

CONTRACTUAL PLANNING POLICIES AND PRACTICES IN NORWAY

JustDe

Justification for agreement-based approaches in Nordic spatial planning: toward situational direct democracy?

Daniel Galland

daniel.galland@nmbu.no

BYREG – Department of Urban and Regional Planning
Norwegian University of Life Sciences (NMBU)

1 November 2018

OUTLINE

- The Norwegian Planning and Building Act (PBA)
- Evolution of urban contractual policies in Norway
- Specificities of financial instruments and urban contractual policies
- Raising questions and considerations

THE PLANNING & BUILDING ACT (PBA)

§1-1 The purpose of the Planning & Building Act:

... to **promote sustainable development** to the benefit of the individual, society and future generations.

... to help **coordinate** government, regional and municipal tasks and provide grounds for decisions on the use and protection of resources.

... to ensure **compliance** with law, regulation and planning.

... to ensure **openness, predictability and participation** for all concerned interests and authorities.

... emphasis will be placed on **long-term solutions**, and **environmental and social consequences** will be assessed.

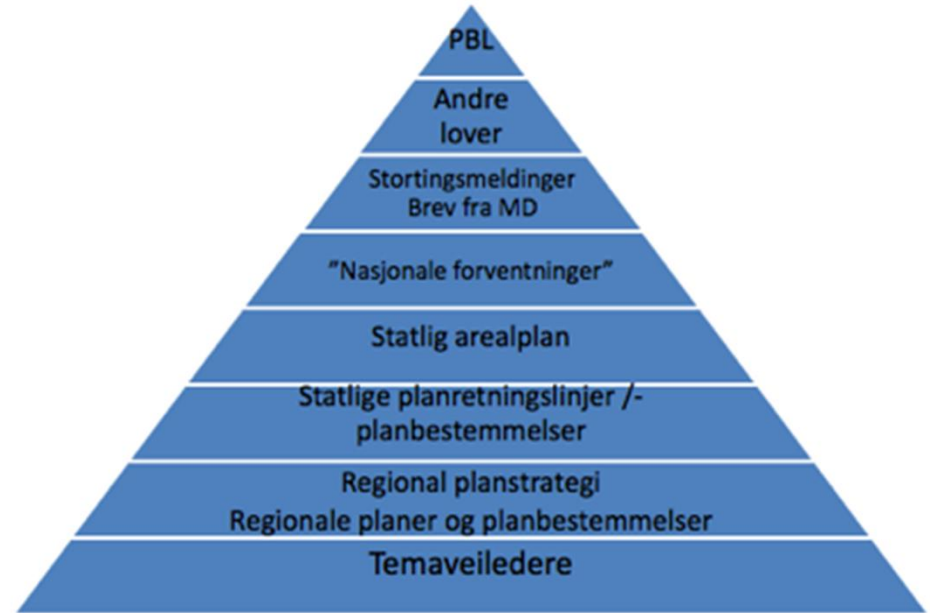
PLANNING COMPETENCES

Municipalities: land use tasks, responsibilities and decision-making

Counties: Public transport services and regional planning coordination.

PBA: ensures consistency between municipal and state policy.

National environmental ambitions linked to urban and regional policy.



City regions rely on national authorities for investments in transport infrastructure

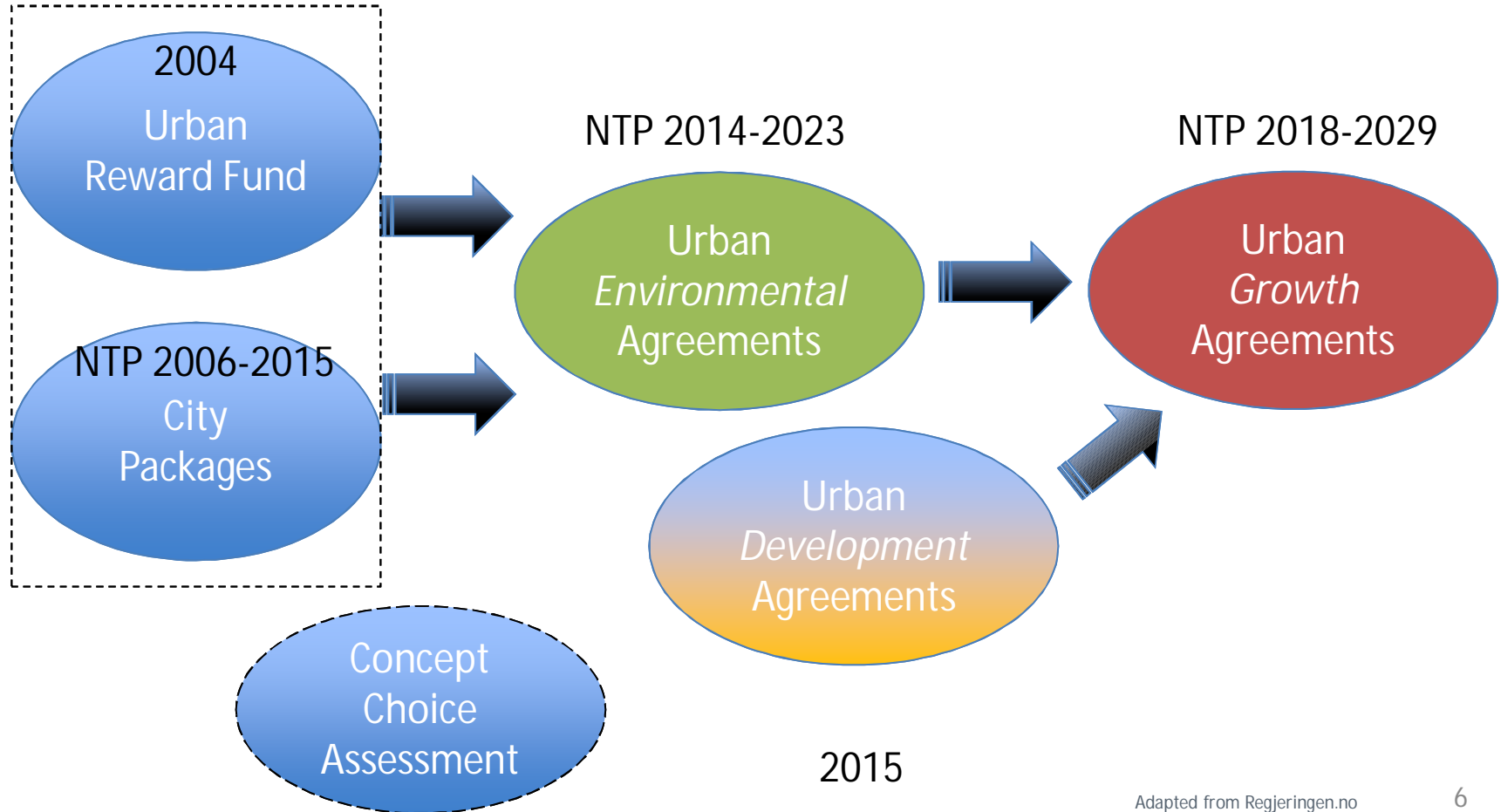
ZERO GROWTH GOAL (ZGG)

In 2012, a parliamentary climate agreement put forth the national goal of Zero Growth (ZGG):

'All growth in person transport in large urban regions is to be absorbed by public transport, bicycling and walking'

Since then, urban contractual policies (contract-based urban agreements) between different levels of government have been emphasised as one of the state's main tools for achieving this goal.

URBAN CONTRACTUAL POLICIES



URBAN REWARD SCHEME (*BELØNNINGSORDNINGEN*)

- Urban reward scheme for better public transport and less car use in urban areas.
- A financial instrument for transport infrastructure reached upon a contractual process.
- Oslo, Bergen, Drammen, Nord-Jæren, Trondheim, Kristiansand, Tromsø, Frederikstad, Skien.



CITY PACKAGES (*BYPAKKER*)

- Package of measures that actors whereby agree upon ad hoc projects and policy for implementation.
- Cooperation between Norwegian Public Roads Administration, counties, and municipalities
- E.g. Oslopakke 3, Miljøpakken (Trondheim), Bypakke (Stavanger).

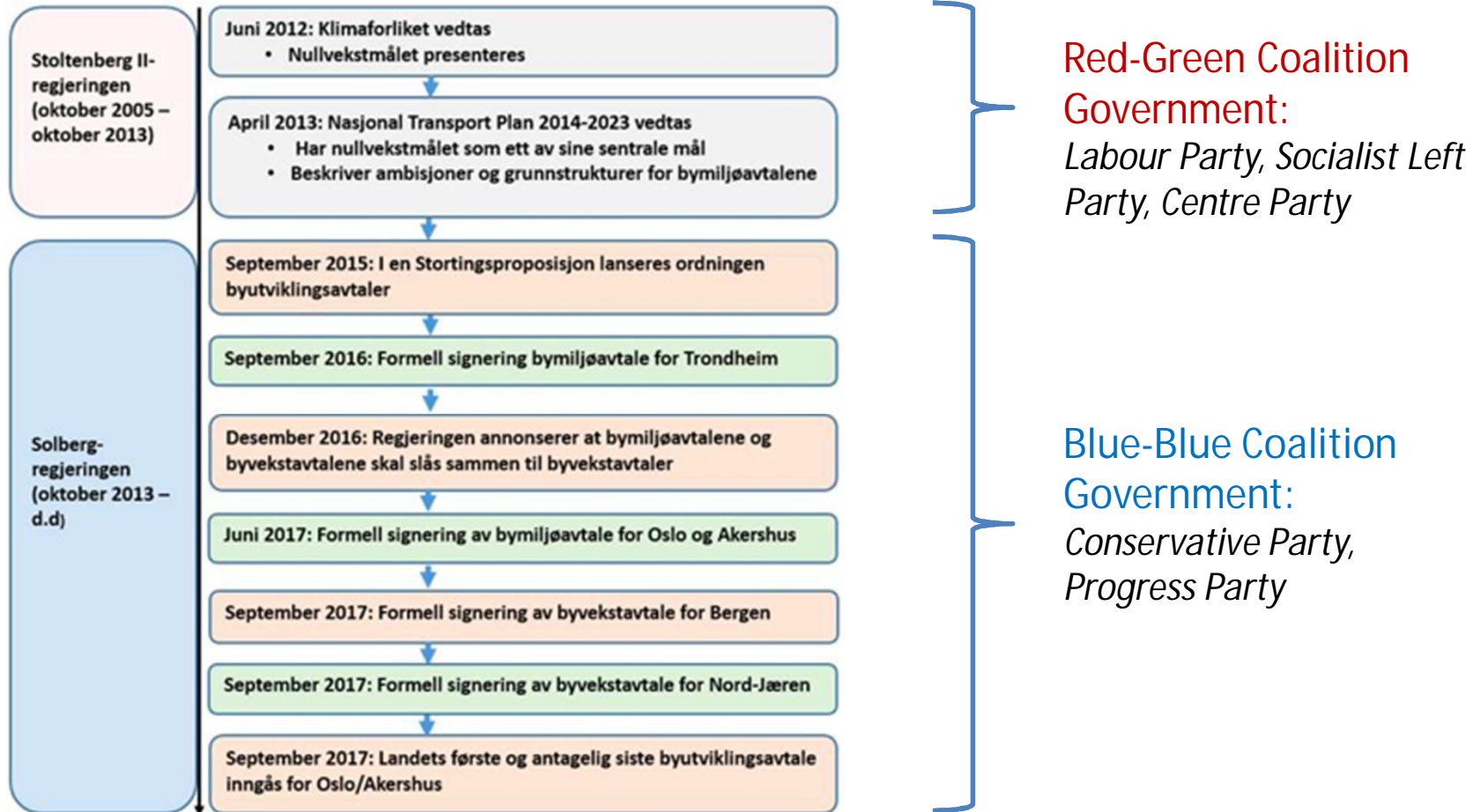


Tønnesen & Christiansen, 2017)

CONCEPT CHOICE ASSESSMENT (CCA) (*KONSEPTVALGUTREDNING - KVVU*)

- 'Front-end definition of projects' or early phase concept choice assessment of major public investment projects (Samset and Volden 2015).
- Through CCA, land use is (authoritatively) determined before the upstart of (statutory) planning (Lund-Iversen 2017).
- *Front-end concept choice assessments (CCA) for larger infrastructure projects are currently not integrated with statutory planning pursuant to The Planning and Building Act (PBA) (ibid.)*

CONTRACTUAL-BASED POLICIES IN NORWAY



URBAN ENVIRONMENT AGREEMENTS (*BYMILJØAVTALER*)

- Strategic instruments for coordinating different actors, policies and financial instruments.
- State acts as a facilitator: Ministry of Transport and Communications + NPRA
- *Steering group (actor negotiations) + political steering (decision making)*
- E.g. Oslopakke 3 has evolved into an urban environmental agreement



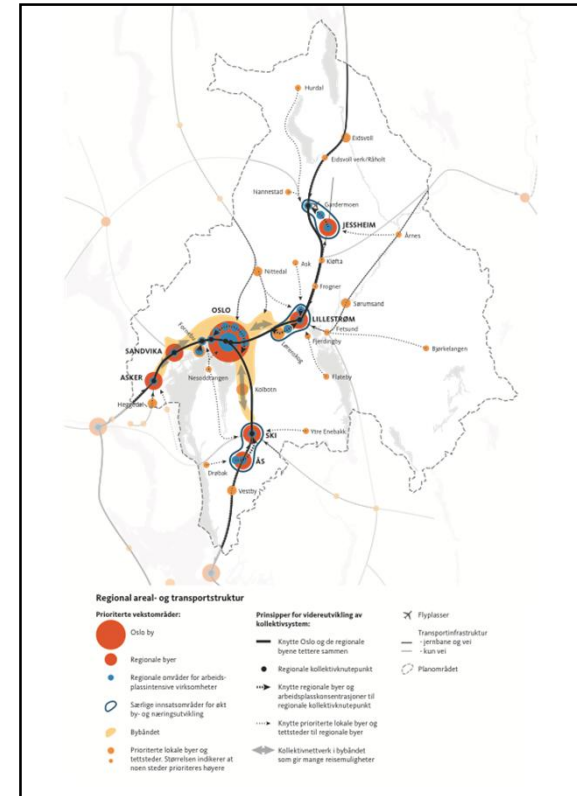
URBAN DEVELOPMENT AGREEMENTS (*BYUTVIKLINGSAVTALER*)

- UDAs must ensure that land use, housing and infrastructure measures contribute to achieving the ZGG.
- UDAs should also contribute to a coordinated and effective planning of housing and necessary infrastructure in metropolitan areas.
- Signed for Trondheim, Oslo/Akershus, Bergen and Nord-Jæren /Stavanger.



URBAN DEVELOPMENT AGREEMENTS (*BYUTVIKLINGSAVTALER*)

- The Ministry of Local Government and Modernisation (KMD) and the four largest Norwegian city-regions negotiate:
 - Oslo/ Akershus, commitments to hub development linked to individual municipalities
 - Trondheim, relying on UEA with some neighborhood municipalities included
 - Nordjæren (Stavanger) and Bergen to integrate UDA with first UEA



Parliamentary climate agreement:
All growth in personal transport in large urban regions by public transport, cycling, pedestrians

PLANNING REGULATED BY PBA

PUBLIC AUTHORITIES HAVE THE RIGHT AND OBLIGATION TO PARTICIPATE IN THE PLANNING

PLAN AUTHORITY UNDER THE PBA - COUNTY / S AND / OR MUNICIPALITIES). RESPONSIBILITY FOR MONITORING AND RENEWING ACTION

NATIONAL PLANNING AUTHORITY PROVIDE GUIDELINES IN ACCORDANCE WITH PBA

REGIONAL LAND USE AND TRANSPORT PLAN
GOALS, STRATEGIES, GUIDELINES, REQUIREMENTS & ACTIONS PLAN

PBA § 8-1

A₁ A₃ A₃ A₅ A₆ A_n

Conditions for entering the urban environment contract

IMPLEMENTATION BY PARTNERSHIPS

URBAN ENVIRONMENT CONTRACT

STEERING GROUP

SECRETARIAT

URBAN ENVIRONMENT CONTRACT

P_n

P

P

P

P

CITY PACKAGES

P₁

URBAN REWARD FUND

STATE, COUNTY AND MUNICIPAL NEGOTIATIONS - AGREEMENT ON FUNDING FOR TRANSPORT PROJECTS (P1 - PN) IN URBAN ENVIRONMENT CONTRACT

STATE, COUNTY AND MUNICIPALITY ARE COLLABORATING ON THE IMPLEMENTATION OF MEASURES (A3 - AN) IN THE ACTION PROGRAM AT REGIONAL OR INTER-MUNICIPAL PLAN

URBAN DEVELOPMENT AGREEMENTS

PLANNING AUTHORITY
County Council and/or
Municipality (-ies)

COORDINATING GROUP:
CONTRACTUAL PARTNERS

COORDINATING GROUP:
NATIONAL MINISTRIES

IMPLEMENTATION BY PARTNERSHIPS


Land use development that supports transportation investments

URBAN GROWTH AGREEMENTS (*BYVEKSTAVTALER*)

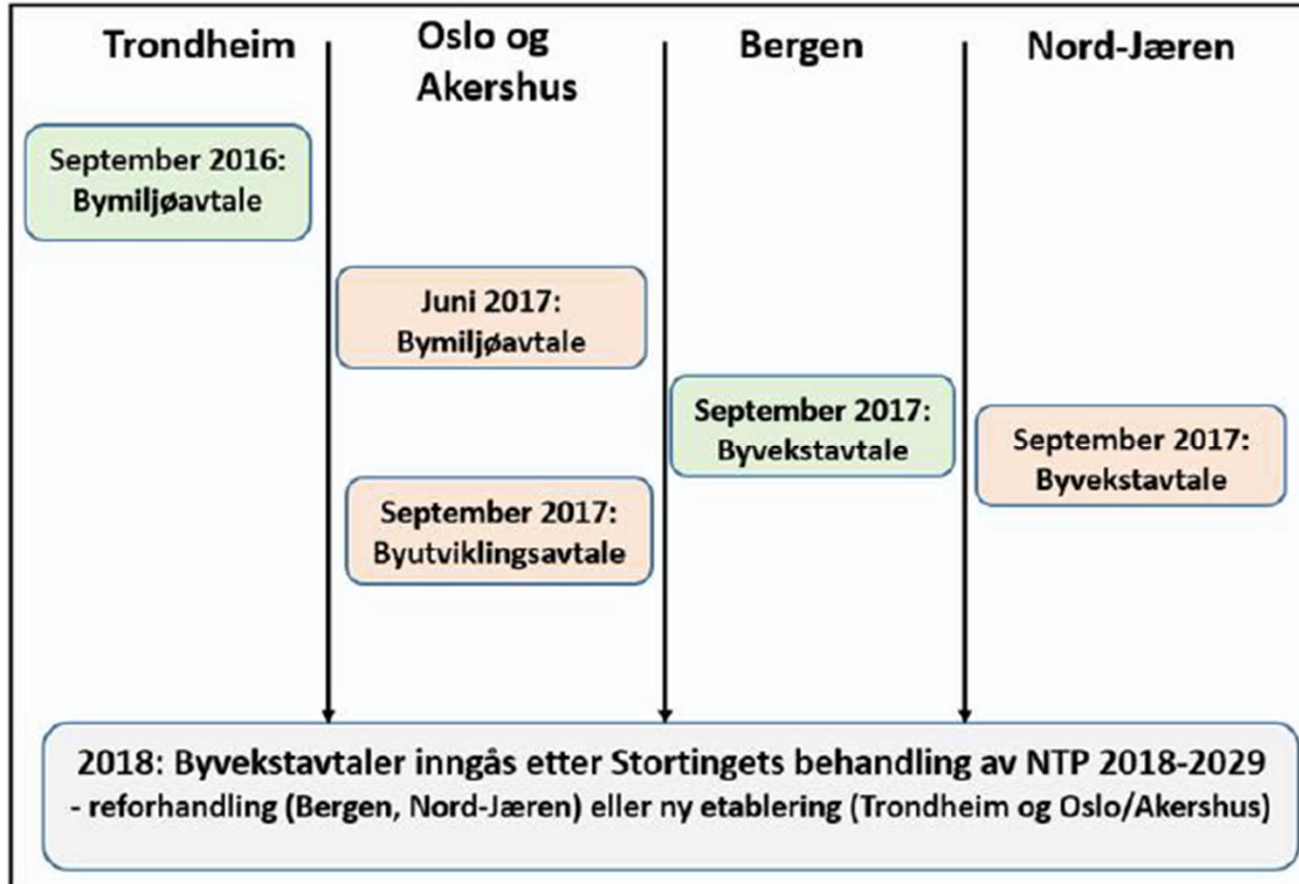
- Meant to ensure stronger co-ordination of development of housing, land use and the transport system
- 50% state funding of local public transport *projects*
- E.g. metro line in Oslo and Akershus, Light Rail in Bergen, Super Bus in Trondheim and the Bus Way in Stavanger.

Meld. St. 33 (2016–2017) Report to the Storting (white paper)

National Transport Plan 2018–2029

- 
- NOK 24 billion on state subsidies
 - NOK 24 billion to measures for public transport, cycling, walking
 - NOK 17 billion to urban reward fund

URBAN GROWTH AGREEMENTS



QUESTIONS AND CONSIDERATIONS

- Conceptual choice assessment: is the planning system being by-passed when it comes to large infrastructure projects?
- While core projects (e.g. BRTs or metro lines) are specified in the urban growth agreements, prioritising between other projects is done through portfolio management.
- Who thinks about **spaces-in-between** the largest city regions?
- Can contractual urban policies be interpreted as the blue-blue government way to build more roads?

QUESTIONS AND CONSIDERATIONS

- How is the siting of facilities (e.g. regional hospitals) decided upon?
- How are tensions between levels of governments' interests dealt with?
- How to address geographical considerations when the likelihood to attain the ZGG decreases as the size of the agreement area increases? (Tønnesen et al 2019 forthcoming)