand for housing (Zetterlund, 2016). As a result, stakeholders in the construction sector demand more efficient processes. One of the emerging approaches for making the planning process more efficient is to allow developers to become more involved in the detailed development plan process. This approach can be denominated in various ways, e.g., developer driven plans, stakeholder participation, private initiatives right and private actor participation (SOU, 2019:9; Stadsledningskontoret Göteborgs stad, 2019; Tyréns AB, 2019). The concept of developer involvement will from now on be referred to as developer driven detailed development plans and abbreviated to DDD. According to (Tyréns AB, (2021a), DDD entails that the developer takes on a larger part of the responsibility in the planning process.

DDD is currently interpreted and implemented in different ways, but in an attempt to formalize the process some municipalities have in the last couple of years launched pilot projects (Gilbert, 2020; Göteborgs stad, 2021; Härryda Kommun, 2020; Kungsbacka Kommun, 2021). These municipalities have described DDD as delegating large parts of the responsibility for the detailed development plan to the developer. The developer pursues the detailed development plan work, while the municipal plan administrators oversee the process and perform the exercise of authority. The municipalities view DDD as a potential way to meet the demand of the developers, emancipate municipal resources, increase the construction rate, and better utilize the competence of developers. However, the extent to which municipalities delegate parts of the planning process to developers differ among municipalities (Göteborgs stad, 2021; Härryda Kommun, 2020).

2.4.1 The Final Report on Private Initiatives Right

Since its renewal in 2011, the Swedish Planning and Building Act has been subject for several inquiries and reforms (SOU, 2019:9). To make the physical planning process faster and more efficient, real estate owners', developers' and other private actors' possibility to initiate and be part of establishing detailed development plans has been discussed. Currently, there is no explicit regulation in the Planning and Building Act for private actor involvement in the detailed development plan process. This entails that municipalities have a relatively large scope of action for how they allow developers or other actors to participate in the planning process.

In 2019, the final report *Privat initiativrätt: Planintressentens medverkan vid detaljplanläggning* [Authors' translation: Private Initiatives Right: Stakeholder participation in detailed development planning] was published. The final report states that there is no general accepted definition of private initiatives right, but in the final report, it comprises increased and clarified possibilities for private actors to participate in the municipal planning process (SOU, 2019:9). One advantage of an increased private actor involvement is presented as a shortened lead time from idea to completion. Additionally, the involvement of private actors can result in a more efficient utilization

of municipal resources. The final report concludes that there is a certain need and demand for an increased involvement of private actors in the detailed development plan. For that reason, a reform which clarifies and develops this approach should be established (ibid). A selection of the proposals in the final report are:

1. *Municipalities retain the overall responsibility for the planning process.* The municipalities should continue to be responsible for all exercise of authority, such as admitting plans and performing consultations. These tasks should not be assumed by private actors.
2. *The Planning and Building Act should clarify that other actors than the municipality are allowed to contribute with supporting planning material.* This will accentuate that there is no formal impediment for private actor participation in the planning process.
3. *The prerequisites for private actor involvement in the planning process should be clarified and developed in the Swedish Planning and Building Act.* A clarification in the Planning and Building Act could contribute to make the planning process more predictable, coherent and transparent for all involved actors.
4. *A positive planning notification should include which planning documents that are expected to be required, if requested by the private actor.* Private actors are thus granted information about the reviews that they can perform which can help decrease the lead time from positive planning notification to actual initiation of the planning process.
5. *Private actors should be allowed to obtain statements from the County Administrative Board when receiving a positive planning notification.* These statements are usually received in a later phase of the planning process and acknowledging them earlier is advantageous for all involved actors.

The final report has now been processed and a referral for amendment of the law including these proposals were admitted to the Council on Legislation in the end of January 2021 (Regeringskansliet, 2021). The amendment of the law is advised to come into force the 1st of August 2021.

3 Theoretical Framework

The following chapter covers stakeholder management and change management theories. The chapter aims to provide the reader with an understanding of the theoretical framework which will be applied for the upcoming discussion and analysis.

3.1 Stakeholder Management

A construction project can have both positive and negative effects on large number of interests from initiation to completion (Olander, 2007). The actors representing these interests are referred to as project stakeholders. The different stakeholders' expectations on the construction project can often stand in conflict with each other. For example, a construction project can be advantageous for one group of stakeholders as it can offer better communication or housing, whilst it can be disadvantageous for other stakeholder groups which can experience deterioration of their physical environment (Olander & Landin, 2005). Meeting the needs and expectations of all stakeholders in a project is thus improbable, which makes stakeholder management essential.

Freeman (1984) defined stakeholders as: "a stakeholder in an organization is (by definition) any group or individual who can affect or is affected by the achievement of the organization's objectives" (p. 46). Freeman further describes the concept of stakeholder management as the necessity for organizations to manage their relationships with stakeholders in an action-oriented way. Since his article was published 1984, Freeman's definition of stakeholders has faced criticism for being too broad as it attributes all to be stakeholders (Mitchell, Agle, & Wood, 1997; Orts & Strudler, 2009; Phillips, 2003; Sternberg, 1997). Thus, several attempts to develop and specify the concept of stakeholders and stakeholder management have been made.

Mitchell et al. (1997) developed a theory for stakeholder identification which is drawn from Freeman's work. The authors propose that stakeholders can be identified and classified by their possession of three attributes: the stakeholder's power to influence, the legitimacy of the stakeholder's relationship and the urgency of the stakeholder's claim. Based on this, a stakeholder can be defined as a person or group who possesses one or more of these attributes. A distinction can also be made between internal and external stakeholders (Gibson, 2000). Internal stakeholders are formally connected to the project in question, e.g., owners, customers and employees, whereas external stakeholders are those actors lacking any formal connection to the project but who are still affected by it.

Johnson, Scholes, & Whittington (2008) state that in addition to identifying stakeholders, the interest and power of the stakeholders must be assessed. Thus, the authors propose a stakeholder mapping technique referred to as the power/interest matrix, which can be seen in figure 3. The matrix consists of a grid where the power and level of interest are displayed on a scale from low to high. According to Johnson et al. (2008), the power/interest matrix can help managers understand how different stakeholders may respond to an action and how to determine the purpose and strategy for their stakeholder management.

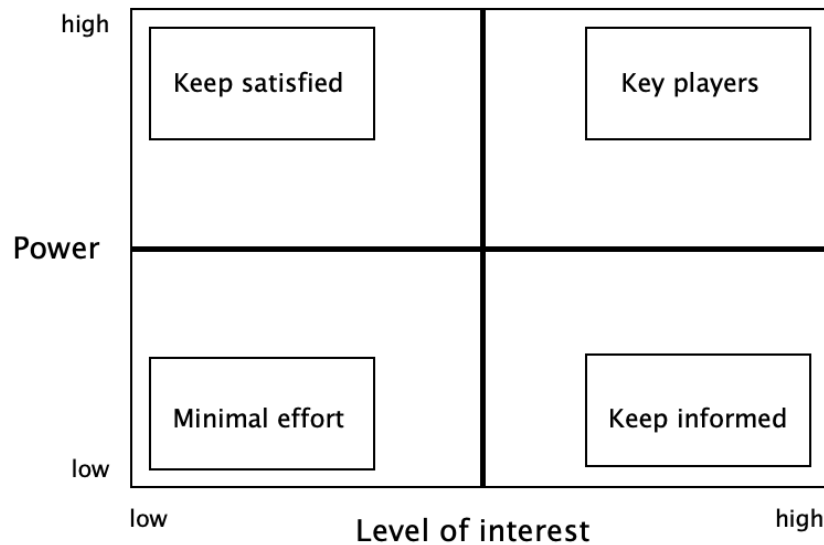


Figure 3. The stakeholder power/interest matrix. Source: Johnson et al., 2008.

3.1.1 Stakeholder Management in Urban Planning

The managers in a construction project need to manage both internal and external stakeholders. Olander & Atkin (2009) state that more effort and resources should be allocated to external stakeholders, as these are both numerous and entail more diffuse and unregulated relationships than internal stakeholders. Figure 4 shows the potential stakeholders for a construction project, both internal and external.

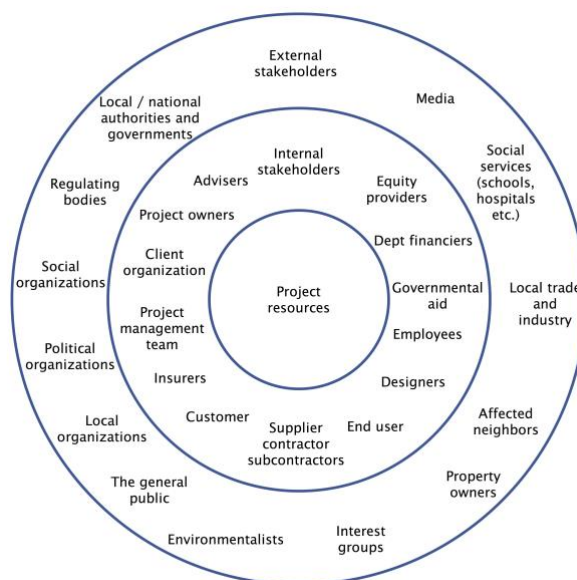


Figure 4. Potential stakeholders in a construction project. Source: Olander & Atkin, 2009.

The most influential stakeholders in urban planning and the early stages of property development are the municipality, the developer and those in the public who consider themselves to be affected by the development (Olander, 2007; Olander & Landin, 2005). Other stakeholder groups within the context of urban planning are the National Government, the County Administrative Board, the Swedish National Board of

Housing, various interest groups and the media. Conflicts can according to Olander, Johansson, & Niklasson (2007) arise between different stakeholder interests in the planning process and the involvement of stakeholders can thus become a hostile process. Fasth, Bohman, Larsson, Ekenberg, & Danielson (2020) state that a core task for plan administrators is to evaluate potential conflicts and take appropriate measures to ensure a sustainable land use, whilst preventing wastage of community resources and avoiding conflicts, which can cause fragmentation among different interest groups.

In their study, (Olander & Landin (2005) apply the power/interest matrix by Johnson et al. (2008) on two Swedish construction projects. The authors analyze three stages of the projects: the feasibility and conceptual design, the formal planning, and the appeals. The study shows that the power and interest of the stakeholders are not static during the project but fluctuate throughout the different stages. For example, stakeholders within the same group can increase their common power and interest as the project proceeds by uniting. A stakeholder group can also make use of another group to extend their shared power base. Based on this, Olander and Landin (2005) suggest that stakeholder analysis should be continuously performed and revised during a project's entire life cycle.

3.2 Change Management

Buchanan & Huczynski (2010) describe change as when an individual, team or organization need to learn, or relearn something. Murthy (2007) depicts change as when people, structures or technology make an alternation in the way things are done. With the industrialization and the following digitalization, organizational change has rapidly accelerated which has led to shorter life cycles of strategies and innovations (Albach, Meffert, Pinkwart, & Reichwald, 2015). That “there is nothing permanent except for change” (Heraclitus of Ephesus, around 540–480 BC) can thereby be argued to be more relevant now than ever. How organizations handle change and transformation is thus a subject of large interest.

Change management is an extensive subject area with numerous of literature and subcategories. In order to create a base for a relevant analysis, the topic is reduced to cover two parts: the change model of Kurt Lewin and change approaches. The Lewin model is chosen as to present a generic and applicable model to the area under investigation. Change approaches present relevant topics related to generic change knowledge, as the change agent, organizational culture, implementing change and sustaining change.

3.2.1 The Change Model of Kurt Lewin

Kurt Lewin is perceived as the founder of organizational change theory (Robbins, 1986; Sonenshein, 2010). His three-step model of the change process was established in 1951 and characterizes change as a planned process with pre-fixed steps. Lewin's change model contains three steps: unfreeze, change and refreeze, see figure 5. Since 1951, organizational theory has grown and many other theories have emerged, both building on to Lewin and developing new approaches (Albach et al., 2015). Lewin has been criticised for being too generic and his critics argue that change is a complex process that cannot be planned, fixed or implemented top-down in an organization (Albach et

al., 2015). Kurt Lewin's model and theory are nevertheless an important cornerstone to change theory and will be briefly presented.

Lewin's research is based on four themes: field theory, group dynamics, action research and the three-step model (Cameron & Green, 2020). Field theory refers to mapping and understanding the forces in a group. Group dynamics relates to investigation of norms, roles and interactions in a group. Action research was developed by Lewin as a way of establishing the current situation in a group to understand how it will react to the change. The last of Lewin's themes comprise the three-step model, which exemplifies how change occurs in an organization. The field theory, group dynamics and action research focus on the group and individuals during the change rather than the organization. These themes are interconnected and when combined, they enable a planned change to take place (Cameron & Green, 2020).

Unfreeze is the first of the three steps in Lewin's model. In this step, the people in the organization must recognize the need for change (Child, 2015). This entails that the people affected by the change realize that the current processes and practises are no longer sufficient. When this step is fulfilled, the organization can move on to the next step in Lewin's model: the change. The change is the transition or movement from the current state to the new state (Albach et al., 2015; Child, 2015; Finch, 2011). This step may involve trial periods and extensive scanning in order to find the suitable environment in which the change can be performed (Child, 2015; Schein, 1999). This can often involve pilot projects. Refreeze is the third and last step of Lewin's model. Refreezing, or institutionalizing, is the process of embedding and maintaining change. This includes ensuring that the change is supported by both the culture and systems in the organization (Child, 2015).

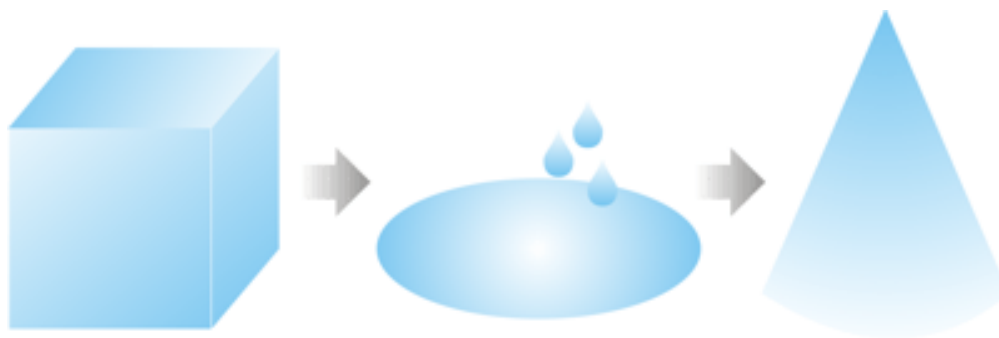


Figure 5. An illustration of Lewin's three step model. Unfreeze, change and refreeze. Source: MindTools, 2021.

Edgar Schein has elaborated the three stages of Lewin's model and expresses that there are two forces on an individual level that contends in every change process: learning anxiety and survival anxiety (Cameron & Green, 2020; Child, 2015). Learning anxiety refers to the resistance of learning and is associated with the fear of failing. Survival anxiety is associated with the fear of being left behind and origins from the pressure to change. In order to have a successful change in an organization, the survival anxiety must triumph the learning anxiety on an individual level (ibid).

3.2.2 Change Approaches

The increased amount of change that organizations are exposed to has led to an increased interest in change management theories. Change theories can be categorized based on various distinctions. One key categorization is based on two parameters, the perceived complexity of the change and if the direction of the change conforms with a uniform or a disseminated approach (Higgs & Rowland, 2005), see figure 6. A uniform approach is implemented top-down, which entails that the change originates from management level and is distributed downwards. The opposite to a uniform approach is the disseminated approach, in which change is viewed as a *messy* process and a widely distributed activity. The complexity of the change can be divided into two subcategories: complex phenomena and predictable phenomena, that also can be called planned change (ibid). These subcategories and their respective approaches form a matrix which can be seen in figure 6.

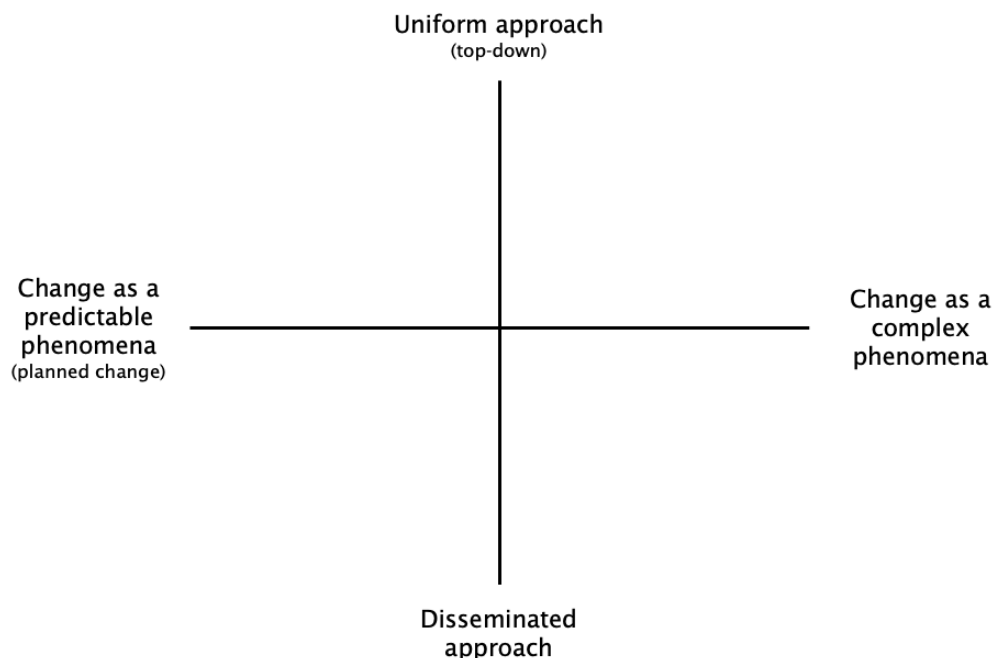


Figure 6. A matrix illustrating the complexity and direction of change. Source: Higgs & Rowland, 2005.

Change theories can also cover other aspects such as its frequency, extent, intensity, level, process, motivation, and outcome (Albach et al., 2015). Change can occur on individual, group or societal levels, the process can be planned or emergent, and the motivation for change can be internal or external. Examples of external motivations for change are fluctuations in the market, economic changes or governmental laws and restrictions (Murthy, 2007). Internal change is often motivated by a direct or indirect impact of external changes. Internal change can also occur through internal organizational operations. However, what motivation an individual experience for change can be different than for the organization. According to (Cameron & Green, 2020), an individual's motivation fluctuates between resistance and the need to change.

Organizational Culture

The culture of an organization can have large impact on a change process and its outcome. Schein (1991) describes culture as:

“A pattern of shared basic assumptions invented, discovered, or developed by a given group, as it learns to cope with its problems of external adaptation and internal integration, that has worked well enough to be considered valid, and, therefore, is to be taught to new members of the group as the correct way to perceive, think, and feel in relation to those problems” (Schein, 1991 p. 246).

An organization consists of its people and if the people do not want to change, neither will the organization (Schneider, Brief, & Guzzo, 1996). Correspondingly, if a change does not align with the organizational culture, it will meet resistance and be unlikely to take place. Resistance is often pointed out as one of the main reasons to why change initiatives fail, but Child (2015) also explains that resistance is a natural reaction to change. However, it is important to distinguish between trivial and nontrivial resistance for the change to be managed accordingly.

In order to achieve a successful change, trust also plays an important role (Berggren, 2019; Oreg, Vakola, & Armenakis, 2011). Berggren (2019) states that trust is especially important when a change involves personnel. It is further explained that personnel must work more closely together during a change, which highlights the need for relational trust between the involved employees. Relational trust is built through continuous interaction and should therefore be seen as a facilitator for any change initiatives involving personnel (ibid).

The Change Agent

In order to carry out change in an organization, a change agent who steer and manage change is required. According to Caldwell (2003), the role and importance of change agents have encountered a large interest among organizations. A change agent can be defined “as an internal or external individual or team responsible for initiating, sponsoring, directing, managing or implementing a specific change initiative, project or complete change programme” (Caldwell, 2003, p. 139-140). Lunenburg (2010) describes a change agent in a similar way: as anyone with the proficiency and power to stimulate, facilitate, and coordinate the change initiative.

Caldwell (2003) has developed a fourfold classification of change agency models including leadership, management, consultancy and group models. In leadership models, the change agent is identified as the leader in the top of the organization who envisions and initiates the change. In management models, the change agent is identified as middle managers who adopt and carry out the change in their respective work groups. Consultancy models view the change agent as an external or internal consultant, whilst group models conceive the team as a change agent. According to Cameron & Green (2020), all of the change agency models have their pros and cons which is further depicted below.

Cameron & Green (2020) describe that the authority and power behind the change becomes clear throughout the organization if the change agent is the leader of the

organization. However, there is a risk that this approach becomes too top-down, thus creating a change that is not embedded in the organization. The authors further describe that this can create friction between the leaders and the employees, risking that the employees become resistors of the change. If the change agency instead corresponds to the management models, the change can be established on a more local level in the organization than in leadership models. In this model, there is however a risk that the managers lack capacity and capability. Since managers must manage their team while being change agents, they might not be able to address the change sufficiently (ibid).

The consultancy models can according to Cameron & Green (2020) be favorable as consultants can manage the change objectively, as they do not have any personal attachment to the organization. A disadvantage with the consultancy models is that the change agent can become too distanced from the organization and lack emotional involvement of what the change might imply for the employees. The employees can also feel diminished by the consultant's expertise. Cameron & Green (2020) further elaborate on the team models, in which a team is viewed as the change agent of an organization. A team can include a broader variety of organizational knowledge and the change can thereby be embedded and pragmatic. However, as the change agent team reflects the organization it can also repeat its dysfunctional tendencies. Furthermore, it can construct a belief that the team is superior, which can make the team isolated from the rest of the organization (ibid).

Implementing Change

The implementation strategy is according to Brännmark & Benn (2012) a key aspect to achieve successful change. Thus, it is important to design and evaluate the implementation process to enhance the chances of sustaining change. Shah & Harris (2010) state that a deficient implementation is one of the most commonly cited causes for failure of a change initiative and imperfect implementation has through the history of management been used as staple defense to explain failure.

Kolbusa (2013) has identified three main obstacles for implementation and developed three principles which aim at facilitating the implementation process. The obstacles are: inadequate time and resources, placing too much attention on the input rather than the output, and neglecting the organizational and personal changes required for the implementation. The first principle which facilitate implementation is to establish a well-grounded implementation concept, which coherently portray how the parts of the organization will be affected. The second principle is to create a vision and set up emotionally charged objectives among the employees. The last principle is to establish a systematic implementation policy which helps in organizing and leading the change through the everyday implementation process (ibid).

Throughout the change management literature, it is evident that communication plays a significant role in change processes (Elving, 2005; Ford & Ford, 1995; Lewis & Seibold, 1998; Simoes & Esposito, 2014) and according to Lewis & Seibold (1998), change implementation is primarily a communication issue. On the same note, Finch (2011) describes that having a clear communication strategy is essential for a successful implementation. The communication regarding the change should be conveyed through several ways of communication to ensure that everyone involved are given the full picture of why the particular change is necessary and how it may influence each

individual. Finch (2011) also highlights that the change agent must maintain continuous communication throughout the change initiative. This will keep employees informed of the progress and grant them the opportunity to justify the change.

Change can be introduced on a limited scale through pilot studies (Child, 2015). In pilot projects, the changes take place on an experimental basis and are after a given period of time evaluated to determine whether or not they should be further implemented. According to Child (2005), it can be especially suitable to utilize pilot projects if a certain change is expected to encounter a substantial resistance. By utilizing pilot projects, it becomes possible to select favorable circumstances for the change, which can be advantageous. However, utilizing pilot projects can risk prolonging the period of uncertainty surrounding the change, which might enhance anxiety and resistance. Additionally, a pilot project that is carried out in a too favorable environment can be hard to replicate and implement further successfully (ibid).

Sustaining Change

The final step of a change process is making sure that change is sustained. Sustaining change refers to when an organizational change or a particular change becomes the new norm in an organization and is established as a routine (Child, 2015). Kotter (2016) further describes that change sticks when it becomes “the way we do things around here” (p. 103). He explains that the implemented changes must become an institutionalized part of the organizational culture in order to avoid regression.

According to Cummings & Worley (2009), a change’s degree of institutionalization can be affected by five processes, namely socialization, commitment, reward allocation, diffusion and sensing/calibration. Socialization covers beliefs, norms and values related to the change, whilst commitment refers to behaviors linked to the change. The process of reward allocation involves attaching rewards to new behaviors associated with the change. Diffusion comprises the ability of the change to spread from one system to another, whilst the process of sensing/calibration refers to detecting deviations from desired change and taking the corresponding corrective actions. Cummings & Worley (2009) further describes that the institutionalization of a change can be related to the last step of Lewin’s change model, refreezing.

In order to sustain change, Child (2015) highlights the importance of taking the stakeholders into consideration. It is further described that “the primary condition for a change to be sustained is that it has to gain the understanding and support of key stakeholders, both within and outside the organization. Change is unlikely to be effective, let alone sustained, if one or more stakeholder groups oppose it” (p. 365). In regard to internal stakeholders, it is mentioned that a change imposed from bottom-up is unlikely to get implemented without the support from management level. On the same note, a top-down change initiative is likely to encounter resistance from employees and will not become sustainable if this is not considered. Child (2015) further explains that changes that are inconsistent with the values of external stakeholders are likely to become unsustainable.

4 Methodology

The following chapter describes the methodology of the master thesis. The thesis utilized an inductive research approach, and the findings is based on a literature review and an interview study. The thesis has been a collaborative work between two student and the workload was evenly distributed. The following sections cover the research approach, literature study and interview study.

4.1 Research Approach

The two most common research methods are the inductive and the deductive. In this master thesis, an inductive research approach was utilized. An inductive research approach however encompasses part of a deductive process, and vice versa (Bell, Bryman, & Harley, 2019; Saunders, Lewis, & Thornhill, 2016). The research method has thus not been viewed as fully fixed and rigid, but rather as a guidance. A deductive research approach is linear, and the theory and hypothesis are established before data is collected. However, this makes it difficult to interpret data which does not match the pre-set understandings. An inductive research method entails that the collection of data affects the outcome of the theory and is linked to a qualitative approach. This makes the process less linear, which also allows informal social relationships to be taken into consideration. Data with unexpected results can therefore be better understood with an inductive research method than with a deductive one, according to Bell et al. (2019) and Saunders et al. (2016).

The inductive research approach has been utilized for this master thesis, as it favors a continuous dialogue between data, theory and the researchers' preunderstandings. This entailed that the data collected from the interview study guided the selection of suitable theory to the literature review, see figure 7. The inductive approach enables the researchers to influence the work process in an organic manner (Bell et al., 2019). The research approach also conforms with the qualitative research approach that was employed. The qualitative research approach will be further discussed in section 4.3.

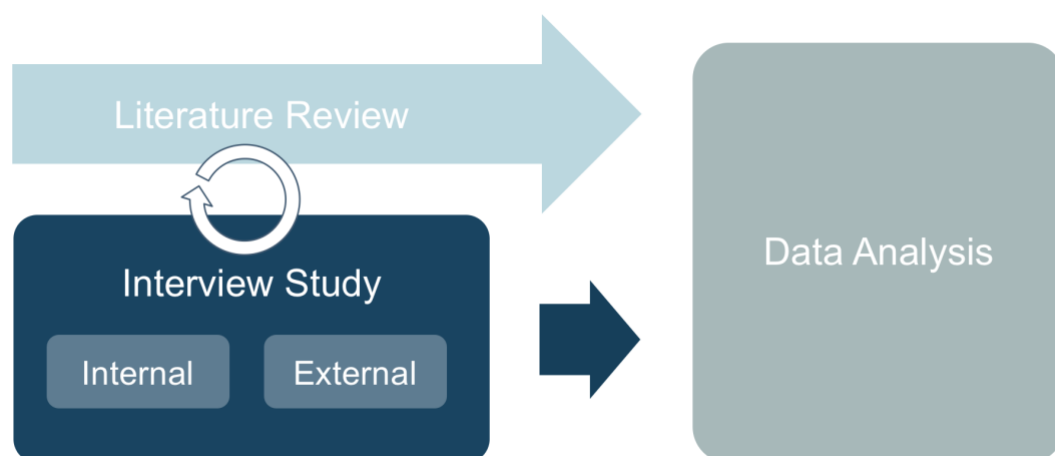


Figure 7. An illustration of the applied research approach.

4.2 Literature Study Methodology

The literature study was ongoing throughout the main part of the thesis work, as new information emerged as the work proceeded. The literature consisted of a selection of books, laws and policies, academic journal articles and reports. The literature search was carried out using databases and search engines such as Scopus, Web of Science, Chalmers lib and Google Scholar. The search started broad in order to obtain a general overview of the studied topic and to find relevant keywords to direct the subsequent search (O’Gorman & MacIntosh, 2014), and was successively narrowed down. Backward searching was utilized for retrieving sources, which entails that the reference lists of relevant journal articles served as a guidance for finding further literature (Bell et al., 2019; O’Gorman & MacIntosh, 2014).

When searching literature and selecting relevant sources, it is essential to act critical and to differentiate correct statements from false ones. Therefore, five principles were carefully considered during the thesis work: authenticity, time, dependency, tendency and trustworthiness (Leth & Thurén, 2000). The first four principles are commonly used in relation to source criticism, while trustworthiness is an additional principle which has emerged due to the vast amount of information that is available online.

4.3 Interview Study Methodology

The interview study was conducted in two parts: an internal and an external. The internal interviews were performed with four consultants. The external interview study includes interviews with representatives from 30 municipalities. In order to achieve a trustworthy and elaborated qualitative research, the interviewees have been sampled purposively (Bell et al., 2019). All of the interviewees were selected based on their knowledge and involvement in the urban planning process and their potential experience of developer driven detailed development plan processes. Bell et al., (2019) remark that a published report should have at least 20 participants when applying a qualitative approach. The interview study in the master thesis includes in total 34 interviews.

All interviews were conducted remotely through video calls. During the interviews, the authors shared the responsibility for directing the interview and taking notes evenly. All of the interviews were recorded with the permission from the interviewees which later enabled transcription. The interviews were conducted in a semi-structured way, which is a hybrid between a structured and an un-structured interview (Bell et al., 2019; O’Gorman & MacIntosh, 2014). An interview guide with predetermined questions was prepared to direct the interviews, but deviations and follow-up questions were allowed. A semi-structured interview is suitable to ensure that critical topics and research questions are covered, while still granting the interviewees flexibility to express their own perspectives (O’Gorman & MacIntosh, 2014). The semi-structured approach also increases the reliability and scope when comparing findings from different respondents. Anonymity and confidentiality were carefully considered during the interview study.

4.3.1 Interview Guide

An interview guide with predetermined questions was prepared for both the internal and external interviews, see appendix A and B. All interviewees received the interview guide beforehand. The interview guide for the internal interviews was formed to create a general understanding of external consultants' work with developer driven detailed development plans. The internal interviews thus provided a foundation for the continued work and helped form the following external interview guide. The interview guide for the external interviews was formed to generate a more extensive understanding of how the municipalities involve the developer in the planning process, in a qualitative and comparable manner. One section in the external interview guide was especially directed towards six parts of the detailed development plan process (project development, project management, planning documents, formal plan administration, reviews, formal decisions) and how the division of responsibility is divided between the municipality and the developers in each of these parts. The external interview guide also included general questions related to the plan department and detailed development planning, as well as questions regarding collaboration and the future development of the planning process.

4.3.2 Data Analysis

The interview study was conducted with a qualitative research approach, as the topic under investigation was not deemed to be measurable in a quantitative aspect. Furthermore, the orientation of the study was mostly guided by the perspectives of the interviewees. When utilizing a qualitative approach, the researchers must pay attention to themes and codes to understand the collected data in a qualitative manner (Bell et al., 2019). When analyzing the collected data, several interconnected steps was conducted. Firstly, the data was categorized according to the interview questions, which allowed to distinguish the relevant information. The data was further color-coded based on themes and codes such as metaphors, repetition, similarities and differences. This enabled the composition of the empirical findings and the subsequent discussion and analysis.

To map the extent to which the municipalities included in the study involve the developer in the detailed development plan process, their division of responsibility was compared. The comparison was based on the section in the interview guide that appoints the six different parts of the detailed development plan process. To distinguish different levels of developer involvement, the municipalities was categorized and thereafter a matrix chart was developed in which the municipalities was positioned.

4.3.3 Interview Respondents

The internal interviews were conducted with three representatives from Tyréns and one representative from Rådhuset Arkitekter, as shown in table 1. These interviewees were selected as they all have experience from developer driven detailed development plans. The Tyréns representatives are located in Gothenburg, Stockholm and Malmö, addressing DDD in relation to each respective region. The representative from Rådhuset Arkitekter is also located in the Gothenburg region but have an extensive experience from smaller municipalities, which this interview aimed to address.

Table 1. *Internal interview respondents.*

Company	Location	Title	Date
Rådhuset Arkitekter	Gothenburg	Plan architect	2021-02-02
Tyréns AB	Stockholm	Plan architect	2021-02-05
Tyréns AB	Malmö	Architect	2021-02-09
Tyréns AB	Gothenburg	Plan architect	2021-02-19

The external interviews were conducted with representatives from 30 municipalities. The municipalities are further described in table 2, which includes their geographical location, their municipal classification and the date of the interviews. The municipal representatives occupy roles as plan administrators, plan architects or plan managers, all having relevant knowledge of the detailed development plan process and the involvement of developers. To ensure the anonymity of the interviewees their respective title is however not disclosed. Most interviews were conducted with one representative, but some municipalities included 2-3 representatives in the interview.

Table 2. *External interview respondents.*

Municipality	Location	Classification of municipality	Date
Borås	Gothenburg	B	2021-04-15
Botkyrka	Stockholm	A2	2021-03-08
Båstad	Skåne	C	2021-04-07
Eslöv	Skåne	B	2021-03-10
Falköping	Middle	C	2021-03-31
Färgelanda	Middle	B	2021-03-23
Gothenburg	Gothenburg	A1	2021-03-05
Huddinge	Stockholm	A2	2021-03-16
Härryda	Gothenburg	A2	2021-02-26
Kalmar	Middle	C	2021-03-03
Kungsbacka	Gothenburg	A2	2021-03-10
Kävlinge	Skåne	A2	2021-03-12
Landskrona	Skåne	B	2021-03-18
Lerum	Gothenburg	A2	2021-03-15
Lidköping	Middle	C	2021-03-09
Malmö	Skåne	A1	2021-04-06
Norrköping	Middle	B	2021-03-11
Norrtälje	Stockholm	C	2021-02-25
Salem	Stockholm	A2	2021-02-24
Stenungsund	Gothenburg	A2	2021-02-19
Stockholm	Stockholm	A1	2021-03-02
Trelleborg	Skåne	A2	2021-02-23
Trollhättan	Gothenburg	B	2021-03-01
Täby	Stockholm	A2	2021-04-07
Uppsala	Middle	B	2020-03-22
Valdemarsvik	Middle	B	2021-03-03
Västerås	Middle	B	2021-04-08
Växjö	Middle	B	2021-03-30
Ystad	Skåne	C	2021-03-12
Örebro	Middle	B	2021-03-16

5 Empirical Findings

The following chapter covers the empirical findings from the interview study and is divided into two parts: internal interview findings and external interview findings. The first section aims to provide the reader with a basic understanding of DDD by presenting the findings from the interviews conducted with consultants. The second section comprises the findings from the interviews with municipal representatives. This section provides the reader with a more extensive understanding of DDD and how the different municipalities operate in the detailed development plan process. All quotations in this chapter are published with the consent of the interviewees and translated from Swedish to English by the authors.

5.1 Internal Interview Findings

The following section covers the interviews with four consultants. The findings from the interviews and the consultant's experiences of DDD is further presented below.

5.1.1 The Consultants' Experiences of DDD

All of the internal interviewees have worked with DDD in several municipalities in their respective regions, both on behalf of municipalities and developers. The representative from Tyréns Gothenburg describes DDD as offering the developer the possibility to pursue the detailed development plan process, which is a responsibility traditionally held by the municipality. Furthermore, the developer is allowed to procure consultants and produce documents for the detailed development plan in DDD. The other respondents describe their perception of DDD in a similar way, but the respondent from Tyréns Stockholm does not view the definition of DDD as fully fixed and tries to adjust it to what it means in every project and municipality. In DDD project, the Rådhuset Arkitekter respondent has managed the project, developed planning documents and handled communication between the developer and municipality.

The representatives from Rådhuset Arkitekter and Tyréns Malmö express that they first came into contact with DDD approximately 10 years ago, although the explicit denomination of the approach might not have been applied. However, the approach has first in recent years become more common and widespread says the Tyréns representatives. The Tyréns Gothenburg interviewee expresses that almost all municipalities in the region are currently beginning to implement DDD or express that they wish to do so.

The Differences Between the Municipalities

All of the interviewees describe that municipalities within the same region can work differently in the detailed development plan process, especially when utilizing DDD. The extent to which developers are allowed to take responsibility and contribute can according to the respondents vary greatly. Some municipalities allow consultants to create all planning documents, as well as drafts for consultation and review reports, as long as they are examined and approved by the municipality. In other municipalities, such involvement of the developer is considered unacceptable and too far-reaching. One reason behind the municipalities' contrasting positions can, according to the interviewees, be their different interpretations of the Planning and Building Act.

The representatives from Rådhuset Arkitekter, Tyréns Gothenburg and Tyréns Stockholm display that larger municipalities in general have utilized DDD to a limited extent or adopted more narrow versions of the approach. Meanwhile, some of the smaller municipalities have according to the respondent from Rådhuset Arkitekter worked with DDD for a long period of time, usually without formalizing and denominating the approach explicitly. The respondents express that some municipalities have recently gotten into contact with DDD and are now eager to adopt the approach actively, for which they have employed consultants from Tyréns or Rådhuset Arkitekter.

According to all of the interviewees, there is a large interest from municipalities regarding how other municipalities work with detail development planning. The Malmö interviewee portrays that municipalities appreciate when Tyréns share their experiences and best practices from other municipalities. The representative from Rådhuset Arkitekter also depicts that municipalities in general highly value forums for knowledge transfer and informal meetings. According to both the Stockholm and Gothenburg Tyréns representatives, municipalities who currently desire to adopt DDD are very curious to learn from other municipalities and regions where the approach has been utilized. According to the Tyréns representatives, there is currently no formal collaboration between the different Tyréns regions regarding DDD.

The Incentives and Preconditions

The most common incentive for municipalities to utilize DDD is described by the interviewees as to unburden the municipal officials and add more resources to the plan department without employing, making the planning process more efficient. All of the interviewees also discuss that the implementation of DDD can be due to political influences, as a result of developers demanding a more effective planning process and pressuring politicians. The interviewees display that the incentive for developers to utilize DDD is also to create a faster planning process. Three representatives add that another incentive for developers can be to attain more power and influence over the detailed development plan process, even if it is discussed whether or not developers actually become more influential through DDD.

Although the interviewees display that both municipalities and developers consider time savings to be an incentive for DDD, several of the respondents are not certain of how much time that can actually be retained. According to the Tyréns Gothenburg representative, the complete planning process may not be shortened in DDD, but the time between project initiation and completion can be reduced as parallel processes can be utilized to a larger extent. One interviewee mentions that even though the planning process may not be shortened in DDD, municipalities can complete a larger number of plans in the same period of time. One representative from Tyréns displays that there are different perceptions about the cost aspect of DDD. Some believe DDD can result in a less expensive planning process for developers, whilst others argue there will not be any difference.

When discussing DDD, the interviewees mention several preconditions for a successful implementation. Even though developers take on a larger responsibility, both actors must cooperate and take an active part in the detailed development plan process. The

respondent from Rådhuset Arkitekter expresses that municipalities sometimes see DDD as an opportunity to simply “sit back and await the developer’s documents” (Rådhuset Arkitekter representative), which is not coherent with the idea of DDD. The representatives from Tyréns Gothenburg and Rådhuset Arkitekter also highlight the importance of establishing clear process descriptions and guidelines for a well-functioning DDD implementation. As the consultant works in close collaboration with both the municipality and developer in DDD, the consultant must according to the Malmö interviewee mediate the vision of the developer at the same time as following the guidelines of the municipality. This entails that the consultant must consider the planning process holistically and obtain confidence from both actors. Two of the interviewees also mention the experience and competence of the municipal officials as an aspect influencing the success of a DDD process.

5.2 External Interview Findings

This section covers the findings from 30 interviews with municipal representatives. The findings provide an insight to the involvement of developers in the municipalities’ detailed development plan process and their use of DDD.

5.2.1 General Overview of the Municipalities

The external interview study includes 30 municipalities, which are portrayed in table 3. The table also covers data related to the municipalities’ work with detailed development plans. The approximate number of municipal officials working with detailed development planning varies between 1 and 110 among the municipalities. This number includes plan architects and plan administrators who primarily work with detailed development plans. The average number of detailed development plans gaining legal effect every year is based on the available key figures from SKR (2020a), covering the previous six years and varies between 0 and 76 among the municipalities. The representative from Uppsala mentions that they have seen a trend of detailed development plans becoming larger in recent years, resulting in fewer plans in total. On the same note, the Växjö and Malmö respondents describe that the plans are becoming increasingly complex and detailed. The amount of ongoing detailed development plans are estimations of the current situation and thus approximate values. The number varies between 4 and 150 plans among the municipalities.

Table 3. General overview of the interviewed municipalities related to detailed development planning.

Municipality	Approximate no. of employees working with DP	Average no. of DP gaining legal effect per year (2014-2019)	Approximate no. of currently ongoing DP
Borås	12	13	40
Botkyrka	12	11	37
Båstad	3	7	20
Eslöv	3	6	32
Falköping	4	5	22
Färgelanda	1	0	4
Gothenburg	65	46	150
Huddinge	17	9	45
Härryda	8	8	20
Kalmar	12	10	30
Kungsbacka	10	18	33
Kävlinge	3	3	17
Landskrona	6	13	10
Lerum	7	3	22
Lidköping	5	8	25
Malmö	33	43	165
Norrköping	15	18	50
Norrtälje	8	8	41
Salem	3	3	13
Stenungsund	5	3	20
Stockholm	110	76	N/A
Trelleborg	8	6	30
Trollhättan	8	12	25
Täby	21	9	25
Uppsala	29	20	107
Valdemarsvik	1	3	17
Västerås	18	12	60
Växjö	6	10	N/A
Ystad	3	6	25
Örebro	15	23	75

5.2.2 The Perception and Use of DDD

In order to understand how the municipal representatives view developer driven detailed development plans, they were asked to define the approach. The Huddinge representative points out that DDD rather is a way of working than a concept that can be easily defined. This is something the respondent from Lidköping also implies when simply describing DDD as *good collaboration* between the developer and the municipality. The Trollhättan respondent has tried to grasp if there is a clear definition of DDD or not and is currently viewing the approach as a middle ground between having the municipality or the developer do all the plan work, documents and reviews. Most of the municipal representatives are, however, unanimous in their general definition of DDD and describe it as when the developer pursues as much of the plan work as legally viable. The developer drives the plan work forward and creates most of

the planning documents while the exercise of authority is maintained by the municipality. This entails that the role of the municipality “shifts from being an active manager of the plan work to being more of a supporting and reviewing body” (Norrtälje representative). The representatives from Eslöv and Kävlinge differentiate a DDD process from a traditional process based on which actor who employs the plan administrator.

According to the Gothenburg representative, a developer cannot legally manage and drive the plan work but rather participate in the work driven by the municipality. Hence, Gothenburg denominate the concept as *increased* developer participation in the detailed development plan, instead of developer driven detailed development plan. In total, the municipalities use six different terms for the DDD concept. Apart from Gothenburg’s denomination, the other five terms describe the same phenomena and will therefore be referred to as developer driven detailed development plan further in the report. The Swedish terms and how the municipal representatives usually refer to DDD can be seen in appendix C. Some municipalities, especially those who do not work with DDD, have no specific or preferred denomination of the concept.

16 of the 30 municipalities have explicitly implemented DDD and 11 out of those have done so through pilot projects, which are evaluated and revised during the process. Kalmar, Kävlinge, Lerum, Trelleborg and Uppsala have all implemented DDD on a limited number of detailed development plans, but they do not distinguish these as pilot projects. Västerås first accomplished two pilot projects and thereafter continued with additional DDD plans. The number of DDD projects each of the 16 municipalities have implemented and the year DDD was initiated are shown in figure 9 below. The pilot studies in the municipalities vary in progress.

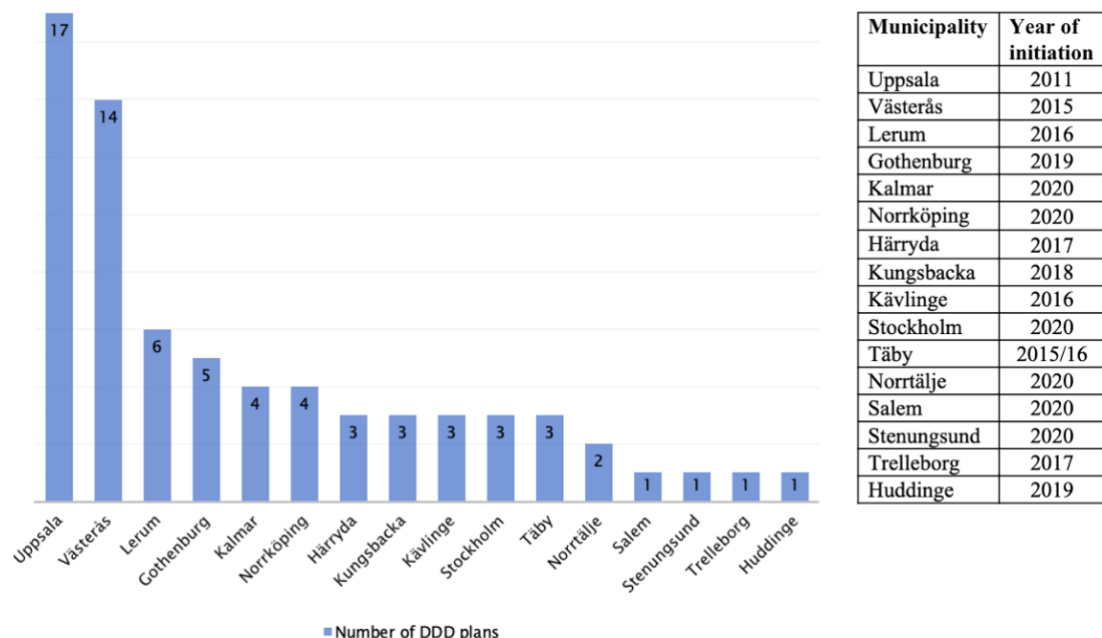


Figure 9. An illustration of the number of DDD plans and the year of their initiation among the 16 municipalities who have implemented DDD.

The DDD initiative is in most municipalities politically derived and Huddinge is the only municipality where DDD has been implemented without direct political motives. Instead, their initiative derived from a private actor requesting DDD. In the other municipalities, the municipal assembly has largely affected the implementation of DDD. In HÄrryda and Stenungsund, the municipal assembly ordered the plan department to investigate how DDD could be utilized and implemented in their respective municipalities. Meanwhile, the municipal assembly in Gothenburg, Kungsbacka and Norrköping decided that DDD should be implemented as pilot projects and ordered the plan department to carry these out. In Uppsala on the other hand, the municipal assembly initially decided to implement and run DDD projects themselves without involving the plan department.

Description of the Municipalities' DDD Projects

The DDD projects in most municipalities primarily comprise housings. Some plans also encompass offices, commercial establishments and/or public buildings. The developers involved in the projects are in majority private actors who develop their own land, but public actors also occur. The scope of the DDD projects varies both within and among municipalities, which is further depicted below.

One of the pilot projects in HÄrryda have the largest scope among the municipalities. The municipality has three DDD projects which encompass between 250-700 dwellings. Apart from housings, the plans also include offices, commercial premises, retirement homes and/or nursery schools. The representative from Stockholm states that they have selected three plans of adequate and comparable size for their pilot study, ranging between 50-250 housings. The conditions for the pilot projects however differ. In Gothenburg, they have chosen five quite different plans for their pilot study, as the projects vary in scope, complexity and type of developer. These projects encompass housings but the extent ranges from 10 to 350 dwellings. The smallest plan is situated on a residential street and developing planning material for the plan is according to the Gothenburg respondent relatively easy. One of the larger pilot projects is more complex as it is situated in the central parts of Gothenburg and entails a lot of difficult aspects such as national interests, public spaces, connections to the West Link Project and the involvement of several developers.

Huddinge has one single DDD project which encompasses an apartment block with approximately 150 apartments located fairly central. Kalmar, Kungsbacka and Salem have chosen somewhat smaller projects for DDD. Kalmar's four projects comprise between 7-32 dwellings and are located in the city center or outside the city. In Kungsbacka, the pilot projects comprise 15-80 dwellings and are situated outside Kungsbacka city in the municipality's population center. The single pilot project in Salem includes 20 single-family dwellings and a road connection.

In Uppsala, 17 DDD projects were initiated between 2011-2014. The plans chosen for DDD were selected by the building committee and the method for choosing plans was not shared with the officials at the plan department, according to the Uppsala representative. The developers involved in the DDD projects encompassed both large and professional actors, as well as smaller actors and private individuals. The interviewee did not consider the selected plans to follow any specific pattern but had an impression that plans which were assigned a longer waiting period before initiation

of the plan work were more likely to be appointed as DDD. The respondent explains that this might have been associated with a discontent from the building committee regarding the long waiting period.

Incentives for Implementation

The initiative to implement DDD is as earlier stated foremost political, but the motives for the municipal assembly to implement DDD vary. Most of the municipalities' intention when implementing DDD is to fasten the planning process and produce more detailed development plans with the same available resources at the plan department. The politically established aim for DDD in Stockholm is according to their representative ultimately to fasten the construction rate for housing by investigating if DDD can shorten the planning process, result in more produced plans and a better facilitation of the developers' competence. How to better facilitate the developers' knowledge and resources, as well as to invite them to further participate in the urban planning process is something the HÄrryda respondent also describes as their objectives with DDD. The representative from Västerås depicts that the political goal with DDD in their municipality was to remediate the housing shortage and increase the throughput of plans for housing purposes.

The political interest in DDD can according to the Norrköping respondent also be associated with a will to be on good terms with the developers in the planning process, both related to time and expenses. The Kävlinge and Salem representatives state that the need for a faster and less in-house recourse demanding planning process is also connected to an understaffed plan department. According to the Kävlinge respondent, they did not implement DDD out of a specific interest in the approach, but it was rather a necessity due to their understaffed plan department.

The driving forces for developers to engage in a DDD process is also discussed by the municipal respondents who have implemented DDD. As the most plausible reason for why developers wish to utilize DDD, the majority of the municipal representatives mention a faster planning process, as well as a shorter lead time between a positive planning notification and the initiation of the plan work. The representatives from Kungsbacka and Kävlinge explain that a positive planning notification sometimes informs that the plan work will begin first in a couple of years, since the plan department might not have any currently available resources. Thus, developers view DDD as a possibility to start the plan work more immediately by managing it themselves, according to the Kungsbacka respondent.

The representative from Norrköping mentions that developers can gain more control over their financial position when utilizing DDD. They can also gain more control over the involved consultants and plan architect, according to the respondents from Huddinge, Kävlinge, Norrköping and Stenungsund. Developers are, unlike municipalities, not bound by the Swedish Public Procurement Act which is also mentioned as favorable. Developers can thus employ whichever consultants they prefer, based on e.g., previous experiences, availability, status, trustworthiness and cost, according to the Kävlinge and Norrköping representatives. In general, a greater influence over the planning process, especially of the time schedule and different deliberations, is probably a major contributing factor to why developers want to use DDD, conclude the Huddinge and Stenungsund interviewees.

Suitable Plans

Many of the interviewed municipalities point out necessary aspects to consider when determining for which plans DDD can be applied. The representatives from Gothenburg, Kungälv and Västerås express that complex plans with major influence on the land and its surroundings are unsuitable for DDD. Kungälv and Västerås have in addition decided that their DDD plans should be situated outside the city center. Complex plans encompass many difficult questions, and according to the Gothenburg interviewee, it is more uncertain if the developer can or should manage such processes. The Hälaryda representative states that a plan suitable for DDD should not be too small, yet not too large, and adds that “200-300 dwellings probably are a good detailed development plan, quite adequate for DDD” (Hälaryda representative). The Kävlinge respondent however believes that DDD could function for both small and large projects. According to the Kalmar respondent, DDD is not suitable for plans with major municipal interests or plans including public spaces, as the municipality needs to manage and coordinate such processes.

The interviewee from Lerum states that the specific kind of plan for which DDD is implemented is not significant per se, as long as the municipality and the developer agree on the preconditions of the plan. Several municipal representatives also express that the type of plan is not as important as the experience and knowledge of the developer and consultants. According to the representative from Stenungsund, the most important for a successful DDD project is to involve developers and/or consultants who are experienced and able to take on the responsibility. If suitable people are involved in the plan work, the representative from Stenungsund believes DDD can work successfully in complex projects as well. In Kävlinge and Västerås, DDD shall primarily be implemented with competent and experienced developers.

Establishing Guidelines

Most of the municipalities who have implemented DDD have developed documents with routines, guidelines and/or process descriptions for the approach. The established documents however vary in level of detail and how elaborated they were at the time of the DDD implementation. A few municipal representatives mention that they have taken inspiration from other municipalities' guidelines when developing their own. The denomination of the documents differs among the municipalities but will further on be referred to as guidelines for DDD.

The representatives from Salem, Täby, Uppsala and Västerås describe that they have developed guidelines for DDD which consists of demarcation lists or requirement specifications. Hälaryda, Kalmar, Kungälv and Norrtälje have developed similar guidelines for their DDD projects, in which they describe how they want to perform DDD in their respective municipalities. The guidelines clarify the roles and responsibilities of the involved actors, thus specifies the authorial role of the municipality and what they can or cannot delegate to the developer. To a various extent, the guidelines also include for which types of projects DDD can be utilized, an overview of the planning process, routines for communication, the project organization's structure and other considerations made by the municipalities. The guidelines of Hälaryda, Kalmar, Kungälv and Norrtälje also include the municipalities' demands on the developers and their respective consultants involved in DDD. These demands are for example based on competence and experience.

The representative from HÄrryda portrays that their work with DDD has been a process of learning and that their guidelines have successively been improved. The Norrköping, Stenungsund and Stockholm respondents state that they develop their DDD guidelines continuously as their pilot projects proceed. According to the Norrköping representative, it is difficult to fully create the documents before they have completed and evaluated their pilot projects. Therefore, they have created a draft which is continuously updated. The Stockholm respondent says that “guidelines for DDD rather is the goal of the pilot projects” (Stockholm representative).

Both Kävlinge and Huddinge have adjusted already existing documents for how they work with detailed development plans to a new version suitable for the DDD process. In Kävlinge, they have a checklist for DDD, which is similar to the one they use for their traditional planning processes. Huddinge has proceeded from their regular planning and exploitation manual and adjusted it to attain a clear image of the division of responsibilities in DDD. The Lerum respondent, on the other hand, mentions that they did not establish any specific guidelines before implementing DDD.

Opinions on the Final Report – Private Initiatives Right

During the interviews, the municipal representatives were asked if they had come into contact with the final report concerning private initiatives right and the resulting referral for amendment of the law (see section 2.4.1). All of the municipal representatives express to be briefly familiar or familiar with the final report but depict different views and opinions on how it might affect their work with urban planning. The representatives from Båstad, Huddinge, Kungsbacka, Stockholm and Uppsala express that they already work in accordance with the final report and that it will not change their practices. The representative from Kalmar does not consider the final report to present anything new, instead it reflects a reality which has already been established. The respondents from Borås, HÄrryda, Landskrona and Växjö do not believe that the final report will influence how they work in their respective municipalities.

On the other hand, the representatives from Gothenburg, Lerum and Ystad express that they believe that the final report can affect their municipal work. The Gothenburg respondent portrays that the proposals in the referral for amendment of the law gives “extended possibilities and support for developers’ participation, as well as a better direction for how the work should be organized” (Gothenburg representative). The representative from Ystad additionally believes the final report might require the municipality to take on a more auditing role. The Lerum respondent depicts that the final report was widely discussed among municipalities when published and expresses that it might oblige them as a municipality to implement DDD to some extent.

Proposal 4 (see section 2.4.1), which suggests that a positive planning notification should include which planning documents that are expected to be required raises various opinions among the municipalities. Several municipalities portray that they already work according to the proposal, among them Borås, Båstad, Kävlinge, Trelleborg, Trollhättan, Täby and Örebro. However, one municipality depicts that this approach would result in a different way of working as it requires more thorough planning notifications. The Malmö and Täby representatives both depict a concern related to developers’ possibility to execute reviews whilst their projects are in the planning queue. According to the Malmö respondent, the developer might produce

reviews that might end up unnecessary, as it is hard for the municipality to predict what will be needed at such an early stage. The Täby representative explains that this could result in developers financing reviews which become outdated. This is also pointed out as a possible challenge with proposal 5, which suggest that private actors should be allowed to obtain statements from the County Administrative Board when receiving a positive planning notification. Besides this, various opinions on proposal 5 are expressed. The representatives from Salem and Örebro think it could be positive, as developers obtain clarity at an earlier state of which reviews that are expected to be required and thus given better possibilities to examine if the project is viable.

5.2.3 Developer Involvement in the Municipalities

The following section includes a description of how the 30 municipalities work in the detailed development plan process and how the division of responsibility is made between the municipality and the developer. In order to make the detailed development plan process more comprehensible, it is divided into six parts: project development, project management, planning documents, formal plan administration, reviews and formal decisions. The section also covers how the municipalities operate in relation to exercise of authority and planning fee.

The description of how the municipalities work is based on the condition where they involve the developer the most. This entails that they do not necessarily always work according to the description but can choose to involve the developer less than depicted. Municipalities who adopt DDD can for instance involve the developer less in a traditional process. However, many of the municipal representatives describe that their projects are under development and the process is not yet set in stone. How much the developer is allowed to be involved can also vary within the municipality over time. Hence, the description of the processes is a snapshot of the municipalities' current work procedure.

Project Development

The project development is always initiated by the developer and most of the municipal representatives describe the initiation of the planning process in a similar way. The plan work is initiated either by a public or a private stakeholder, who is interested in developing a specific land area. In most municipalities, a planning notification is required for the formal planning process to begin, both for a public and private initiatives. Before the planning notification is submitted, there is usually some kind of informal communication between the stakeholder and the municipality regarding the project and its preconditions. The municipal representatives mention that the largest need for new detailed development plans derive from the housing demand, but there is also a large demand for commercial and industrial land.

Project Management

12 of the 30 municipalities (Borås, Botkyrka, Båstad, Eslöv, Falköping, Gothenburg, Landskrona, Lidköping, Malmö, Trollhättan, Ystad and Örebro) never let the developer be responsible for project management and the progress of the detailed development plan work, according to their representatives. 15 municipalities (Färgelanda, Huddinge, Härryda, Kalmar, Kungsbacka, Kävlinge, Norrköping, Salem, Stockholm, Trelleborg,

Täby, Uppsala, Valemarsvik, Västerås and Växjö) allow a shared responsibility between the municipality and the developer for project management. Three municipalities (Lerum, Norrtälje and Stenungsund) allow the developer to carry out the project management and be responsible for the progress of the plan work.

In most of the municipalities who let the developer have a shared or full responsibility for project management, as well as Gothenburg, they require two project managers for the plan work: one project manager in the developer's organization (plan consultant) and one in the municipal organization (plan administrator). The Stockholm respondent explains that:

“The project management and leadership are shared, but the municipal plan administrator always has the overall responsibility. Partly because the municipality is liable for the exercise of authority and partly since it is the municipality who is responsible for the broader perspective of the plan, such as its quality. However, it is the developer's plan consultant who is responsible for the progress of the plan and to make sure that it is managed efficiently” (Stockholm representative).

Thus, project management is carried out in collaboration between the municipality and the developer. A few interviewees mention that they have appointed one single municipal plan administrator to manage and be responsible for all of the municipality's DDD projects. The representatives from Lerum, Norrtälje and Stenungsund, where the responsibility for project management lies with the developer, point out that the municipality is still involved, but only in a supportive role.

Härryda applies a shared responsibility for project management, however the municipal plan administrator is an external consultant in their DDD projects. The Härryda respondent says that:

“The whole purpose of having an external plan administrator is that we [the municipality and plan department] will do as little as possible! [...] We hire a consultant to be self-sufficient, because otherwise we risk ending up with us doing the plans anyway and then the plans are not *developer* driven” (Härryda representative).

Planning Documents

The planning documents consist of plan proposal, plan map, plan regulation, planning description and illustration map. Ten municipalities (Borås, Båstad, Eslöv, Falköping, Landskrona, Lidköping, Malmö, Trollhättan, Ystad and Örebro) do not let the developer take on any responsibility for the planning documents, according to their representatives. However, since the developer usually initiate the project, they can to various extent be responsible for the illustration map. In Gothenburg, the municipality is responsible for the planning documents, but the developer may according to the Gothenburg representative contribute with supporting material. However, the interviewee highlights that no drafts nor proposals are accepted. In Botkyrka, the municipality remains responsible for the planning documents, but the developer may contribute with drafts. In 18 municipalities (Färgelanda, Huddinge, Härryda, Kalmar, Kungsbacka, Kävlinge, Lerum, Norrköping, Norrtälje, Salem, Stenungsund,

Stockholm, Trelleborg, Täby, Uppsala, Valdemarsvik, Västerås and Värmland), the developer is allowed to take on responsibility for the planning documents.

The representatives from the 20 municipalities, in which the developer is partially or fully responsible for the planning documents, highlight that the municipality still maintains the reviewing and comprehensive role. The Valdemarsvik respondent says that “the plan consultant produces all of the planning documents. However, it is the plan administrator who decides, and there is a lot of communication back and forth” (Valdemarsvik representative). The Norrköping interviewee shares this view and notes that “the final responsibility lies with the municipality” (Norrköping representative).

Formal Plan Administration

The formal plan administration comprises consultations, consultation reports, review processes, statements of opinion and official letters. In 17 out of 30 municipalities (Borås, Botkyrka, Båstad, Eslöv, Falköping, Göteborg, Hällefors, Kävlinge, Landskrona, Lidköping, Malmö, Salem, Trollhättan, Uppsala, Valdemarsvik, Ystad and Örebro), the municipal plan administrator is responsible for the formal plan administration. In 11 municipalities (Färgelanda, Huddinge, Kalmar, Kungsbacka, Lerum, Norrköping, Stockholm, Trelleborg, Täby, Västerås and Värmland) the municipal plan administrator remains responsible for the formal plan administration, but the developer is allowed to contribute with some supporting material. The same goes for Norrtälje and Stenungsund, but in these two municipalities the developer may also contribute with drafts for some parts of the formal plan administration.

Several representatives from municipalities who express that they are responsible for the formal plan administration however explain that parts of the process are an interplay between the municipality and the developer. The representative from Ystad mentions that the developer is expected to participate in consultations to describe and explain their suggestions. Additionally, the consultation report and review process comprise a lot of feedback and discussions with the developer. This is also mentioned by the Hällefors respondent.

Among the 11 municipalities who allow the developer to contribute with some supporting material, varied opinions for which parts this is applicable are expressed. The representatives mention various parts of the formal plan administration, e.g., the consultation reports, review reports, statement of opinions and official letters. However, several municipal representatives clarify that it is the municipality who in the end is responsible for the documents in the formal plan administration and that it is important that their plan administrator reviews and signs them.

The Stenungsund representative expresses that in their DDD project, the municipality has the overall responsibility of the formal plan administration, however the developer is allowed to compose proposals for the consultation and review reports. In Norrtälje, they expect to adopt an approach similar to Stenungsund. The Norrtälje representative believes the municipality will request the developer to compose the consultation report and then review it internally. The Norrtälje interviewee describes that they delegated the responsibility for one official letter to the developer in one of their two pilot projects. This was made to examine different proceedings and evaluate the most suitable

approach in the pilot projects. According to the interviewee, delegating the official letter and retaining it within the municipality worked equivalently well.

Reviews

26 out of the 30 municipalities allow the developer to procure reviews, with Båstad, Falköping, Lidköping and Ystad being the exceptions. Gothenburg has chosen a different approach for reviews in their DDD projects, as they have added a pre-study phase in between the planning notification and the formal initiation of the plan work. In the pre-study phase, the municipality decides which reviews that are required and can be delegated to the developer. The initial idea was according to the Gothenburg representative to shorten the total planning process by allowing the developer to produce reviews during the pre-study phase. When the plan department after the pre-study phase initiates the formal plan work, it proceeds similar to a traditional plan although the developer is allowed to produce complementing reviews.

In municipalities where the developers are allowed to produce reviews, exceptions can still occur. The Gothenburg respondent describes that:

“There are some reviews that are not suitable at all times [...]. We procure the same consultants [as the developers], but it can be experienced as a larger trustworthiness if the municipality stands for it. So, then it can be tactically suitable that the municipality procures it” (Gothenburg representative).

Examples of reviews that some municipal representatives point out as unsuitable to delegate to developers are the environmental impact assessment, the social and children impact assessments, cultural heritage and comprehensive traffic reviews.

Several municipal representatives mention that they use requirement specifications or put demands on the developers when procuring consultants, e.g., regarding competence and reference projects. Most of the municipal representatives highlight that even if the reviews are procured and produced by the developer, the main responsibility for reviewing and securing their quality remains with the municipality. The Gothenburg representative has experienced that others may worry about whether the developer will make sufficient reviews. This fear can, according to the interviewee, derive from culture and habits, but is unjustified as the consultants are professionals and could just as well have been procured by the municipality. The Stenungsund respondent expresses a similar opinion and states that it is not rational to believe that consultants would be extra loyal towards the municipality merely because they have procured them themselves.

Formal Decisions

The formal decisions of the detailed development plan process encompass the planning notification, plan assignment, planning agreement, decisions regarding consultation and review, land development agreement and plan admission. All of the 30 municipal representatives depict that all parts of the formal decisions are made and managed by the municipality through their departments, the urban planning committee and the municipal assembly. Several municipal representatives express that formal decisions cannot be managed by any other actor than the municipality itself. The respondent from

Kävlinge notes that “it is municipal decisions, so it would be strange and also legally uncertain if consultants would be involved in these processes. Therefore, it is us [the municipality] who is responsible for all parts of this” (Kävlinge representative).

Exercise of Authority

The municipal representatives express fairly similar opinions regarding which parts of the detailed development plan process that constitute exercise of authority. The respondent from Valdemarsvik expresses that exercise of authority encompass those things that demand political advancement and fall under the municipality’s plan monopoly. The respondents from Huddinge and Täby express that the entire planning process actually encompasses exercise of authority. As two examples, the Huddinge interviewee mentions the consultation and review process, as they comprise considerations between different interests. The Huddinge representative notes that:

“This is the core to why it is exercise of authority to produce a detailed development plan: it has legal effect and exercises influence under a long period of time – both rights and obligations for those concerned. That is why it is important that it is professional – it concerns considerations between different public interests, private interests and not least public interests against private interests” (Huddinge representative).

Even if the municipalities are rather unified in their view that large parts of the planning process constitute exercise of authority, 13 municipal representatives express that it is not necessarily the municipality who must compose and develop everything. The Örebro respondent mentions that there are no legal obligations regarding whom develops the documents, which according to the respondent is the reason to why DDD exists. However, all the municipal representatives clearly point out that the municipality must retain the main responsibility for all documents and the examination, approval and quality assurance. It is also highlighted that the municipality always must authorize all documents.

The Planning Fee

When producing a detailed development plan, the developer is charged for the municipality’s expenses related to the process through a planning fee. The planning fee is determined by the planning rate and the municipalities utilize two main varieties of rates. 17 of the municipalities utilize a time-based rate while 13 of the municipalities utilize fixed rates, which can be based on the outside gross area of the plan, building volume, the municipality’s average plan expense or previous experiences.

Whether or not the planning rate was adjusted for DDD projects is discussed by the interviewees. The municipalities who utilize a time-based planning rate charge the developer by the hour, just as they normally would. The Kalmar, Kävlinge, Lerum, Norrtälje and Västerås representatives state that they did not adjust their time-based rate. However, since the plan department has been less involved in the plan work, they spend fewer hours on the plan and ultimately send a smaller invoice to the developer. The representatives from Kävlinge and Västerås experience that their DDD projects have required 50% of the time compared with a traditional planning process. The

Stockholm respondent hopes that the time-based invoice will be reduced with DDD, and states that the pilot projects would be considered a failure if their total planning fee would be equal to what it would have been in a traditional planning process.

The municipalities who utilize a fixed planning rate either apply a time-based planning fee for the DDD projects or adjust the fixed rate. Gothenburg, Härryda, Norrköping, Uppsala and Västerås shifted from their fixed planning rate to an hourly fee when utilizing DDD. On the other hand, Valdemarsvik and Trelleborg adjust their fixed planning rate for their DDD plans. Valdemarsvik, who has an established work process for DDD, charges around 60% of the normal planning fee for DDD plans. The respondent expresses that:

“We reckon with 60% workload compared to if we would have done the whole plan ourselves. The workload for exercise of authority is still quite high and, in the end, we are the ones responsible for the plan” (Valdemarsvik representative).

In Trelleborg, they also applied a fixed planning rate which was adjusted for their DDD project. According to the interviewee, the municipality calculated what the plan would have costed in a traditional process and reduced it by 50%.

5.2.4 Knowledge Transfer and Collaboration

23 interviewees mention that their municipality is involved in inter municipal collaboration where they discuss general questions related to urban planning and development. The smallest collaborative network is between Stenungsund, Tjörn and Orust, whilst the largest network includes 33 municipalities in the Skåne region. However, a few interviewees express that the networks do not address the detailed development plan process in particular and that the inter municipal collaboration foremost takes place on management level rather than plan administration level. Other stakeholders within urban planning which are mentioned by the municipal representatives as enablers for interaction and knowledge transfer are the Country Administrative Board, the National Board of Housing, Building and Planning, the Swedish Environmental Protection Agency, regional networks, SKR, developers, consultants and informal contacts.

Nine municipal representatives mention that they miss a formalized and continuous collaboration regarding detailed development planning and most interviewees consider an enhanced collaboration among municipalities to be advantageous. One of the most recurrent mentioned advantages are the possibility to exchange experiences and knowledge. The Trelleborg representative conveys that the planning process can vary very much among municipalities and that an enhanced collaboration would be of advantageous if it could make the planning process more comprehensive and understandable. However, the representative from Trelleborg also highlight that it is important to bear in mind that there are large differences between municipalities, for example related to organizational structure and conditions. This is also portrayed by the respondents from Kungsbacka and Norrtälje. The representative from Lerum says that “collaboration won’t make entire Sweden look the same, but rather result in us having a more efficient process and interpreting the Planning and Building Act more alike, which also can help the actors” (Lerum representative).

Knowledge Transfer and Collaboration regarding DDD

According to many of the representatives from municipalities who work with DDD, they do not have any formalized collaboration regarding the approach. Nevertheless, it is common that municipal officials have exchanged experiences with other municipalities. It is foremost municipalities in the initial phase of DDD who have contacted those with more experience. The representatives from Norrköping, Norrtälje and Stockholm express that knowledge transfer and discussions with other municipalities would be useful. The representatives from Norrtälje and Trelleborg depict that it would be positive if municipalities could coordinate their work with DDD, as this would make it clearer and more coherent for the developers. The Trelleborg respondent says that:

“It would be better for the developers if everyone had the same view of what one can hand over in a planning process and why one can hand over certain parts. In some ways the Planning and Building Act says that the municipalities have the plan monopoly and that it is our responsibility, but it is still unclear what one has to perform oneself and what one can hand over” (Trelleborg representative).

The Lerum respondent expresses a similar opinion and states that the Planning and Building Act can be interpreted rather freely. This is according to the interviewee due to how it is designed and is mainly positive but can sometimes become confusing for developers. The Norrtälje respondent says that if more municipalities begin to work with DDD, coordination would be advantageous so that the involved actors can know how the process usually proceeds.

5.2.5 The Municipalities' Experiences of DDD

The municipalities have different experiences of DDD. The Norrtälje representative expresses that their experiences from their two DDD plans have differed mostly regarding the involved consultants. According to the representative, the plan consultants' different levels of expertise has reflected upon their work, which is something the Täby respondent also has experienced. For a DDD project to run smoothly, the representatives highlight the need for continuous plan experience from the given municipality to understand the specific processes and geographic preconditions. Otherwise, it becomes difficult to keep up to speed, according to the Täby interviewee. Meanwhile, the representatives from Stenungsund and Valdemarsvik depict the involvement of developers in the planning process, is an already established way of working and therefore nothing new or revolutionary. The Stenungsund respondent adds that their DDD pilot projects is a way for them to formalize the process, rather than to test a new work approach.

Since the municipalities have different starting points, number of plans, attitudes and knowledge when utilizing the DDD approach, they visibly experience DDD differently. Some municipalities have just started their DDD pilot projects while others have progressed further. Other municipalities have chosen to pause DDD while some initiates a few new DDD plans per year. Meanwhile, a few municipalities have decided to annul the work approach altogether. Some of the municipalities' different experiences are further elaborated below.

A Time-Consuming Process

Many municipalities anticipated that DDD would fasten the planning process, however the experiences have deviated. The Kungsbacka and Täby representatives state that they do not believe DDD has reduced the time required to produce plans nor the overall price for the developer. The Gothenburg and Kungsbacka representatives mention that even if the workload of the plan administrators is reduced by applying DDD, the other municipal departments will still be involved to the same extent as they normally would. The representative from Norrköping depicts that they spend a lot of time on connecting the developer to the right department within the municipality. As the plan department holds a lot of the necessary information in a planning process, this guidance is unavoidable, according to the Kävlinge and Norrköping representatives.

The Kävlinge respondent adds that their experience of DDD has mostly been negative. The municipal representative explains that they needed to support the developer in the process more than anticipated, something the Västerås representative also experienced. The Västerås interviewee states that they estimated to spend 20-30% of the time in DDD in comparison to in a traditional process, when they in reality spend 50%. Even if the plan department devotes less time on a DDD project than a traditional, the Huddinge and Kävlinge respondents add that it can be mentally tiresome when having to explain and justify every step of the planning process to the second party. On the other hand, in Valdemarsvik where DDD is utilized as an integrated part of their work process, the respondent states that the approach shortens the overall time to produce a plan.

The Positive Effects

Several municipalities have experienced positive effects with a developer driven plan approach. Even if the Kungsbacka and Täby representatives do not believe DDD has reduced the time, nor the price, it has resulted in developers becoming more involved in the process, which the Gothenburg, Kungsbacka and Täby respondents view as positive. The Hälaryda representative portrays that the developers have been surprised by the complexity and extent of work that goes into creating a detailed development plan, which has enhanced the team-spirit. This is something the Gothenburg interviewee also has acknowledged. The Gothenburg representative believes that an enhanced team-spirit is necessary for a successful planning process as “the city won’t build itself, it is rather a collaboration between us and the developer” (Gothenburg representative).

All in all, interviewees express that “involving the developer on a bigger scale leads to a better end product” (Täby representative) and that “it is a fun way of working” (Kungsbacka representative). The Kungsbacka interviewee also adds that based on one of their DDD evaluations, all involved are very positive. Furthermore, Kalmar has experienced that DDD can facilitate the production of detailed development plans that does not necessarily entail an extensive societal benefit. Such plans are otherwise commonly unprioritized and neglected for a longer period of time, according to the Kalmar representative.

The Negative Effects

The municipal representatives depict that DDD has brought positive effects but also some negative. The Lerum representative states that for them “DDD has not worked ideally” (Lerum representative). However, this is not due to the DDD approach but has rather to do with a high employment turnover and the lack of guidelines and continuity according to the Lerum representative. Furthermore, the DDD plans in Lerum have been situated on complex land involving both local and governmental stakeholders. Lerum has therefore decided to not initiate any new DDD projects before the former ones are completed and evaluated. The DDD approach in Gothenburg, which entails that the developer produces reviews in a pre-study phase before the plan is officially initiated at the plan department, has created some dilemmas according to the representative. Hence, the plan department is doubtful to whether this DDD setup was the fitting, and the Gothenburg interviewee notes that it will most likely be readjusted for upcoming projects.

The two initial DDD pilot project in Västerås went fast and smooth, according to the representative. The respondent depicts that the successful outcome seemed to depend on the simplicity of the plans and the involved consultants being eager and pressuring others to prioritize the plan. However, the subsequent DDD plans were more complex, which made them more challenging. In one municipality, DDD was advertised by the politicians as a sort of *quick fix* that did not require any municipal involvement. According to the respondent, this led to unnecessary frustrations, misunderstandings and disagreement when the plan department in fact had to oversee the process and its quality.

In Uppsala, the politicians initially decided to run the DDD projects themselves, without involving the plan department. As the projects advanced, the developers turned to the municipal assembly with questions requiring plan competence. As a result, the matter was according to the Uppsala representative soon delegated to the plan department. The Uppsala respondent expresses that some DDD plans have worked well, some not as well, and some were even transferred back to being handled like traditional plans. The deficient plans are not entirely to blame on the developers according to the Uppsala interviewee, but also on the initial lack of clear preparations. One of their DDD plans is still not completed, 10 years in the making, which implies that DDD does not fasten the planning process, adds the Uppsala representative. Furthermore, the respondent notes that some of the faults in the DDD plans could possibly been avoided with clearer guidelines.

Resistance among Plan Administrators

The Hårryda and Västerås respondent convey that a challenge with the DDD approach is to engage the plan department and its employees. According to one of the respondents, some plan administrators have expressed a dislike and resistance towards DDD. Both the Hårryda and Västerås respondent further describe that the resistance often relates to how DDD might affect the plan administrators’ daily work tasks and make their role more auditing than creative. The Västerås interviewee describes that “we do not want to be administrators but want to work with the interesting projects ourselves” (Västerås representative). However, after the evaluation of their DDD projects Västerås decided to solely implement DDD in less complex plans outside the city center which decreased the plan administrators’ fear. It also increased the interest for the work, according to the Västerås representative.

The Need for Guidelines

The Hårryda representative portrays that they have learned a lot since implementing DDD, e.g., the importance of establishing guidelines that includes how the developer and municipality should cooperate. The Stockholm respondent notes that they have not yet evaluated DDD, but nevertheless believes that they will realize the importance of detailed guidelines. The interviewee says that a lot of questions have arisen regarding who is responsible for what, and without clear guidelines there is a risk that some parts of the planning process will be overlooked or forgotten. The Stockholm representative further mentions that extensive guidelines however could become a drawback for DDD as it will take longer before the approach becomes routine-like. In Huddinge, where they according to the interviewee put in a lot of effort in creating clear guidelines before initiating DDD, they still experience some challenges. However, the representative states that the challenges are related to specific circumstances of the plan and not symptomatic for DDD.

5.2.6 Developers' Involvement – Future Predictions

Several municipal representatives explicitly express that they do not aspire or wish to implement/extend DDD in their respective municipalities in the near future. They state that: the developers are already involved to a large extent, that there is no interest among developers to become more involved, that it is easier to keep the entire process internally, that it is solely the municipality that can make unbiased deliberations, that the planning process should not be characterized by commercial means and that DDD aggravates rather than simplifies. Another reason for not aspiring to implement or extend DDD is that the municipality has own negative experiences of the approach or has assimilated others' negative experiences.

15 municipal representatives mention that they believe the involvement of developers in the detailed development plan process will increase in the future, whilst 12 municipal representatives express that they expect DDD to become more widespread. The representative from Huddinge anticipates that the collaboration between developers and municipalities will become closer in general. The representative further describes that by collaborating, both the municipality and the developer obtain a better understanding of the other actor's preconditions and processes. Regarding DDD, the Kungsbacka respondent expresses that:

“I absolutely think it is something we will see in the future, but maybe with even more variations to it. Since both the municipalities and the developers will develop within it and learn what the advantages and disadvantages are. And it will of course be different in different municipalities” (Kungsbacka representative).

The Eslöv representative describes a contradiction in the societal development which is related to the future inclusion of developers in the detailed development plan process. At the same time as the planning process is constantly hastened and under the pressure of large developers, there is simultaneously a trend of more requirements on detailed development plans and a broad discussion about the importance of democracy in the planning process. Thus, the interviewee states that there are tendencies in the development both advocating for and against DDD. The interviewee from

Valdemarsvik however expresses that DDD can become a necessity for municipalities with an extensive planning queue, as they need to maintain the developers who are willing to invest and develop in the municipality.

6 Discussion and Analysis

This chapter covers discussion and analysis build on the information retrieved from the background, theoretical framework and empirical findings. The following sections are based on the three research questions and include to which extent municipalities involve developers in the detailed development plan process, how stakeholder management and change management theories can be applied to DDD, and how external consultants can help inform and facilitate the implementation and development of DDD.

6.1 Mapping of Developer Involvement

This section is based on research question one and covers the extent of which Swedish municipalities involve the developer in the detailed development plan process. When examining the empirical findings and comparing the municipalities work processes, seven different types of developer involvement were distinguished. The seven types and their affiliation to the 30 municipalities are illustrated in figure 10 (a Swedish version can be found in appendix D while simplified versions can be found in appendix E and F). The matrix chart demonstrates a scale ranging from a traditional process where the developer is less involved (to the left in the figure), to a developer driven process (to the right in the figure). In the far-left column, the developer is only responsible for project development and project completion. For each step to the right of column one, the developer is responsible for additional parts of the detailed development plan process.

	Traditional process					Developer Driven	
Project development	Developer	Developer	Developer	Developer	Developer	Developer	Developer
Project management	Municipal plan administrator	Municipal plan administrator	Municipal plan administrator	Municipal plan administrator	Shared responsibility (municipal plan administrator & developer's plan consultant)	Shared responsibility (municipal plan administrator & developer's plan consultant)	Developer's plan consultant
Planning documents	Municipal plan administrator	Municipal plan administrator	Municipal plan administrator, developer can contribute with supporting material	Municipal plan administrator, developer can contribute with drafts	Developer's plan consultant	Developer's plan consultant	Developer's plan consultant
Formal plan administration	Municipal plan administrator	Municipal plan administrator	Municipal plan administrator	Municipal plan administrator	Municipal plan administrator	Municipal plan administrator, the developer can contribute with supporting material	Municipal plan administrator, the developer can contribute with drafts
Reviews	Municipality and their respective consultants	Developer and their respective consultants	Developer and their respective consultants	Developer and their respective consultants	Developer and their respective consultants	Developer and their respective consultants	Developer and their respective consultants
Formal decisions	Municipality	Municipality	Municipality	Municipality	Municipality	Municipality	Municipality
Project completion	Developer	Developer	Developer	Developer	Developer	Developer	Developer
Municipalities with explicit DDD projects			Gothenburg		Salem, Hårryda, Kävlinge, Uppsala	Norrköping, Stockholm, Lerum, Huddinge, Kungsbacka, Kalmar, Trelleborg, Täby, Västerås	Norrköping, Stenungsund
Other municipalities	Lidköping, Ystad, Falköping, Båstad	Trollhättan, Eslöv, Örebro, Landskrona, Malmö, Borås		Botkyrka	Valdemarsvik	Färgelanda, Växjö	

Figure 10. The matrix chart illustrates a scale ranging from a traditional process, in light blue, to a developer driven process, in dark blue. The 30 municipalities are positioned in the matrix based on their current planning process where they involve the developer the most.

In the matrix chart, five distinctions are made related to the division of responsibility:

- If the municipality is fully responsible
- If the developer is allowed to produce supporting material
- If the developer is allowed to produce drafts
- If there is a shared responsibility between the developer and the municipality
- If the developer is fully responsible for the given part of the planning process

The difference in whether the developer is allowed to produce supporting material or produce drafts is however not always fully apparent. Some municipalities are very definite in their distinction between the two notions while others are vaguer. It could even be argued that having a clear distinction could be a grandstand by municipalities to feel more law-abiding regarding their exercise of authority. Nevertheless, all municipal representatives highlight that the overall responsibility of the planning process is always retained by the municipality, which also conforms with proposal 1 (see section 2.4.1) in the amendment of the law regarding private initiatives right.

The municipalities positioned in the matrix chart are divided into two categories: those who explicitly express that they work with DDD and the other municipalities who do not. The municipalities are positioned in the matrix based on their current planning process where they involve the developer the most. This entails that a municipality positioned to the right in the chart could be situated further left when considering their more traditional planning process. A municipality can however not be situated further right since their placement is based on the most accepted developer involvement. An exception has however been made for Lerum, which is positioned in column six despite that they let the developer take on project management, which conforms with column seven. As their process, apart from project management, better aligns with column six, they are positioned accordingly.

The municipalities who explicitly state that they work with DDD stretch from column three to seven. This conforms with the findings related to the understanding and definition of DDD, which depict that DDD is not a precise and fixed work approach, but rather varies. This also aligns with the absence of a general accepted definition as well as the lack of explicit regulations for developer involvement in the Planning and Building Act, which is encountered by proposal 2 and 3 (see section 2.4.1) in the amendment of the law regarding private initiatives right (SOU, 2019:9). Based on this, it could be argued that DDD, rather than being a definite work approach, can be viewed as a scale with five levels of developer involvement. However, if the process is a scale, it becomes more unclear how and at which point a planning process deviates from being traditional to become DDD. For example, the empirical findings present that municipalities express to already work in accordance with the amendment of the law, regardless of whether or not the municipality works with developer involvement. Additionally, Botkyrka does not state that they work according to DDD but are still positioned further right in the matrix chart than Gothenburg, who employs DDD pilot projects.

The imprecise definition of DDD and the multitude of versions could lead to confusion and uncertainties, especially for developers. Although this could risk becoming ambiguous, it can still be argued that DDD should be a scale and not fully static. In order to successfully apply DDD, the approach should be adjusted in relation to the complexity of the plan, the knowledge of the involved actors and the power of the

affected stakeholders. This also conforms with Rankka's (2015) suggestion that the responsibility among actors in the planning process should be flexible. Preferably, the scale should however be clear and predetermined within each municipality.

In figure 11, the municipalities included in the study are shown geographically in blue. The municipalities in darker blue are those who utilize some form of DDD, which include all municipalities from column three to seven in the matrix chart. Based on this, it can be argued that 20 out of the 30 municipalities work within the spectrum of DDD. From the figure, it can be seen that all interviewed municipalities located in the Stockholm region employ DDD and that most of the municipalities in the Gothenburg region engage in DDD. In the middle parts of Sweden, about half of the municipalities employ DDD whilst only two municipalities employ DDD in the Skåne region. This indicates that the municipalities can be influenced by their closest neighbors regarding DDD. Apart from their location, no clear patterns can be found when examining the municipalities who utilize DDD related to size of the urban area, population, number of plan administrators or number of detailed development plans gaining legal effect per year.

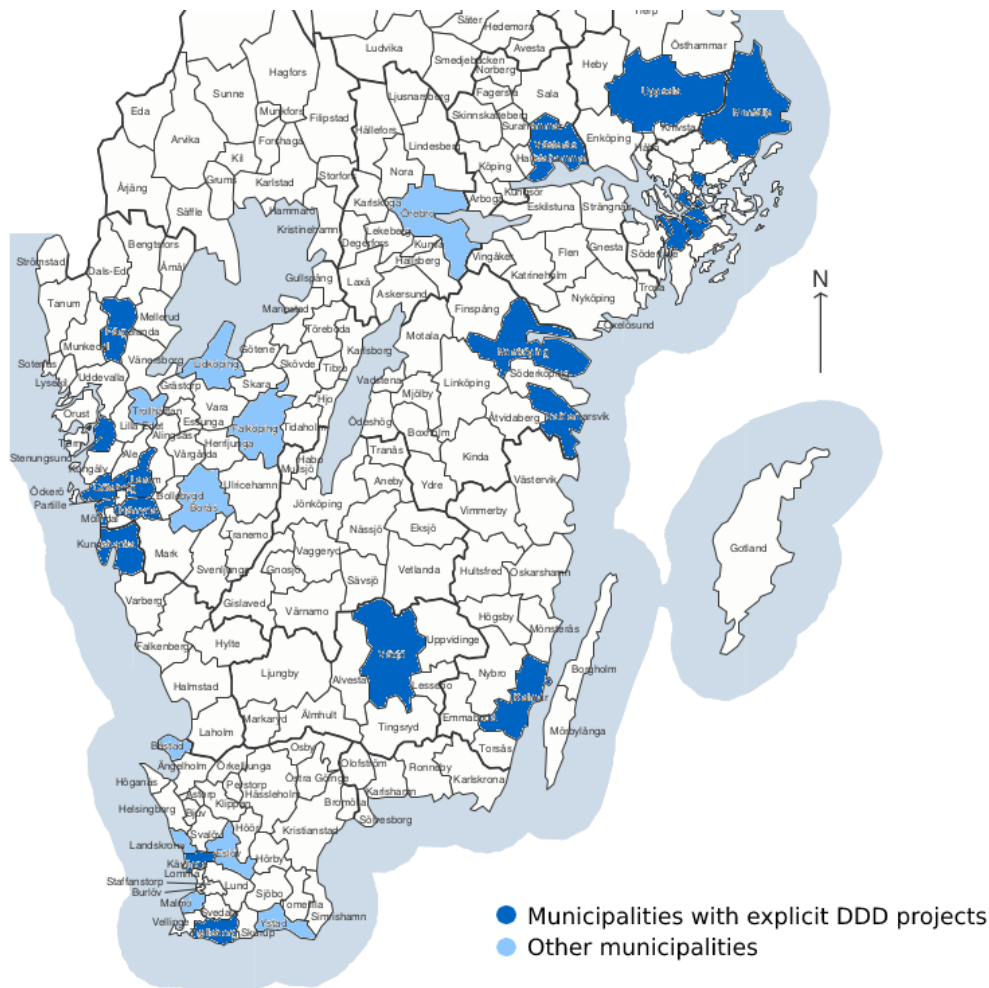


Figure 11. An illustration of the municipalities included in the internal interview study. The municipalities in darker blue are those who utilize some form of DDD. Source: SCB, 2008.

In the DDD projects, most municipalities utilize a time-based planning rate. However, those who utilize a fixed planning rate have reduced it by 40-50%. This indicates that the planning department predict to spend approximately 50% less time on a DDD plan than in a traditional plan. The empirical findings show that several municipal representatives experience that DDD have not shortened the time to create a detailed development plan. However, DDD can shorten the time between the planning notification and plan initiation as well as facilitate parallel processes and plan work as it demands less municipal resources and utilizes the competence of the developer. Thus, DDD has the potential to shorten the planning queues and overall make the detailed development plan process in municipalities more efficient.

6.2 Applying the Theoretical Framework

This section is based on research question two and covers the analysis of how stakeholder management and change management theories can be applied in order to inform and facilitate the implementation and development of DDD. The first section conveys a background to why the specific theoretical framework is of interest when analyzing the DDD approach. The subsequent sections are connected to the three steps in Lewin's change model, namely unfreeze, change and refreeze.

6.2.1 Support from Theory

The urban planning process in Sweden has received criticism over the last years and the detailed development plan process has been identified out as one of the bottlenecks for construction. The critique of the detailed development plan process is often related to the obsolete distribution of power, the deficient municipal processes and the increasingly extensive and complex plans (Boverket, 2020b; Cars et al., 2013; Kalbro et al., 2012; Stockholmsgruppen för Tillväxt, 2014). The deficiency of municipal resources and the trend of increasingly detailed and complex detailed development plans also conform with the empirical findings. The planning process is in addition influenced by a political context and under the influence of a vast number of stakeholders with contrasting interests, which is illustrated both in the empirical findings and literature (Boverket, 2019; Olander, 2007; Olander & Landin, 2005; Zetterlund, 2016). These findings combined demonstrate the complex conditions surrounding the detailed development plan and the societal development which has resulted in stakeholders demanding a faster and more efficient process.

The empirical findings demonstrate that most of the municipalities aspire to better utilize the municipalities' and developers' resources by implementing DDD and thereby fasten the planning process and produce more detailed development plans. DDD can thus be understood as a result of the conditions, interests and demands currently surrounding the detailed development plan process. However, the empirical findings display that the experiences of DDD have varied and that the expectations of politicians and the plan department have not been fulfilled in several municipalities. Based on this, the following sections aim to analyze how the implementation and development of DDD could be informed and facilitated by applying stakeholder management and change management theories.

6.2.2 Realizing the Need for DDD

Realizing the need for DDD can be connected with the first step in Kurt Lewin's three step model, unfreeze. The empirical findings depict that all the main stakeholders of DDD (the municipal assembly, the plan department and the developer) are more or less frustrated with the current planning process and have identified the need for a faster and more efficient process. In that sense, the first part of Lewin's model, unfreeze, can be argued to be fulfilled. However, *how* this identified problem should be solved is not aligned between the actors. For example, the ambition for DDD deviates between politicians and municipal officials. The unfreeze step for DDD is thereby not fully or at least not successfully achieved as this causes disruptions in subsequent change stages.

Based on the empirical findings, it can be argued that the relationship between the plan department and the political assembly is intricate in many cases. Many of the representatives mention that the plan departments have expressed resistance towards DDD, both implicitly and directly. Changes at the plan department are most likely to occur through political initiatives and some municipal representatives depict that the politicians, as well as the developers, do not seem to understand the complexity of producing a qualitative detailed development plan. For example, DDD has been presented as a quick fix by politicians. Schein (1991) describes organizational culture partly as how an organization learns to cope with problems and adaptation. If change is always politically derived, the plan department will thereof have an established culture for how to cope and adapt accordingly. This entails that DDD is likely to receive resistance, both based on the actual work approach as well as the accumulated resistance towards all the previous change programs.

In order to understand resistance and how to overcome it, Child (2015) argues that it is important to distinguish between trivial and non-trivial resistance, which also applies to DDD. Furthermore, the survival anxiety must also triumph the learning anxiety (Cameron & Green, 2020; Child, 2015), which is especially important for the plan department and its employees. The empirical findings demonstrate that there is an anxiety expressed by the employees that DDD could have a negative impact on their work tasks and entail that plan administrators' work would solely encompass quality assuring instead of creating plans. Such fears are related to learning anxiety and can be argued to be regarded as non-trivial resistance, as the plan department's employees are an important stakeholder group that can be seen as key players when assessing the power/interest matrix by Johnson et al. (2008). The employees have a high interest in how the detailed development plan process is carried out, but one single employee does not possess very much power. On the other hand, if the employees unite, they extend their common powerbase and can become key players. Schneider et al. (1996) states that the employees are the organization. This entails that if the employees at the plan department do not wish to employ DDD, the municipality will simply not (successfully) utilize DDD.

In order for DDD to have a chance to become successful, the survival anxiety must be enhanced whilst the non-trivial learning anxiety must be addressed and preferably lowered. In a private organization, survival to the fittest is applicable and the survival anxiety should thereby be fairly evident. On the other hand, a municipal organization can be viewed as stable, as it is based on tax revenue, which could make the survival anxiety less apparent. However, as depicted in the empirical findings, if a municipality have a less efficient planning process, developers might choose to develop in another

municipality, which could act as an incentive for the survival anxiety. It could nevertheless be argued that this does not affect the employees notably, as some municipalities imply that the planning queues can be overwhelming. This is also depicted by Zetterlund (2016). With a proactive plan department instead of a reactive, the survival anxiety might be able to exceed the learning anxiety. But as long as the planning queues in a majority of the municipalities are considered to be overwhelming and unattainable, this is unlikely to be achieved. It can thus be argued that if the survival anxiety cannot be significantly increased, the learning anxiety must be lowered to successfully implement DDD. This could only be accomplished if the individual's perspective on the change was recognized and the need for change truly embedded within the organization.

To realize the need for change is in direct relation to the unfreeze step in Lewin's model. However, by examining the resistance and challenges connected with the first step it becomes apparent that to succeed, the dynamics of the individual and group as well as their responses to the change must be considered. This coincides with Lewin's view of the three-step model as one part out of four interconnected research themes (Cameron & Green, 2020). When utilizing the three-step model, field theory, action research and group dynamic must also be acknowledged.

6.2.3 The DDD Change Process

The change process where DDD is implemented can be connected to the second step in Lewin's model, change. As previous research (Brännmark & Benn, 2012; Shah & Harris, 2010) accentuates the importance of having an adequate implementation strategy for change initiatives, evaluating how DDD has been implemented is necessary to understand the experience of DDD depicted in the empirical findings. The following section aims to analyze the implementation approach for DDD as well as the role of change agents and the utilization of pilot projects.

Aspects to Consider Regarding Change

The empirical findings demonstrate that the implementation of DDD primarily has emerged from political initiatives, which conforms with the uniform or top-down approach described by Higgs & Rowland (2005). The implementation of DDD has in several municipalities encountered resistance within the plan department, which further aligns with previous research (Child, 2015) displaying that the uniform approach is likely to induce resistance and become unsustainable.

Previous literature (Elving, 2005; Finch, 2011; Ford & Ford, 1995; Lewis & Seibold, 1998; Simoes & Esposito, 2014) portrays that communication is a key aspect in change and that a clear communication strategy is essential for a successful implementation. This entails that everyone affected by a change initiative must receive the full picture of why the change is necessary and what it might entail. However, the experiences from the DDD projects suggest that the communication strategy has not always been sufficient within the municipalities. For example, many municipal representatives anticipated that DDD would unburden the plan administrators to a greater extent, as this was conveyed by the politicians. The empirical findings show that the time spent by the plan department on a DDD plan can be 50% less than in a traditional plan. Even if this could be considered a good result, it could nevertheless lead to disappointment if

the expectations were not communicated accordingly. Additionally, the fear among plan administrators related to how DDD might affect their daily work can be argued to partly derive from insufficient communication. This implies that the communication strategy must be better acknowledged by the change initiators in order to accomplish a better DDD implementation.

In addition to a clear communication strategy, trust is also pointed out as important in order to achieve a successful change (Berggren, 2019; Oreg et al., 2011). Relational trust is built through continuous interaction and is an essential prerequisite for change (Berggren, 2019). The detailed development plan process includes many stakeholders, which is portrayed both in literature (Boverkett, 2019; Olander, 2007; Olander & Landin, 2005) and the empirical findings, and the set of involved actors always varies between projects. The empirical findings also depict that organizations and projects can suffer from high personnel turnover. The interaction among stakeholders in the detailed development plan process is thus likely to become discontinuous, which implies that building relational trust is challenging. This also conforms with the findings of Zetterlund (2016), displaying a deficiency of trust between stakeholders in the planning process. Implementing DDD is thus not a simple task and other ways to establish trust must be considered during the process. For example, it could be suggested that a common vision of the desired outcome and a sense of belonging between the individuals in a project group should be established.

One of the challenges facing the planning process is insufficient municipal resources (Boverkett, 2020b; Stockholmsgruppen för Tillväxt, 2014). The empirical findings display that DDD can be implemented due to this reason. Meanwhile, one of the main obstacles for implementation is described as inadequate time and resources (Kolbusa, 2013). A municipality which implements DDD due to deficient resources can at the same time face challenges during the implementation due to these deficient resources, which creates a paradoxical situation. The empirical findings further depict that one municipality where DDD was implemented due to deficient resources has had a negative experience of the approach and do not wish to implement it further. However, the empirical findings also support that DDD approaches have been utilized in smaller municipalities with less resources for a long period of time. The adequacy of implementing DDD in municipalities with less resources is therefore ambiguous. However, it can be suggested that for DDD to function as anticipated and become resource efficient, the implementation must become embedded in the organization and be given adequate time. First when the approach is established as a routine, it can become a way for municipalities with less resources to cope with the demand.

Two other obstacles for implementation displayed by Kolbusa (2013) are placing too much attention on the input rather than the output, and neglecting the organizational and personal changes required for the implementation. As there is a risk of overlooking the output, the importance of continuous evaluation becomes evident, which is something several municipalities aspire to carry out throughout their DDD projects. However, more attention could have been devoted to the organizational and individual changes required when implementing DDD. An organizational change which has been overlooked in DDD is e.g., the co-ordination between different municipal departments. Several municipal representatives describe that a lot of time in DDD is currently spent on connecting the developer to the right department within the municipality. This could

have been improved if clear routine were established within the organization for how the contact with the developer should be managed.

Another important principle for facilitating implementation is to establish a document which guides the organization through the implementation process (Kolbusa, 2013). Most of the municipalities who have implemented DDD have utilized some sort of guidelines and their experiences make it evident that clear guidelines are essential for DDD. However, the guidelines' level of detail and elaboration have varied. Based on the empirical findings, it can be argued that it is not the progression nor the perfection of the guidelines at the time of the DDD initiation that directly affect the outcome. As one of the goals of the implementation is to investigate how the procedure is best executed, this is not feasible. However, it is still essential that the municipality has thought the DDD process through carefully and established some type of guidance based on their current preunderstanding before actual implementation. The initial guidance can then be revised as the DDD projects proceeds and more experience is gathered. To disregard guidelines is *not* recommended, as it based on the empirical findings can result in confusion and unclarity for the involved actors.

Change Agency

A change agent is responsible for initiating, sponsoring, directing, managing or implementing a change (Caldwell, 2003), and is required to overlook the change and its implementation. However, the empirical findings depict that the DDD projects in some respects have lacked an official change agent. In the DDD projects, different people have been responsible for different aspects of the change agents' tasks. For example, DDD has been initiated through the municipal assembly, sponsored and financed through the developer, directed through the plan administrator and implemented by both the municipality and developer. Caldwell (2003) does not depict that these tasks *must* have the same change agent. However, a risk of having too many different agents can be that the change become discontinuous and lacks comprehensive understanding, which can be argued to be the case in many of the DDD projects. Furthermore, the empirical findings indicate that the person or group responsible for these tasks have not considered themselves as change agents which could explain the lack thereof.

In order for DDD to be implemented successfully in future projects, the change agency must be formally addressed. A lot of the resistance related to DDD is connected to the top-down approach and that employees at the plan department feel overlooked in the political initiative. Therefore, it can be argued that if the change agent is appointed in accordance with the leadership model, there is a risk of amplifying the resistance. In addition, the lack of a comprehensive overview has also been pointed out as a dilemma in DDD. Thus, the change agent should favorably not be appointed in accordance with the manager model either, as the change agent's tasks then risk being overlooked and disregarded.

In average, there are nine plan administrators working with detailed development plans in the municipalities (Gothenburg, Malmö and Stockholm excluded). This indicates that appointing a change agent according to the group model would be difficult as the group would not be able to include more than a few employees, in order for the traditional plans to be processed alongside the DDD plans. Additionally, the group model can lead

to exclusion of the rest of the organization, which could reduce resilience. Resilience is especially critical as some municipalities experience a high employment turnover, making the group model unsuitable for DDD. The empirical findings also display that in a few municipalities one single plan administrator managed all of the DDD plans. There is no model from Caldwell's (2003) theory supporting that a regular employee, such as a plan administrator, can be viewed as a change agent. Furthermore, one individual does not compose a group and since a plan administrator is not a manager, neither the group model nor the management model is applicable. This could indicate that a change agent according to the group model cannot, or should not, encompass one single employee. On the contrary, H  r  da, who employed an external consultant as plan administrator, can be suggested to have utilized a consultancy change agent model. How a change agent can be appointed in accordance with the consultancy model will be further discussed in the subsequent section (6.3).

Implementation through Pilot Projects

Pilot projects can be utilized when implementing change and is especially suitable when a change is expected to encounter substantial resistance (Child, 2015). 11 out of 16 municipalities who have utilized DDD have done so through pilot projects which is suitable as the empirical findings depict that DDD has encountered resistance. The magnitude of the pilot studies however varies, ranging from one to five pilot project among the municipalities. That the magnitude differs can be seen as reasonable as the municipalities vary in e.g., size. Nonetheless, it is important to consider how the number of pilot projects may affect the outcome of the municipalities' DDD initiatives. When solely initiating one pilot project, it becomes difficult to draw any general conclusions about DDD as the outcome can depend on multiple project specific aspects. This is for example demonstrated by Huddinge, who experienced problems in their pilot project that were unrelated to the DDD approach. Additionally, several municipal representatives depict that the outcome of DDD can be highly dependent on the consultants and individuals involved. At the same time, the external consultants depict that the experience of the municipal plan administrators also affect the outcome of DDD. This implies that evaluating DDD based on one sole pilot project can be insufficient, as the gathered experience is not comprehensive enough for distinct conclusions.

Previous research (Child, 2015) further demonstrates that a pilot project which is carried out in a too favorable environment can be hard to replicate and further implement successfully. This conforms with the case of V  ster  s, where they implemented DDD in a larger scale after completing two successful pilot projects. The two pilot projects were carried out under simple circumstances and as a result, the experience of the subsequent, more complex, DDD projects was not as positive as in the pilots. Thus, DDD is now only implemented on a limited scale in V  ster  s. This further demonstrates that evaluating DDD based on a limited number of pilot projects is difficult and unjust. In order to make fair conclusions and ensure good conditions for further implementation, several pilot projects are required.

As the environment in which a project takes place is critical for its outcome, the representativeness of the plans in which DDD is implemented is important to consider. The empirical findings display that the municipalities have different strategies when selecting their pilot projects, e.g., related to size, scope and complexity. When selecting

plans with contrasting conditions within a municipality, it becomes easier to compare and evaluate which plans and conditions that are suitable for DDD for further implementation. However, can become harder to assess other aspects that might have an impact on the outcome, as the variety in conditions makes such comparisons difficult and unjust. By selecting similar and comparable pilot projects, the evaluation of such aspects is enabled, but it is also more difficult to draw any general conclusion regarding the favorable adoption of DDD. The different strategies for selecting DDD pilot projects have both pros and cons, and it is therefore difficult to determine which strategy that is the most beneficial. Since the municipalities has chosen different strategies for how to select their pilot projects, it can however be argued that they could benefit from sharing their experiences with each other. By sharing their accumulated knowledge, a more comprehensive picture of DDD could be obtained.

Previous research (Child, 2015) shows that a risk of utilizing pilot projects is that the period of uncertainty surrounding the change is prolonged, which might enhance anxiety and resistance. A detailed development plan usually proceeds under several years (Kalbro et al., 2012; Zetterlund, 2016) and can be a drawn-out process, which is demonstrated in the empirical findings as one DDD project has been ongoing for 10 years. Thus, a prolonged implementation process and its correlation to enhanced anxiety and resistance can be especially important for municipalities to consider in their pilot studies. In addition, this further accentuates the importance of previous discussed aspects in the DDD implementation, namely having an adequate communication strategy, conveying clear visions and objectives among employees, establishing a mutual trust and having a formal change agent. Moreover, pilot projects should not be carried out isolated from the rest of the organization, as this will add even more uncertainty among those who have a limited involvement.

6.2.4 Developing and Sustaining DDD

The empirical findings portray contrasting opinions regarding the future development of DDD. Several municipal representatives express that they do not aspire to implement or extend DDD in their respective municipalities in the near future, whilst others expect DDD to become more widespread. The empirical findings also raise an ambiguity between the constantly hastened planning process and the extensive requirements put on detailed development plans, which advocates both for and against DDD. There is a varying degree of willingness to further implement DDD among the municipalities but how to sustain and develop the successful elements of DDD still remains an important question. Thus, this section aims to analyze how DDD can become an institutionalized part of an organization and how stakeholder management can be adopted to sustain change.

Institutionalization

Sustaining and developing DDD can be related to the last step of Lewin's three step model, refreeze. When refreezing or sustaining a change, it is important to create routines and ensure that the change is supported both by the culture and systems in the organization. Change is sustained when it is established as a routine in an organization and becomes an institutionalized part of the organizational culture (Child, 2015; Kotter, 2016). As the majority of the DDD projects described in the empirical findings are under progress, it is hard to evaluate their degree of institutionalization. However, it

can be suggested that municipalities who aspire to sustain DDD and implement it further can proceed from Caldwell's (2003) processes: socialization, commitment, reward allocation, diffusion and sensing/calibration.

In accordance with socialization and commitment, municipalities must establish norms, values and routines linked to the DDD approach. This becomes especially important in municipalities where DDD has encountered resistance. To promote institutionalization, municipalities could also make use of reward allocation by attaching rewards to new behaviors linked to DDD. In Västerås, DDD is only applied in less complex projects which allows the plan administrators to spend their time on more demanding and creative projects, which could be used as reward allocation. Furthermore, DDD can potentially facilitate the production of detailed development plans that traditionally are unprioritized which can also be viewed as a possible reward allocation. For plan administrators, this entails that they to a larger extent can meet the detailed development plan requests from citizens and not solely from large developers. This could also lower the learning anxiety among plan administrators as the fear of their daily work becoming solely administrative and auditing is reduced.

To diffuse DDD and spread it from one system to another it is important to consider that the majority of DDD projects has been carried out as pilot projects. Thus, it can be suggested that the establishment of guidelines and routines based on the experiences from the pilot projects is essential before diffusing the implementation on a larger scale. Otherwise, the subsequent projects risk becoming ineffective or unsuccessful. The empirical findings portray that several municipalities are currently utilizing the pilot projects to develop and establish guidelines, which would be favorable for an eventual diffusion. Another important aspect to consider when developing the pilot projects of DDD to a full-scale implementation is to involve the entire plan department instead of delegating the work task to one single individual, as this makes the organization vulnerable. The empirical findings demonstrate that in several DDD pilot projects, one plan administrator or project manager was given the sole responsibility, which impedes knowledge diffusion and resilience. To include the entire organization in the diffusion also facilitates the establishment of common norms, values and routines, as well as the prevention of resistance.

In order to retain a high degree of institutionalization, municipalities should also aim towards detecting deviations from desired change and taking the corresponding corrective actions, which is related to Caldwell's (2003) last process of sensing/calibration. Examples of this can be detected from the empirical findings, where several municipal representatives depict that their DDD projects have been a process of learning and constant adjustments to achieve the desired outcome. Based on sensing/calibration, it can be suggested that municipalities should adopt continuous evaluations if choosing to develop or implement DDD further. The evaluations should aim to constantly bring the knowledge and best practices from finished projects into new projects. By continuously sensing and calibrating, DDD will develop into the most suitable approach adopted for every individual municipality.

Another possible way to institutionalize DDD can be through legal legitimacy, which the amendment of the law regarding private initiatives right attempts to achieve (Regeringskansliet, 2021). The amendment of the law further presents a possibility to handle the uncertainties and unpredictability in the planning process through proposal

4 and 5 (see section 2.4.1). This could help decrease the economic risk in the planning process depicted by Stockholmsgruppen för Tillväxt (2014) and Zetterlund (2016). The empirical findings also display that utilizing DDD can help developers gain more control over their financial position in the plan work. This could also help the implementation and institutionalization of DDD, especially from the developers' perspective.

Stakeholder Analysis

The stakeholders in the planning process must be allowed to become more involved, according to Cars et al. (2013). Additionally, in order to sustain change it is important to acknowledge relevant stakeholders and gain their understanding and support (Child, 2015). If one or more stakeholder groups oppose the change, it is unlikely to become effective or sustained. This demonstrates that stakeholders must be taken into consideration when implementing and developing DDD to secure its future advancement. Based on previous research (Gibson, 2000; Johnson et al., 2008; Mitchell et al., 1997; Olander, 2007; Olander & Landin, 2005) and the empirical findings, stakeholders in the detailed development plan process can be identified and categorized in external and internal stakeholder groups according to figure 12.

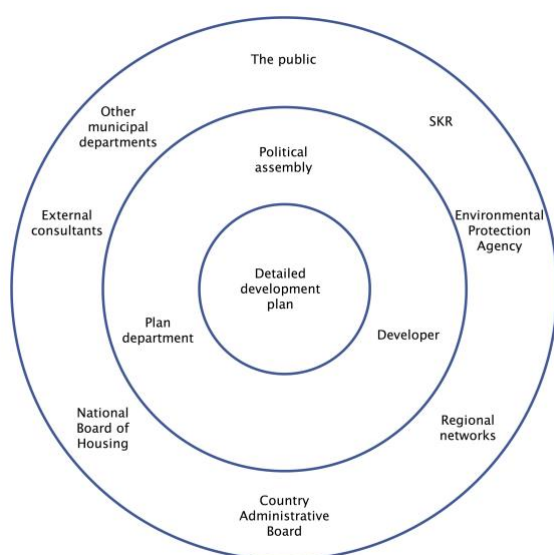


Figure 12. The internal and external stakeholders in a detailed development plan process.

Based on the empirical findings, it can be argued that the importance of the stakeholders in some cases have been overlooked when implementing DDD. For example, the entire plan department was neglected in Uppsala when the politicians first implemented DDD without involving the plan department. The municipalities' experiences of DDD also demonstrate that plan administrators and their resistance towards DDD have been somewhat overlooked as well as the officials at other municipal departments, who are essential to have an adequate co-ordination with. Based on previous literature (Child, 2015), and empirical findings, it can be suggested that the stakeholders should be taken into consideration early in the implementation process to make sure that DDD becomes effective and sustained. As the power and interest of the stakeholders are not static during the planning process but fluctuate throughout the different stages (Johnson et al., 2008; Olander & Landin, 2005), the stakeholder analysis should be continuously performed and revised during the entire proceeding of a DDD project.

6.3 External Consultants and DDD

This section is based on research question three and covers how external consultants can facilitate the implementation and development of DDD. The empirical findings display that municipalities perceive inter-municipal collaboration and knowledge transfer regarding the detailed development plan process as advantageous. The need for an increased collaboration is also displayed by Cars et al. (2013). Despite this, many municipalities lack having a formalized or continuous collaboration where they can exchange experiences and knowledge. In addition, the existing collaborative networks address urban planning more in general and is foremost aimed towards management levels. Furthermore, external consultants working in relation to municipal plan administrators express that they encounter a large interest regarding their previous experiences of detailed development planning and DDD approaches. Almost none of the municipalities who have implemented DDD have any formalized collaboration regarding the approach, which conforms with the findings of Zetterlund (2016), suggesting that collaboration can be aggravated by the high demand for effectiveness surrounding municipalities. However, several municipal representatives believe collaboration would be positive for DDD, which indicates that there is a demand for more coordination and knowledge transfer among municipalities for the implementation and development of DDD.

External consultants work with a vast number of clients and have the possibility to act as a bridge, enabling knowledge transfer. This suggests that external consultants with experience from different municipalities can be utilized to facilitate inter-municipal knowledge transfer regarding the planning process and DDD. As DDD is not a definite work approach but rather can be viewed as a scale of different levels of developer involvement, external consultants with extensive DDD experience can furthermore collect best practices from various positions of the scale. External consultants who operate in several regions in Sweden, such as Tyréns, also have an advantage as they can have a large collective body of knowledge regarding different DDD approaches and best practices. The empirical findings depict that Tyréns currently do not have any formal collaboration between their different regions regarding DDD and it can thereby be suggested that this should be established.

External consultants who operate in different parts of Sweden could also utilize their collective body of knowledge to establish DDD frameworks and guidelines. The empirical findings and previous discussion demonstrate that the establishment of such documents is essential to successfully unfreeze, change and refreeze for DDD. External consultants who have experience of DDD from several municipalities can thus support municipalities in creating guidelines. It is however important to remember that every municipality operate under different circumstances, which is reflected in their processes and procedures. Thus, it can be suggested that guidelines for DDD always should be revised and adopted to the municipality in question.

When returning to Lewin's change model, it is evident that external consultants can play a supportive role in each of the three steps and thus facilitate the DDD change process. In the first step of Lewin's model, unfreeze, external consultants could assist by conveying a realistic image of DDD early in the process and thereby align the actors' expectations. Although the main stakeholders in DDD have identified the need for a faster and more efficient planning process, they seem to have different perceptions of

DDD's potential in solving the identified problem. The incentives for implementing DDD are often related to time savings, which can result in discontent when this is not achieved as anticipated. It is therefore significant that the communicated expectations are consistent and attainable. External consultants who have extensive DDD experience can therefore play an important role in the unfreeze step by conveying a realistic image to municipalities.

In the second step of Lewin's model, change, it can be argued that change agents play an important role. As earlier discussed, there has not been any clearly appointed change agent for DDD within the majority of the studied municipalities, although this would facilitate the implementation process. Thus, it can be suggested that external consultants could take on the role as change agents for DDD to ensure continuity and a more comprehensive process. In H arryda, where they according to previous discussion assumed an external change agent, they accentuated the need for an external, self-sufficient part in DDD who could see the whole picture and unburden the plan department. Previous research (Cameron & Green, 2020) further depict that external change agents can manage the change more objectively. Since external consultants are only involved in the organization during the change process, it is however important to obtain resilience by establishing an internal change agent as well. The internal change agent is more emotionally involved in the organization and can contribute with this perspective, whilst the external change agent can have the ability to distance itself from the organization and thus contribute with a more rational viewpoint.

In the third and last step of Lewin's model, refreeze, the potential role for external consultants is much related to stakeholder management. Having an understanding of the involved stakeholders is very important for DDD, as the primary condition for a change to be sustained is that it gains the understanding and support of the key stakeholders, both the internal and external (Child, 2015). Since external consultants have a multifold of clients and operate within several stakeholder groups, it can be argued that they are well equipped for stakeholder management in DDD. As depicted in the empirical findings, the external consultants have been employed by both municipalities and developers for DDD, and thus obtained the perspective of both actors. In addition, external consultants operate outside the stakeholders' organizations, which implies that they can remain objective and more easily weigh different stakeholders' interests against each other.

6.4 Methodological Choices

The thesis comprised a literature review and an interview study, divided into an internal and external part. If the literature review had included another set of theoretical frameworks, this would have affected the result of the study. The methodological choices of the interview study have also affected the outcome and is discussed further.

The first part of the interview study, the internal, gave a basic understanding of DDD and how the municipalities work in the detailed development plan process. This helped the writers create a relevant interview guide for the external interviews and is deemed to have affected the result of the study positively. The internal interview study only comprised four interviews, but as the interviewees gave a cohesive view of DDD no additional interviews were considered necessary. If the internal interview study had

been more extensive, this could also risk the researchers becoming biased during the external interview study.

The external interview study included 30 out of Sweden's 290 municipalities, which corresponds to over 10%. The municipalities included in the study were evenly distributed in the middle and southern part of Sweden and covered all of the three main classification groups of SKR (2017). This entails that the selection of municipalities was rather well distributed in relation to location, size and population. However, the study did not include any municipalities in the northern parts of Sweden. The 30 included municipalities have affected the outcome of the study and if the municipalities had been exchanged, the result could have differed. This entails that generalized conclusions based on the study is not fully applicable upon the rest of Sweden's municipalities.

Furthermore, each municipality included in the study is represented by one corresponding interview which entails that the interviews could have been influenced by the respondent's personal views and experiences. Having several interviews per municipality could have resulted in a more unbiased result. However, there are only a limited number of employees with sufficient experience and an overview of the DDD approach in most municipalities. If more interviews were conducted per municipality this would also entail that less municipalities could have been included in the study. As the study aimed to create an extensive and comprehensive mapping of municipalities' developer involvement in the detailed development plan process, the researchers deliberately chose to include as many municipalities as possible.

7 Conclusion

The aim of this thesis was to create an understanding of how Swedish municipalities involve the developer in the detailed development plan process and to examine the challenges and opportunities of DDD. This was done to support the collaboration between municipal officials and consultants, which furthermore will benefit developers with an interest in utilizing DDD. In conclusion, the mapping study illustrates a scale with different levels of developer involvement in the detailed development plan process. By applying a theoretical perspective, we identified six aspects to consider and three factors that need to be addressed for a successful implementation and development of DDD. Furthermore, it was concluded that external consultants can facilitate DDD by utilizing their body of knowledge, managing stakeholders and acting as a change agent. These conclusions will be further elaborated in the following sections, as well as suggestions for future research.

7.1 Research Question 1

To which extent does Swedish municipalities involve the developer in the detailed development plan process?

The study shows that Swedish municipalities involve the developer in the detailed development plan process to a various extent. Based on the mapping of 30 municipalities in the middle and southern part of Sweden, a matrix chart (see figure 10) with seven types of developer involvement was established. This illustrates that DDD is not a definite and static work approach but can be viewed as a scale with five levels of developer involvement. Based on the mapping, we identified that 20 out of the 30 municipalities work within the spectrum of DDD. The mapping further shows a tendency that the municipalities' geographical location can indicate how likely they are to implement DDD, as it for example, is more common in the Stockholm region than in the Skåne region. Apart from this, no other patterns or similarities among the municipalities that utilize DDD have been discovered.

7.2 Research Question 2

How can stakeholder management and change management theories inform and facilitate the implementation and development of developer driven detailed development plans?

Developer driven detailed development plans can be seen as a result of the societal development, in which there is an increased demand for a more efficient planning process as well as a high interest for allowing the involved stakeholders more influence. However, the study shows that DDD has not fully realized the intention of creating a faster planning process. By applying stakeholder management and change management theories, we have identified six organizationally related aspects that need to be addressed in order to inform and facilitate the implementation and development of DDD: *resistance, trust, stakeholder analysis, communication strategy, change agency, and institutionalization*. These aspects are related to the process of embedding the change in an organization and taking groups and individuals into more consideration. The aspects are interrelated and requires management approaches to be

realized and addressed. Additionally, we have identified three success factors for the implementation and development of DDD:

- DDD must comprise clear and deliberate guidelines based on best practices
- DDD must involve continuous and conscientious evaluation
- DDD pilot studies must contain plans which are representative and deliberately selected

7.3 Research Question 3

How can external consultants facilitate the implementation and development of developer driven detailed development plans?

External consultants who have worked with DDD in several municipalities and operate in different parts of Sweden can utilize an extensive body of knowledge to transfer knowledge and best practices between municipalities. We would therefore argue that external consultants can help facilitate the implementation and development of DDD. For example, they can create generic guidelines for DDD which can be adjusted for the given municipality. External consultants can also prevent and reduce resistance by conveying a realistic image of the DDD approach and thereby align the actors' expectations. We further suggest that external consultants with experience of representing both municipalities and developers are well suited for stakeholder management in DDD. The external consultants have an understanding of the interests of each actor but can still remain objective as they are situated outside the key stakeholder groups.

An external consultant with an extensive body of knowledge is well equipped for taking on the role as change agent during the change process of DDD. As an official change agent is currently lacking, this could ensure a better continuity, and a more comprehensive and successful process. We therefore argue that the external consultants can help address the six organizationally related aspects as well as the three success factors for a developer driven detailed development plan process.

7.4 Suggestions for Further Research

This thesis has focused on the perspective of the municipalities and external consultants in DDD. Hence, we propose that further research should be directed towards the perspective of the developers in DDD. During the study, it has become evident that many aspects surrounding DDD are related to law and jurisprudence, and how the municipalities interpret the Planning and Building Act. For future research, it can thus be suggested that the judicial aspects of DDD should be examined more closely as well as how the amendment of the law regarding private initiatives right has affected the planning process, after gaining legal effect. The thesis also depicts that questions related to social values and organizational culture are important to consider in DDD and it would therefore be of interest to examine this further. Finally, many of the municipalities who work within the DDD spectrum are currently conducting pilot studies. We therefore suggest that further research should be conducted when the pilot studies are completed in order to further analyze the outcome and experiences of the developer driven detailed development plan process.

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Appendix A: Internal Interview Guide

Presentation av exjobb:

Examensarbetet görs i samarbete med Tyréns (stadsutveckling, Göteborg). Vi kommer att göra en kartläggning av ca. 30 kommuner och hur de förhåller sig till exploatörsdrivna detaljplaneprocesser, samt hur kunskapsåterföring ser ut mellan kommuner gällande detta.

Presentation av oss:

Vi skriver nu vårt examensarbete som är det avslutande momentet på vår utbildning till civilingenjörer inom samhällsbyggnadsteknik och vår master inom Design and Construction Project Management.

Inledande frågor

- Får vi spela in intervjun? Inspelningen kommer användas för transkribering.
- Vad är din bakgrund i branschen och vilken yrkesroll har du idag?
 - Mot vilka kommuner arbetar du idag?

Frågor om exploatörs-/byggherre-/byggaktörs-/intressentdrivna detaljplaneprocesser

- Hur skulle du beskriva/definiera exploatörsdrivna detaljplaneprocesser (EDP)?
 - Hur benämner du EDP?
- Hur (och när) har du kommit i kontakt med EDP?
 - Vilken roll har du haft i de projekten?
- Regeringen har tagit fram en SOU som behandlar privat initiativrätt. Har du tagit del av den, och vad tycker du om den?
- Hur utbredd är användningen av EDP i din region idag?
- Varför vill byggaktörer använda sig av EDP?

Frågor om kommuner

- Varför vill kommuner använda sig av EDP?
- Inom vilka kommuner har du arbetat med EDP?
 - Har du sett några skillnader och likheter mellan kommunerna?
 - I så fall, vad är det som skiljer sig åt?
- Vilken inställning har kommuner i din region generellt till EDP? Vad beror det i så fall det på, tror du?
- Tror du att användandet av EDP hade underlättats av att kommuner i större utsträckning samarbetade gällande tillvägagångssättet?
 - Vilka rutiner/delar av EDP tror du hade varit bra om kommuner delade i större utsträckning?
 - Vilken roll har ni som konsulter, eller skulle kunna ha, i kunskapsåterföring mellan kommuner (med avseende på EDP)?

- Samarbetar ni på Tyréns mellan de olika regionerna gällande EDP? *Notering: denna fråga ställdes enbart till representanterna på Tyréns.*
- Vilken person/yrkesroll på kommunerna är generellt mest insatt i EDP?

Frågor gällande kartläggning

Vi ska utveckla en matris över detaljplaneprocessen som visar på vilken skala de 30 kommunerna arbetar med EDP.

- Hur skulle du vilja se att vi utvecklade den?
- Ser du någon nytta med att ni som konsulter får en överblick av hur kommunerna arbetar med EDP genom att kartlägga kommuner i en matris?
 - Ser du någon nytta för kommunerna och byggaktörerna?
- Vilka kommuner tror du hade varit av intresse för vår kartläggning?
 - Har du några kontakter inom dessa kommuner som du tror kan vara intressanta för oss att intervjua?

Avslutande frågor

Vi kommer att nämna din yrkesroll och kommun i rapporten, vi kommer däremot inte nämna dig vid namn. Vi kommer även skicka ett utkast av rapporten till dig innan publicering och om vi har använt oss av några direkta citat kommer detta meddelas så att du har möjlighet att uttrycka eventuella synpunkter.

- Kan vi återkomma via mejl vid eventuella kompletterande frågor?
- Vill du komplettera med något så kan du nå oss via mail.

Tack för din medverkan!

Appendix B: External Interview Guide

Presentation av exjobb:

Detta examensarbete omfattar en kartläggning av 30 kommuners arbete med detaljplaneprocessen, hur de förhåller sig till byggherre drivna detaljplaneprocesser, samt hur kunskapsåterföring kan se ut mellan kommuner gällande detta. Examensarbetet görs i samarbete med Tyréns (stadsutveckling, Göteborg).

Presentation av oss:

Vi studerar vårt femte och sista år på civilingenjörsprogrammet samhällsbyggnadsteknik på Chalmers. Under mastersprogrammet Design and Construction Project Management har vi inriktat oss på projektledning och utveckling i samhällsbyggnadsbranschen.

Inledande frågor

- Får vi spela in intervjun? Inspelningen kommer användas som komplement till anteckningar.
- Vad är din bakgrund i branschen och vilken yrkesroll har du idag?

Allmänna frågor om detaljplanearbete

- Hur många arbetar på din avdelning?
 - Hur många av er hanterar och arbetar med detaljplaneprocessen?
- Hur många detaljplaner hanterar ni i kommunen per år?
 - Enligt SKR vann X detaljplaner laga kraft under tvåårsperioden 2018-2019 i den kommun där du arbetar. Har du en uppfattning om hur det kommer se ut 2020-2021?
- Var kommer behovet av nya detaljplaner från och hur påverkar det detaljplanarbetet?

Frågor om byggherre-/byggaktörs-/intressent-/exploatörsdrivna detaljplaneprocesser

- Har du hört begreppet byggherre-/byggaktörs-/intressent-/exploatörsdrivna detaljplaneprocesser?
 - Använder ni någon specifik term för detta arbetssätt?
 - Hur definierar du det arbetssättet?
 - Har du arbetat med sådana processer?
- Får byggaktörer vara delaktiga i detaljplaneprocessen?
 - I så fall, på vilket sätt?
 - För vilka planer är det aktuellt?
 - Vilka är de vanligaste byggaktörerna som vill driva planarbetet?
 - Hur länge har ni arbetat med det?
 - Har ni några rutiner och övergripande riktlinjer för detta arbetssätt?

- Kan det variera hur stort ansvar som exploatören får ta i planprocessen?
 - Vad beror det på i så fall?
 - Har ni modeller eller tillvägagångssätt för olika grader av medverkan?
- Vad är drivkrafterna i er kommun för att låta byggaktörer driva delar av detaljplaneprocessen?
 - Vad tror ni är byggaktörens drivkrafter?
 - Finns det några hinder för att involvera en byggaktör?

Vi kommer nu gå igenom fem delar av detaljplaneprocessen och vill gärna att du svarar på vilken aktör som har det huvudsakliga ansvaret för respektive del i de projekt där en byggaktör är delaktig i planprocessen. Om det är t.ex. kommunen, exploatören eller deras respektive konsult. *Ge gärna exempel.*

- Vem utvecklar/ansvarar för följande i detaljplaneprocessen:

Projektutveckling

Projektledning av planprocessen

Planhandlingar

Planförslag
 Plankarta
 Planbestämmelser
 Planbeskrivning
 Illustrationskarta
 Miljökonsekvensbeskrivning (MKB)

Formell planhandläggning

Samråd
 Samrådsredogörelse
 Granskning
 Utlåtande
 Tjänsteskrivelse

Utredningar

Tex: Geoteknik
 Buller
 Trafik
 Miljöbedömning
 Dagvatten

Beslut

Planbesked
 Planuppdrag
 Planavtal/samarbetsavtal
 Samråd
 Exploateringsavtal
 Granskning
 Antagande

- Vilka delar av detaljplaneprocessen anser ni att kommunen själv måste ansvara för, då den faller under er myndighetsutövning?
 - Vilka utredningar vill ni inte ge ifrån er?
- Ändrar ni eran plantaxa då byggaktörer driver delar av planprocessen?
 - Om ja, på vilket sätt?

Frågor kring kunskapsåterföring

- Samarbetar ni mellan olika kommuner gällande erfarenheter/utveckling av detaljplaneprocessen?
 - Finns det andra aktörer som tar med sig erfarenheter från andra kommuner och delar detta med er?
 - Ser ni några fördelar med ett ökat samarbete mellan kommuner och vilka delar av detaljplaneprocessen hade kunnat gynnas av detta?
- Känner du till SOU 2019:9: *Privat initiativrätt - Planintressentens medverkan vid detaljplaneläggning*?
 - Tror du att den kommer att påverka hur ni arbetar med byggaktörens medverkan?
 - Tror du att vi kommer se mer av byggaktörsdrivna detaljplaneprocesser/ byggaktörers medverkan i detaljplaneprocessen i framtiden?

Avslutande frågor

Vi kommer att nämna din yrkesroll och kommun i rapporten, vi kommer däremot inte nämna dig vid namn. Vi kommer även skicka ett utkast av rapporten till dig innan publicering och om vi har använt oss av några direkta citat kommer detta meddelas så att du har möjlighet att uttrycka eventuella synpunkter.

- Kan vi återkomma via mejl vid eventuella kompletterande frågor?
- Vill du komplettera med något så kan du nå oss via mail.

Tack för din medverkan!

Appendix C: Swedish Terms for DDD

Table 4. A table showing the Swedish terms for DDD and the number of interviewees who prefer or utilize each term.

Begrepp	Antal intervjupersoner som föredrar eller använder sig av begreppet
Använder ingen specifik term	15
Byggaktörsdriven detaljplan	4
Exploatörsdriven detaljplan	4
Byggherreplan	3
Byggherre driven detaljplan	2
Intressentplan	1
Utökad exploatörsmedverkan	1

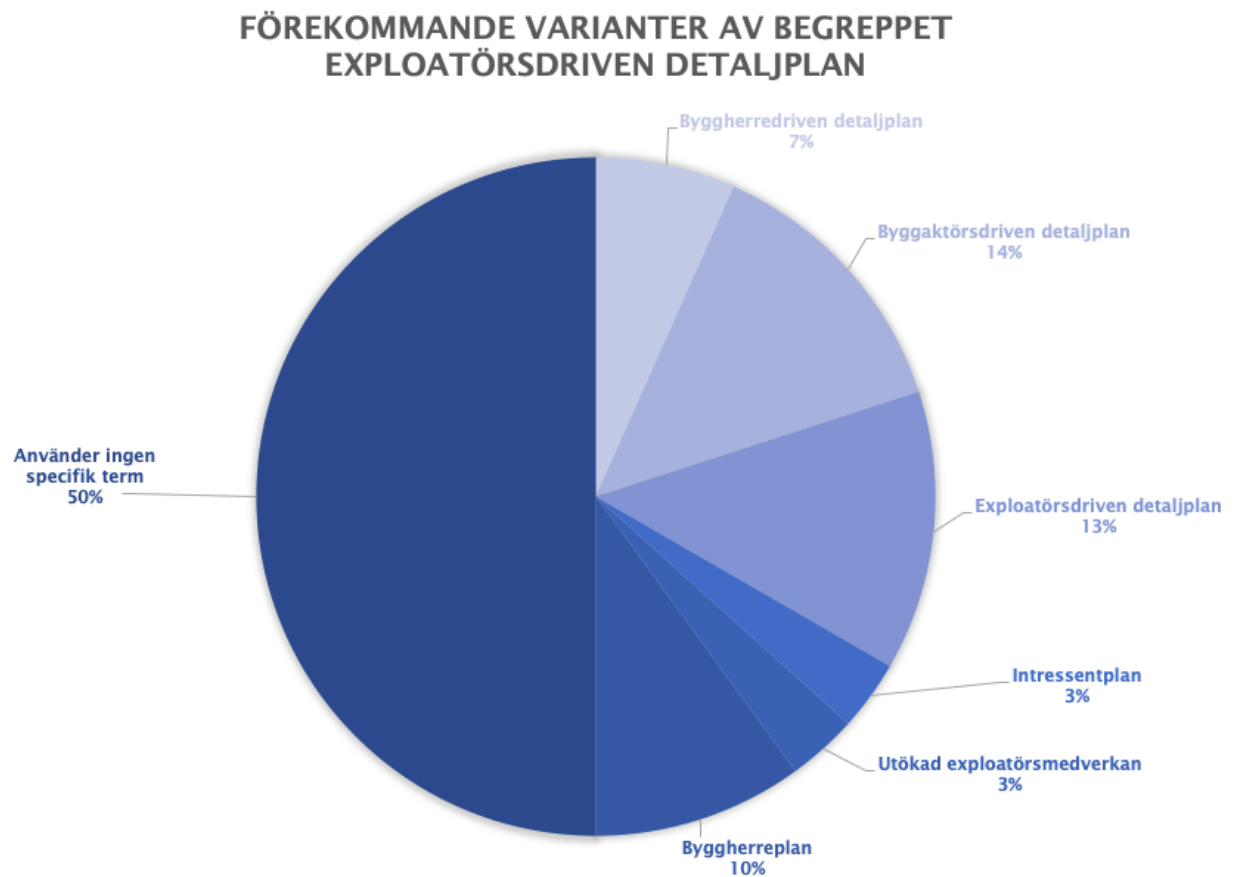


Figure 13. A pie chart showing the Swedish terms used for DDD and their distribution among the municipal representatives.

Appendix D: Swedish Matrix Chart for DDD

	Traditionell process						Exploatörsdriven
Projektutveckling	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör
Projektledning	Kommunal planhandläggare	Kommunal planhandläggare	Kommunal planhandläggare	Kommunal planhandläggare	Delat ansvar (kommunal planhandläggare och exploatörens plankonsult)	Delat ansvar (kommunal planhandläggare och exploatörens plankonsult)	Exploatörens plankonsult
Planhandlingar	Kommunal planhandläggare	Kommunal planhandläggare	Kommunal planhandläggare, exploatören får lämna in underlag	Kommunal planhandläggare, exploatören kan lämna in utkast	Exploatörens plankonsult	Exploatörens plankonsult	Exploatörens plankonsult
Formell planhandläggning	Kommunal planhandläggare	Kommunal planhandläggare	Kommunal planhandläggare	Kommunal planhandläggare	Kommunal planhandläggare	Kommunal planhandläggare, exploatören får lämna underlag till vissa delar	Kommunal planhandläggare, exploatören får göra utkast till vissa delar
Utredningar	Kommunen och deras upphandlade konsulter	Exploatörens upphandlade konsulter	Exploatörens upphandlade konsulter	Exploatörens upphandlade konsulter	Exploatörens upphandlade konsulter	Exploatörens upphandlade konsulter	Exploatörens upphandlade konsulter
Beslut	Kommunala politiker	Kommunala politiker	Kommunala politiker	Kommunala politiker	Kommunala politiker	Kommunala politiker	Kommunala politiker
Genomförande av projekt	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör
Kommuner med EDP projekt			Göteborg		Salem, Harryda, Kävlinge, Uppsala	Norrköping, Lerum, Huddinge, Kungsbacka, Kalmar, Trelleborg, Täby, Västerås	Norrälje, Stenungsund
Övriga kommuner	Lidköping, Ystad, Falköping, Båstad	Trollhättan, Eslöv, Örebro, Landskrona, Malmö, Borås		Botkyrka	Valdemarsvik	Fargelanda, Vaxjö	

Figure 14. A matrix chart presenting the 30 municipalities developer involvement in the detailed development plan process.

Appendix E: Simplified Swedish Matrix Chart

	Traditionell process					Exploatörsdriven	
Projektutveckling	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör
Projektleddning	Kommun	Kommun	Kommun	Kommun	Delat ansvar	Delat ansvar	Exploatör
Planhandlingar	Kommun	Kommun	Kommun - exploatör kan lämna underlag	Kommun - exploatör kan lämna utkast	Exploatör	Exploatör	Exploatör
Formell plan-handläggning	Kommun	Kommun	Kommun	Kommun	Kommun	Kommun - exploatör kan lämna underlag	Kommun - exploatör kan lämna utkast
Utredningar	Kommun	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör
Beslut	Kommun	Kommun	Kommun	Kommun	Kommun	Kommun	Kommun
Genomförande av projekt	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör	Exploatör
Kommuner med EDP projekt			Göteborg		Salem, Härryda, Kävlinge, Uppsala	Norrköping, Stockholm, Lerum, Huddinge, Kungälv, Kalmar, Trelleborg, Tabby, Västerås	Norrälje, Stenungsund
Övriga kommuner	Lidköping, Ystad, Falköping, Båstad	Trollhättan, Eslöv, Örebro, Landskrona, Malmö, Borås		Botkyrka	Valdemarsvik	Färgelanda, Växjö	

Figure 15. A simplified matrix chart presenting the 30 municipalities developer involvement in the detailed development plan process.

Appendix F: Simplified Matrix Chart

	Traditional process						Developer Driven
Project development	Developer	Developer	Developer	Developer	Developer	Developer	Developer
Project management	Municipality	Municipality	Municipality	Municipality	Shared responsibility	Shared responsibility	Developer
Planning documents	Municipality	Municipality	Municipality - developer can produce supporting material	Municipality - developer can produce drafts	Developer	Developer	Developer
Formal plan administration	Municipality	Municipality	Municipality	Municipality	Municipality	Municipality - developer can produce supporting material	Municipality - developer can produce drafts
Reviews	Municipality	Developer	Developer	Developer	Developer	Developer	Developer
Formal decisions	Municipality	Municipality	Municipality	Municipality	Municipality	Municipality	Municipality
Project completion	Developer	Developer	Developer	Developer	Developer	Developer	Developer
Municipalities with explicit DDD projects			Gothenburg		Salem, Hårryda, Kävlinge, Uppsala	Norrköping, Stockholm, Lerum, Huddinge, Kungsbacka, Kalmar, Trelleborg, Täby, Västerås	Norrtälje, Stenungsund
Other municipalities	Lidköping, Ystad, Falköping, Båstad	Trollhättan, Eslöv, Örebro, Landskrona, Malmö, Borås		Botkyrka	Valdemarsvik	Färgelanda, Växjö	

Figure 16. A simplified matrix chart presenting the 30 municipalities developer involvement in the detailed development plan process.



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