



Østfold fylkeskommune



USEACT NETWORK Østfold County Council

Sustainable cities in Østfold: More growth-less sprawl



TABLE OF CONTENTS:

USEACT PROJECT FRAMEWORK	3
LAP KEY WORDS	4
PROJECT COORDINATION TEAM	4
SECTION 1# LAP target and general context	5
GENERAL STRATEGIC TARGET OF THE LAP (“MISSION”)	6
THE CONTEXT/ SETTING AND CHALLENGES.....	6
INTEGRATION OF THE USEACT LAP WITHIN THE LOCAL STRATEGY AND “ACTION PIPELINE”	12
SECTION 2# LAP development	13
ANALYSIS OF CHALLENGES TO BE ADDRESSED BY THE LAP AND OPTIONS FOR SOLUTIONS	14
LAP – CHALLENGES AND SOLUTION TABLE	14
LAP GENERAL STRUCTURE: GOALS, OBJECTIVES, RESULTS, OUTPUTS AND MAIN ACTIONS.....	15
LAP ACTIONS LIST TABLES	16
SECTION #3 LAP Implementation	23
ORGANIZATIONAL SOLUTIONS.....	24
FUNDING.....	24
SECTION #4 LAP Impact Assessment	25
Analysis of the LAP Development Process.....	26
LAP RISK ASSESSMENT	27
LAP TARGET/BENEFICIARIES AND IMPACT ASSESSMENT.....	28
INNOVATION	28
SECTION #5 Stakeholders, partnerships, participation	29
MAIN STAKEHOLDERS	30
ULSG MAP.....	32
THE PARTIPATION PROCESS: LAP AS CO-PRODUCTION EXERCISE.....	33
SECTION #6 Looking forward...	34
LESSON LEARNT	35
WHAT ABOUT AFTER USEACT/URBACT?	36
WHICH RECOMMENDATIONS FOR URBACT III?	36
INFORMATION SOURCES	37

USEACT PROJECT FRAMEWORK

FOREWORD

The themes of protection of empty land and the reuse and re-functionalization of inner urban areas are among the European key strategies for the cities' sustainable development and their growth.

Particularly, the link between land consumption and models for land-use management both in cities and in metropolitan areas, with special attention to the Urban Growth Management, started becoming a high matter.

THE CHALLENGES AND AIMS OF USEACT

In this context the USEAct project aims at exploring the urban development interventions and new or improved settlement opportunities for people and businesses, taking up residence in existing locations without consumption of further land. Each partner is engaged to develop integrated action plans focused on reducing land consumption, to allow at the same time, a sustainable urban change through a better reuse of inner urban areas.

THEME

The thematic pillar of the project is: how to link Urban Growth Management Planning Tools and incentives/ procedures/ partnerships to implement good interventions in urban areas.

PARTNERSHIP

Lead Partner: Municipality of Naples (Italy)

Partners: Baia Mare Metropolitan Area Association (Romania), Municipality of Barakaldo (Spain), Buckinghamshire Business First (UK), Municipality of Dublin (Ireland), Municipality of Nitra (Slovak Republic), Østfold County (Norway), Riga Planning Region (Latvia), Municipality of Trieste (Italy), Municipality of Viladecans (Spain).



Istanbul BIMTAŞ (Turkey), *Observer Partner.*

Østfold County Council
Sustainable cities in Østfold: More growth-less sprawl

LAP KEY WORDS
Transformation, Densification, Cooperation, Quality, Tools

PROJECT COORDINATION TEAM

Linda Iren Karlsen Duffy

Mari Anne Dyrлие

Line Helene Nilsen

SECTION 1# LAP target and general context

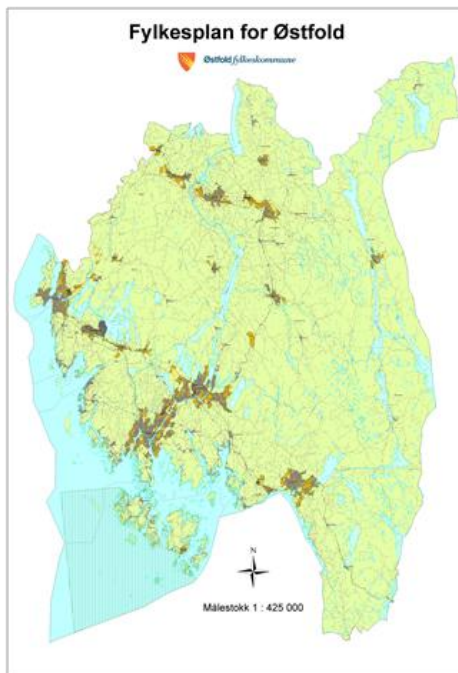
GENERAL STRATEGIC TARGET OF THE LAP (“MISSION”)

Our target is to reduce area consumption in and around our cities through transformation of former industrial areas and high quality densification projects. With a higher population and business density in our city centers we hope to make them more active and attractive. We want to give our inhabitants a better quality of life by creating attractive city centers and preserving farmland, areas of natural beauty and recreational areas.

THE CONTEXT/ SETTING AND CHALLENGES

“The development in Østfold must be sustainable. This means that the needs of today’s people are met without compromising the ability of future generations or people elsewhere to meet their needs.”

Østfolds County Council Master Plan



Østfold

- **Location:** South-east of Oslo, bordering on Sweden in the east, and the Oslofjord coastline in the south and west.
- **Cities/towns:** Fredrikstad (pop.78 000), Sarpsborg (pop. 52 000), Moss (30 000), Halden (30 000), Askim (15 000) and Mysen (Eidsberg)(10 000).
- **Area:** 5077 km² total, 75,6km² of towns and buildt up areas.
- **Population:** 278 000
- **Density:** 70,7 pr km², 1450 pr km² in towns and buildt up areas.

Østfold's challenges- the big picture

Østfold is a county with a very rich history, being one of the first places where stoneage people started to settle in Norway, and people still want to settle here. Our population is growing steadily and in 2050 we are likely to have increased our population by 40% or 100 000 people, most of these will settle in the cities.

One of the reasons for settlement historically is our fertile land. Østfold has 9% of Norway's farm land, and 18% of the land that is suitable for growing grains.

Another important historical fact is that we was one of the earliest and most extensively industrialized counties in the 19th century and this sector was where most of our working population was employed up to the 1980's. This is still an important part of our identity. Over the last 3 decades there has been a massive decrease in industry, which has left many abandoned and not particularly attractive areas in our cities, often quite near the city centers. Another consequence of this is a level of employment that is among the lowest in Norway, and a low level of formal education, and relatively high level of social problems in our population.

We have a quite good birth-ratio in many parts of Østfold, but the growth in our population is largely due to immigration. With our proximity to the capital and our low property prices we are popular among those who want affordable accommodation in a central location, but we are not yet attractive enough for those highly-educated, high income groups we want in order to change the profile of our population.

While our population is growing we are the only county in Norway where the total number of jobs are decreasing. Many are commuting, but even more are not working at all. While Norway as a whole is doing well, and most people in Østfold, on an individual level, feel that they live good lives, Østfold is at risk at falling ever further behind if we continue in the current direction. Something needs to be done different.

Østfold's challenges- land use-densification and transformation

With a growing population and a need for new jobs this puts a lot of pressure on our areas. Areas which already have many conflicting interest, preserving farm land, recreational areas, productive forests, species conservation, heritage conservation, areas of natural beauty and so on. In order to attract more high income citizens many local politicians want to sell bigger plots of land, closer to the sea or the lakes than is permitted at the moment, allowing development in previously untouched areas, and in facto privatizing areas that now is used by the general public. The trouble is, besides these obvious negative effects, these plots don't even sell that well at the moment. Those who can afford them just do not want to move to Østfold.

Others opt for offering large sub-urban areas for industry and commercial activity to create more jobs. These often attract shopping centers, which kills off the shops in our city-centers, or warehouses which take up a lot of space, but offers very few jobs. The jobs offered in both cases, even if they benefit our local youths, are not the type that will change the profile of our population in the long term, in fact some are saying, the availability of shop assistant work, is making our local youths find higher education less interesting.

Our county master-plan from 2009 goes far in regulating the use of land, to the dismay of many local politicians. Our challenge is to use the positive aspects of this. To show how through densifying our cities we can make the more attractive, functional and vibrant, to attract younger, highly educated, urban people, and make our own population use the city centers again. How we can transform the old industrial sites from sad memories of our previous greatness to interesting sites for new high-competence businesses and attractive and diverse housing. How we can create exiting multicultural urban neighbourhoods, rather than continuing in a direction of growing social and ethnical segregation.

In the development of our LAP we used specific cases from each of our cities as examples of both challenges and solutions for these issues, exploring them in order to reveal problems, causes, strategies, tools, methods and relevant stakeholders:

Case 1: Transformation and rejuvenation in Sarpsborg.

Theme:

1. Planning tools and planning governance for Urban Growth Management and reusing urban areas.

Subtheme:

1.2 Planning tools to manage land property fragmentation for integrated reuse interventions.

CASE:

The town of Sarpsborg is focusing on two quite different areas in which transformation is essential, and the ownership of the properties is very fragmented. The first is part of the area along the river Glomma, once a thriving harbor and an important industrial area. Now some of the buildings are derelict and abandoned and most look shabby. The current structures are blocking the view and the access to the river which could make this area very attractive. There are many different owners, but few show any interest in developing the area. How will Sarpsborg communicate the long term benefits of transformation to the owners and local businesses and make them collaborate with the municipality and each other?

The second is the eastern part of Sarpsborg's town center, which over the last two decades have come to be dominated by a fairly large immigrant population, many of them refugees with small financial resources, and a low level of participation in the local community. They mostly live rented accommodation owned by people living elsewhere, not taking too much interest in the upkeep and appearance of the houses. Many of the shops and businesses have moved out leaving empty buildings and shop windows, the real estate prizes are low, and social problems are increasing. Which tools will Sarpsborg use to transform this area into an attractive place for people and businesses to settle without forcing the current population out? How will they get the owners and population actively involved in the process of changing a "ghetto" into a vibrant, prosperous multi-cultural community?

Case 2: Partnerships to reuse urban areas in Moss.

Theme

2. Interventions to "reuse" urban areas: management, partnerships, funding, functions

Subtheme

2.3. Inducing "local added value" in reuse interventions

CASE:

Moss is currently revising the strategic city plan focusing on densification and transformation in the city center. Located by the Oslofjord, development of the urban seafront is essential. The Moss river with a beautiful waterfall also flows through the city-center. The big paper factory closed down in 2012 leaving a vast area of open spaces and large empty industrial buildings along the river and harbor area. The new private owners are keen to develop, but the area is large and it's going to take time and money. How will Moss cooperate with the private owners to ensure the quality of the interventions, and their long term effects on Moss

city center? How will they deal with the parts of the old industrial area which can't be totally renewed for several years? Can they be used to the advantage of the local community?

There are also plans for a new railway station in the harbor area. How will Moss cooperate with private developers and the Norwegian Railways to make the most out of this development and the qualities of the area?

Case 3: Creating "local added value" in densifying Halden's town center.

Theme

2. Interventions to "reuse" urban areas: management, partnerships, funding, functions

Subtheme

2.3. Inducing "local added value" in reuse interventions

CASE:

Halden has a town center rich in cultural heritage. This makes it a lovely place to visit but it poses a challenge to business and commerce. To reduce land take and ensure activity in the town center densification and transformation is necessary, but is proving costly due to the limitations of cultural heritage sites and difficult soil mechanics. Which tools will Halden use to make high quality densification and reuse interventions profitable for local developers?

Case 4: Mysen: Creating enthusiasm in "The yellow town".

Theme:

1. Planning tools and planning governance for Urban Growth Management and reusing urban areas.

Subtheme:

1.2 Planning tools to manage land property fragmentation for integrated reuse interventions.

CASE

Mysen is a small, new town, with little tradition for urban culture and planning, but an old center for rural trade and transport. As a town they have a challenge of creating activity in the main street and among the beautiful old buildings in the older part of the town center. The property-prizes are low, and the many owners take little interest in investing in the buildings, making it even less attractive. The local authorities also feel relatively unprepared for the ongoing and future growth of Mysen's population and the challenges it puts on housing, commerce and infrastructure. The municipality is revising it's plan for the town center, focusing on densification, taking advantage of unused areas within the existing town, lighting and making new attractive meeting-places, but the changes will not be effective without the collaboration and investment of the private owners and local businesses. How will Mysen create enthusiasm and a common understanding of what needs to be done in a growing city? They have already started with some interesting and unusual tools...

Case 5: Planning a pleasant transport hub in Fredrikstad.

Theme:

1. Planning tools and planning governance for Urban Growth Management and reusing urban areas.

Subtheme:

1.2 Planning tools to manage land property fragmentation for integrated reuse interventions.

CASE

Fredrikstad, the largest town in Østfold, is planning its new railway station in the Grønli area of the town center. Grønli is where the railways and the two main roads come in to the city center. There is a big shopping center, other commercial buildings and some accommodation in the area. Fredrikstad wants to link the roads, bicycle paths, the railway and other public transport together to create a modern transport hub close to the main shopping and culture facilities of the town center, encouraging the use of public transport., and making the city center more attractive and accessible.

They want to put part of the existing road system into an underground tunnel, creating a new area for development on the surface. Which planning tools will they use in order to make this ambitious project a reality? How densely can this area be developed and still be a quality location for living, working, shopping and traveling? How will they ensure that the municipality, the Norwegian railways, the regional and national transport sector and the private owners of properties and businesses coordinate their planning and development in the period before the area plan is finished and approved?

Case 6: Planning for waste management at an early stage in Askim.

Theme:

1. Planning tools and planning governance for Urban Growth Management and reusing urban areas.

Subtheme:

1.2 Planning tools to manage land property fragmentation for integrated reuse interventions.

Askim is among small towns in Norway, in the forefront when it comes to transformation, densification and reusing urban areas. They have however discovered that in early planning waste management gets little or no focus. Later in the process it is difficult to find good solutions for inhabitants and commerce, and utilizing modern waste management technology, due to lack of space. How will Askim plan for waste management in future urban reuse and densification projects? How can the authorities contribute to better plans and commit owners to focus on this issue and find positive solutions?

After the first stages of the project, Askim found this topic to narrow for the discussion in the network, and also brought examples from their new municipal areaplan, and development around the railway-station in as case examples, focusing on visualisation and communicating to the public.

Østfold county councils role:

Area management and development are primarily the responsibility of the municipalities, and the local politicians make the decisions of which areas to develop and for what. They must however do this within the constraints of national policy, the planning and building laws and the county master plan. The county master plan was in the past a relatively loose framework, but after administrative reform in 2009 the counties got a more extensive responsibility for integrated regional development. Østfold was among the first Norwegian counties to implement a relatively clear and strict area strategy. This means that every new development or change in plans must be controlled and approved by the county, in addition to the county governor, who primarily looks after national interests.

Our main challenges to be met in this Local Action Plan is:

1. Lack of awareness, and/or negative view of area conservation, densification and transformation in politicians and inhabitants
2. Local planners and decision-makers are often “alone and powerless” when negotiating with big developers over land use and quality issues. If they don’t get what they want they will just develop it somewhere else
3. Municipalities are competing about who can offer the most area for commercial and residential development and with this is undermining regional strategies, each other and their own city-centers and surrounding natural beauty.

Our main opportunities are:

1. A growing consciousness in political and some business decision-makers that we are heading towards a crisis and need to work together in new ways in order to make our region attractive. There is also national pressure towards cooperating in bigger units.
2. Some very experienced and/or highly skilled planners in the region that can be a resource to educate and encourage others. Closeness to a university specializing in amongst other things regional development and area planning.
3. A good supply of brown-field sites for redevelopment, a great potential for densification in our city centers, and cities with a strong historical identity, nice locations, and proximity to the capital.

The rationale of our LAP is to pair these challenges and opportunities in the following objectives:

1. Creating coherent and shared strategies and targets between different levels of governance and between cities.
2. Developing and systemizing tools, strategies and incentives for urban transformation and densification.
3. Communicating the benefits and importance of high quality intervention.

INTEGRATION OF THE USEACT LAP WITHIN THE LOCAL STRATEGY AND “ACTION PIPELINE”

- The Norwegian municipal reform, aiming to creating larger municipalities and more functional metropolitan areas.
- The area- and transport package for Sarpsborg and Fredrikstad, and for Moss and the surrounding area, will solve some transport issues, focus on public transport bicycles and walking, putting demands on the common area policy.
- The regional and municipal planning strategy process, and the possibly new county master plan.
- The end of the “LUK” program which has funded a lot of local development projects in Østfold, now what?
- Boligsosialt programarbeid, nasjonal strategi bolig for velferd

SECTION 2# LAP development

ANALYSIS OF CHALLENGES TO BE ADDRESSED BY THE LAP AND OPTIONS FOR SOLUTIONS

LAP – CHALLENGES AND SOLUTION TABLE

For analysing issues and brainstorming possible solutions

<i>Challenges</i>	<i>Solutions</i>
Lack of awareness, and/or negative view of area conservation, densification and transformation in politicians and inhabitants	Making easily understood materials underlining the necessity and positive aspects of densifying our cities and reusing our land, and finding the right channels to spread this message.
Local planners are “alone and powerless” when negotiating with big developers over land use and quality issues. If they don’t get what they want they will just develop it somewhere else	Making a network of planners so that they have many skilled and experienced colleagues to lean on when they are in doubt. Create an easily accessible overview of “tools” and examples on how to densify and transform a city with quality.
Municipalities are competing on who can offer the most area for commercial and residential development and with this is undermining regional strategies, each other and their own city-centers and natural beauty.	Creating shared strategies and understanding, <i>a common policy encouraging the type of quality development we all really want.</i>

LAP GENERAL STRUCTURE: GOALS, OBJECTIVES, RESULTS, OUTPUTS AND MAIN ACTIONS

LAP Objectives and Actions overview

PARTNER: Østfold County Council

TITLE OF LAP: Sustainable cities in Østfold- More growth- less sprawl

OBJECTIVE 1:
Coherent and shared strategies and targets between different levels of governance and between cities.

Action 1.1: Area accounts (A/P)
Action 1.2: Input in the local and regional planning strategy process (P/F)
Action 1.3: "Inclusive Østfold- urban planning for "narrowing the social gap" (F)

OBJECTIVE 2:
Developing and systemizing tools, strategies and incentives for urban transformation and densification

Action 2.1: Web based tool-kit (F)
Action 2.2: Course in process-design and process-management (A)
Action 2.3: Building a urban-planning network (P)

OBJECTIVE 3:
Communicating the benefits and importance of high quality interventions

Action 3.1: Making a film aimed at community/ politicians (P)
Action 3.2: Study trips with decision makers (A/F)
Action 3.3: Integrating the area policy and urban development focus in the communication strategy of the "city-packages"

LAP ACTIONS LIST TABLES

PARTNER: Østfold County council

TITLE OF THE LAP: Sustainable cities in Østfold: More Growth-less sprawl

OBJECTIVE 1: Coherent and shared strategies and targets between different levels of governance and between cities.

ACTION 1.1: Area accounts

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Outputs and corresponding Result Indicators	Resources
Area accounts is a system for neighboring municipalities to monitor and distribute land-use between them and in time-span, in order to use limited land resources in the way that best serves the functional city-region as a whole. This system has been successfully implemented in the Nedre-Glomma area (Sarpsborg and Fredrikstad), and is under development in the Moss region and in Indre-Østfold (Askim and Mysen)	Østfold county council, and the municipalities	App. 400 000kr-50 000€ and x hours of work	The Østfold County councils master plan and area strategy.	Expected output: The area-account system is implemented in the policy of all the part-regions of Østfold. Result indicators: Number of municipalities formally deciding to participate.	1-Financing secured 50 000€ from the Norwegian Local development program (LUK) 2-Funding and programmes that partners can apply for The Norwegian governments City-region program.
Phase	A/B				
Timetable	Finished June 2016.				

ACTION 1.2: Input in the local and regional plan-strategy process

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
<p>Since 2008, after every local and regional election, all Norwegian counties and municipalities are obliged to make a plan-strategy. This strategy should describe which topics and plans should be prioritized in the following four years, according to which topics that are central, the specific challenges of the county or municipalities, and on which areas they do not have sufficient plans and strategies. Our aim is to put sustainable development of the city centers, and land use issues high on the agenda, through professional input in the preparatory work on scenarios and statistics.</p>	<p>Østfold county council, Østfold analyse and the municipalities</p>	<p>Unknown, mostly work hours</p>	<p>Planning and building act (2008)</p>	<p>Expected outputs: Producing relevant statistics for urban development, urban challenges, and land-use in Østfold.</p> <p>Urban development discussed as part of the future-scenario work connected to the plan-strategy process.</p> <p>The county council and municipalities putting plans and strategies related to sustainable urban development and land use issues high on their list of priorities for the period 2015-2019.</p> <p>Result indicators: Statistics produced and presented.</p> <p>Meetings with decision-makers and stakeholders where this is discussed.</p> <p>Municipalities deciding on plan-strategies containing these issues.</p>	<p>Østfold county council and the municipalities own budgets.</p>
Phase	A/B/C				
Timetable	November 2014-November 2015				

ACTION 1.3: Inclusive Østfold- urban planning for “narrowing the social gap”

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
<p>We want to gather all the different networks and projects dealing with social inequality in our cities and connect our resources and knowledge in order integrate these issues in the over-all planning of our cities. This will be done through a series of workshops</p>	<p>Østfold county Council (planning and public health)</p>	<p>200 000kr a year (25 000euro) + x workhours</p>		<p>Outputs: 4 network meetings, and 2 workshops in 2015/16, reports made from the presentations from the workshops.</p> <p>Result indicators: number of workshops and meetings carried out, number of participants in networks and workshops.</p>	<p>1-Financing secured Østfold county councils own budget, The Østfold-health partnership.</p> <p>2-Funding and programmes that partners can apply for The Norwegian Housing bank</p>
Phase	B/C				
Timetable	April 2015-?				

OBJECTIVE 2: Developing and systemizing tools, strategies and incentives for urban transformation and densification

ACTION 2.1: Web based tool-kit

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
We want to make a practical database of different tools, methods and resources for urban development, planning, involvement, financing and private-public partnerships focusing on what these can be used, where they have been applied before and who they can contact to learn more, so that the cities can learn from each other and from other international and national examples.	Østfold County Council	100 000 kr (12 500euro) + x workhours		Output: Finished web solution, updated at least 4 times a year. Result indicator: Number of hits, number of municipalities that have taken use of material in web solution.	1-Financing secured 2-Funding and programmes that partners can apply for
Phase	C				
Timetable	June 2015-oktober 2015 -				
ACTION 2.2: Course in process-design and process-management					

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
Organizing a university level course in process design and process management, to highten the quality of the planning and development work at local and regional level	Østfold county council	450 000kr (56 000euro)	Part of Østfold's contribution to a national place-development project (LUK)	Outputs: 2 courses arranged. 19 participants from local and regional level in Østfold Result indicator: number of participants using tools from course in their work.	1-Financing secured Financed by the LUK-project
Phase	A				
Timetable	Feb. 2013-des.2014				
ACTION 2.3: Building a urban-planning network (P)					
Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
Building an network of planners in the city-municipalities, and other relevant public bodies In order for them to learn, take support and inspiration from each other	Østfold County Council	10000kr (1200euro) a year+ work hours		Output: 4 meetings a year Result indicator: Number of participants	1-Financing secured UseAct Østfold County Councils own budget (Potential funding already allocated) 2-Funding and programs that partners can apply for: The municipalities. The county governor. The national housing bank
Phase	A) Already carried out / B) In progress				
Timetable	March 2013-				

OBJECTIVE 3: Communicating the benefits and importance of high quality interventions

ACTION 3.1.: Making a film aimed at community/ politicians

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
A short film about urban-development in Østfold, to be used in meetings and on UTube to make the benefits of transformation and densification more understandable and interesting to the general public.	Østfold county council	50 000kr (6000euro)		Expected output: an entertaining film of about 6 minutes in both Norwegian and English language Result indicator: number of meetings where it is shown, number of viewings/likes on UTube and facebook.	1-Financing secured UseAct Østfold County Council 2-Funding and programmes that partners can apply fo
Phase	A/B				
Timetable	March 2015-April 2015 (making the film) April 2015-Desember 2015 (using it regularly at meetings)				

ACTION 3.2: Study trips with decision makers

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
Taking decision-makers from the county and the cities on study trips to European cities to give them a broadened perspective on urban development an high quality interventions	Østfold county council, the municipalities	Ca. 120 000kr (15 000euro) a trip		1 trip with at least 2 cities represented a year Result indicator: Number of political representatives participating.	1-Financing secured 2014- LUK project 2015? 2-Funding and programmes that partners can apply for
Phase	A/C				
Timetable	2014-				

ACTION 3.2: Integrating the area policy and urban development focus in the communication strategy of the “city-packages”

Title and brief description of the specific LAP Action	Responsible (Institutions/Authorities in charge)	Estimated cost	Legal/official planning framework	Expected Output and corresponding Result Indicator	Resources
<p>Working with the communication team of the city packages in order to better communicate the importance of a good area strategy to get the best effect of the new transport solutions in Sarpsborg, Fredrikstad and Moss.</p>	<p>Østfold county Council, the municipalities, the road administrations, the Norwegian railways and the county governor.</p>		<p>The cooperation agreements on area and transport development in “Nedre-Glomma” and “Mosseregionen”</p>	<p>Expected output: A clear focus on urban planning and development in the communication about the “city-packages”</p>	<p>1-Financing secured</p> <p>2-Funding and programmes that partners can apply for</p> <p>The “city packages” and “national city-environment agreements.”</p>
Phase	C)				
Timetable	Mai 2015-2023				

SECTION #3 LAP Implementation

ORGANIZATIONAL SOLUTIONS

In order for the LAP to be implemented and to achieve our objects we need to have a solid political foundation in the County Council, and in the city-councils. This is necessary not only for direct funding, but in order for staff time to be allocated for it both on a regional and local level. It is necessary that at least 60% of a planners position in ØCC is allocated to this work as well as about 1 working day a month for planners in the six cities. We also need a more set framework for our network, with annual activity-plans and set meeting dates. We also need to engage a university, in order to get an outside view on the effects of the activities, and to do some of the report work, leaving time for practitioners to organize and implement activities.

FUNDING

To implement the LAP we need app. kr. 1 410 000, (€180 000) in funding. This is not counting work hours, which will be worth about kr. 800 000,- (€100 000).

This will mostly be integrated into the normal budget of ØCC and the municipalities, some actions are already carried out partially by the USEAct project funding, and some funding will need to be found elsewhere, like the Norwegian Housing Bank, the different research funds, the “City-packages” and the Østfold County Governor, taking advantage of similar projects and processes. We are not at this moment considering any EU-funding for the implementation, as many of these opportunities are closed to us as non-EU members. We could consider using INTERREG, but do not at the moment have the capacity to start a project of that dimension.

SECTION #4 LAP Impact Assessment

Analysis of the LAP Development Process

Strengths

- High competence, and enthusiasm in LSG
- Many interesting processes in the pipeline
- Many areas available for transformation and densification in Østfold cities
- Better understanding of the need to act during time period
- Good political support in Østfold County Council

Weaknesses

- Østfold County Council does as a region not “own” the specific cases and has only indirect access to the tool, making it difficult to be concrete.
- No private sector, university or “citizens” in the ULSG.
- Poor anchoring in the local politicians
- Transformation and densification seen as negative things by much of the general public.

Opportunities

- Integrating the LAP into other projects and processes.
- Creating networks that also work for other issues.
- New funding for transport solutions demanding a focus on area policy.
- Putting more emphasis on quality in development

Threats

- LAP drowning in other projects on the agenda.
- Not enough staff.
- Not enough funding.
- The municipalities reacting negatively to County Council interference.

LAP RISK ASSESSMENT

Category	Risk	Probability	Consequence	Steps to counter
Operational	The planning strategies gets down-prioritized in favor of municipal reform	High	High	Finding ways of integrating the two processes, emphasize the importance of strategies for functional urban areas.
Financial	Less funds allocated to LAP activities	medium	medium	The LAP consists mainly of activities that can be partially implemented within our main budget.
Legal	The government changes the planning framework to give the municipalities significantly more freedom in land-use issues	Medium	High	Communicating the benefits of cooperation even if it is not an obligation.
Staffing	Not enough allocated personnel in ØCC	Medium	High	Make sure activities and expected outputs are anchored in the administrative and political leadership, so they must be prioritized.
Technical	Web solution for "Toolkit" gets too complicated or expensive	Medium	Medium	Integrate it with already functioning solutions
Behavioural	The cities does not want regional interference	Medium	High	Good communication strategy, focusing on equal partnerships

LAP TARGET/BENEFICIARIES AND IMPACT ASSESSMENT

Our target is primarily to get cities to reduce their land-use through developing more coherent, integrated and collaborative strategies, and using their potential for densification and transformation within their city-centers.

The beneficiaries of this is primarily future generations by not spending their resources and damaging their climate more than we are doing already. But today's citizens will also feel the benefits by having more compact city centers with walking distances between services and a better foundation for public transport, and by keeping their recreational areas outside the cities. By transforming brown-fields, we will make room for more housing and new businesses and make these areas nice to live in and around.

Those who will notice the actions of the LAP directly are mostly planners and decision makers, who will get better access to networks and tools they need to heighten the quality of their development processes.

The impact of this LAP will be difficult to measure, as it is indirect and long-term, but we have suggested some indicators in our actions table. In the long term we hope to be measured in a significant reduction of land take around our cities.

INNOVATION

Our main innovation is to find ways of utilizing the innovation produced in the individual city throughout the region, by creating networks, and a database of relevant methods and tools. The project has uncovered many such innovations, like the "City-lab" in Moss, where the planners office have been moved into a shop front building on main street so they work in direct contact with the public and have many popular open events, the way Mysen have worked with the owners of land and buildings in the city-center to map the different plans and interests and connecting people with related interests, how Sarpsborg has conducted door to door interviews with inhabitants of a socially challenged area, or how Askim has worked on visualizing how different building heights will affect the sunlight on the surrounding buildings, parks and streets.

Hopefully, one of the main results of the LAP will be better communication between levels of governance and between cities about how to develop our cities without further land-take.

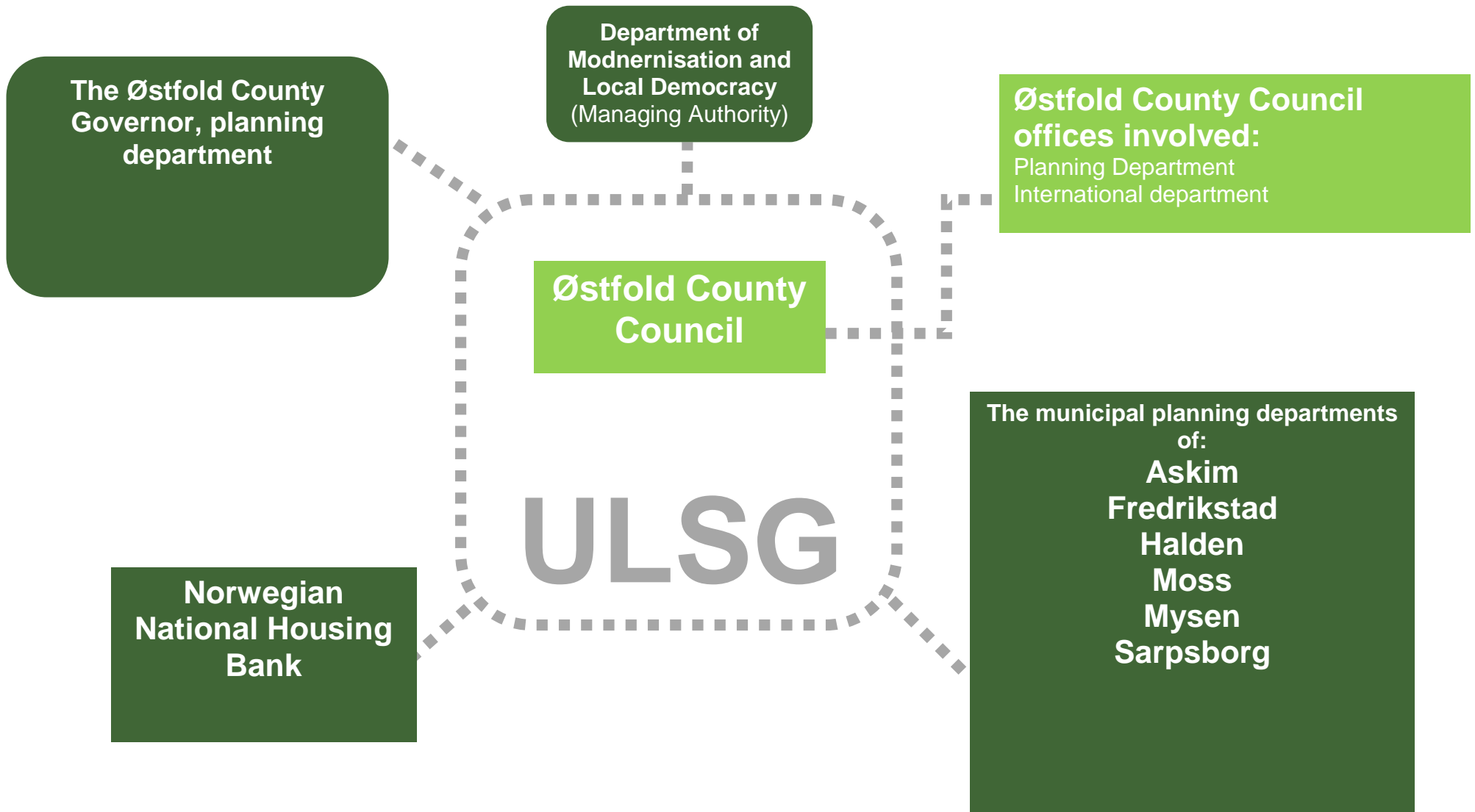
SECTION #5 Stakeholders, partnerships, participation

MAIN STAKEHOLDERS

Stakeholder	Interest and how affected by the issue	Capacity and motivation to bring about change	Contribution to the LAP
Østfold County Council	<i>Interested in regional development, and area conservation. In order to achieve regional environmental, economic and social goals, urban development and densification is crucial.</i>	<i>Has authority to stop development if it undermines regional goals and area policy. Has an obligation and some budget to guide and advice the municipalities. Want to be a strong actor and facilitator for positive regional development.</i>	<i>Initiates, creates partnerships. Engaging in processes to find lasting solutions. Knowledge of processes, trends and strategies.</i>
The cities (city councils) of Østfold	<i>Want development in the region, but primarily in their own city, want new residents and businesses, and attractive city centers. They are caught between pressure from developers, and a relatively strict national and regional policy.</i>	<i>Have authority over their own area policy, control budget, local know-how. Motivated by wanting to be more attractive, finding sustainable ways to attract investment, better life for their citizens.</i>	<i>Part of LSG, Concrete cases and examples for discussion, knowledge of challenges and solutions, applied methods and strategies.</i>
The rural municipalities of Østfold	<i>Want development also outside the cities, keeping their villages and municipal centers alive. Affected by urban sprawl, pressure for residential areas and commercial development on farm-land and natural areas. They need cities to supply their urban needs, and the cities need them to supply larger recreational areas, area-demanding businesses and for food production.</i>	<i>Often very small capacity (personnel) for planning and strategy. Traditionally not very motivated by area conservation, but this is changing, strong farming communities that fights for soil conservation and keeping a rural identity.</i>	<i>Have not been directly involved in the LAP-development, but will participate in of some of the actions, like the area-accounts.</i>

The Østfold County Governor	<i>Is responsible for following up national area-policy and national-interest in regional development.</i>	<i>Have authority to stop development that in undermining national policy, have some capacity and budget for building competence and networks. Is encouraging cooperation in preparation for municipal reform.</i>	<i>Have been part of LSG and other partnerships, contributing in particular with knowledge about legal and policy framework.</i>
Local businesses and developers	<i>Cost effectiveness of their investments by either lower building cost or quicker process or by making the location more attractive and desirable.</i>	<i>Often conflicting interests with public sector and with each other. Strong motivation to be involved in their specific case, but less on the whole picture. Many have large funds and technical/legal/financial expertise. Some see a clear benefit in early cooperation with public sector, others do not.</i>	<i>Have not been directly involved in making the LAP, but have been, and will be involved in some of the activities, e.g. the planning strategy process. Many of the tools and methods applied in the cases have also involved this group.</i>
Citizens and local community	<i>Attractive neighborhoods and city-centers. Available recreational areas and good public transport. Better job-opportunities and standard of housing.</i>	<i>Many competent and active citizens, but many do not see the connection between developing and densifying our urban areas and preserving nature, protesting against any change. The want better quality development, but have difficulty expressing which qualities they want.</i>	<i>Citizens have not been directly involved in making the LAP, but have been actively involved in many of the cases, and will be in some of the activities.</i>

ULSG MAP



- Project Partner
- Public Authority
- Private sector
- Associations and citizens

THE PARTICIPATION PROCESS: LAP AS CO-PRODUCTION EXERCISE

Since our LSG consisted mainly of planners from six cities and other public institutions and we were working on seven different cases. We did not have any large-scale participation processes. Instead, we took inspiration from the URBACT tools and brought them into the planning processes carried out by the cities. However, everyone in the ULSG took part in making the content of our LAP through our 10 ULSG meetings. Each meeting bringing us a little bit closer:

Date	Location	LAP Subject discussed	Method used
23.April.2013	Østfold County Council's offices	Defining the project and the role of the ULSG	
14.Juni.2013	City lab in Moss	Getting to know each other's cases	Peer review
27.September 2013	Sarpsborg council offices	Finding the core problem and most relevant strategies	The problem three
11.December 2013	Halden council offices	How to anchor the project in ongoing processes	Sailboat analogy, risk and opportunities
11.March.2014	Askim council offices	Finding and categorizing tools and methods	Creative open and close process.
11.April 2014	Østfold county council offices	Planning the Transnational seminar in Østfold	
10.September 2014	Eidsberg (Mysen) council offices	First draft of LAP document	Checking realism and relevance
21.November 2014	Fredrikstad council offices	Disseminating the project and lessons learned	Looking at different examples
20.January 2015	Norwegian Housing Bank offices	Implementation of LAP and life beyond USEAct	
8.April 2015	Østfold County Governor offices	Checking content in the LAP document, and planning the dissemination event	

SECTION #6 Looking forward...

LESSON LEARNT

Obstacles that we have met have been lack of political anchoring in the city councils. This has made it difficult for LSG members to devote the necessary time to the project. For future projects, this will be done early.

Being one of the first URBACT projects in Norway, we also used a lot of time in the beginning trying to understand the system and the project, and it took us some time to figure out what was expected of us. There was little information in Norwegian, and the terminology was new to us. This cost us a lot of time and frustration, but through this we have developed new competence in managing this sort of project, and are now helping to advise other Norwegian cities who are considering participating in URBACT III.

We also saw that there are good reasons for the recommended members of a ULSG, maybe even more so in a project that was dealing with land-use issues. It would have been a lot easier to navigate in the URBACT system if we were one city in which a particular land-area was situated, involving one set of landowners, interest groups and so on, this would have made the work methods even more relevant. We also missed not having a university involved, the institution that was approached in the beginning was not particularly interested, and we did not press the matter. Writing reports and case studies would be much easier if it could have been done as e.g. part of someone's master's degree instead of extra writing work for an already busy practitioner who would rather have been out "doing something", or following up the day-to-day orders of our regional politicians. Through the period of the project, we have developed better contacts within another university in the region, which we will put to better use in the future.

The most important success factor has been the enthusiasm of the ULSG. The ULSG meetings, although not everyone could attend all of them, have been something we have looked forward to. Through moving it between all the different cities and institutions, and learning from each other through site-visits, presentations and discussion the ULSG-meetings have become a real resource for the regional and local planners, and bringing in perspectives and examples from the other partner cities have fueled the discussion by bringing up new topics and ways of seeing things. This network will continue in a slightly different format as part of our LAP. A success factor has also been the friendship of the transnational USE Act group. We have all become very close, and both the Naples team and the other partners has helped the project coordinator survive and even enjoy herself tremendously even through all the confusion and frustration!

WHAT ABOUT AFTER USEACT/URBACT?

We have already started some of the activities in our LAP, and would like to continue working especially with social inclusion in urban development. In this work, it would be useful to collaborate with other European cities, but we are yet to find the right project or partners. Ideally, we think that one of our cities should be partner with Østfold County Council as a highly involved LSG member. As a Norwegian partner, we have few opportunities for EU funding for concrete activities or investments so it is important to us to find those projects that can bring benefit to projects that we will carry out regardless of international participation.

WHICH RECOMMENDATIONS FOR URBACT III?

We have learned a lot from participating in an Urbact project both in our local and our transnational network, but believe that we would have learned even more if there had been fewer events with more participants from each partner. As it has been now our project coordinator have had to travel so much that the time spent traveling have used up far more work hours than was in the budget, the project administration itself coming on top of this, while only a few other LSG members have participated in the transnational exchange. We feel that having traveled as a group meeting other groups, maybe not all partners at a time, would enable us to have a common experience and discuss what we have learned and seen back home.

INFORMATION SOURCES

Statistics from “Østfold Analyse”

www.ostfoldanalyse.no

The Østfold County Council master plan

<http://www.ostfold-f.kommune.no/>

Interviews and discussions with LSG members

Elin Tangen Skeide

Eliske@ostfoldfk.no

Emilie Cosson

Emilie.cosson@sarpsborg.com

Espen Sørås

espen.soras@halden.kommune.no

Gry Rustad Pettersen

grpett@fredrikstad.kommune.no

Ingeborg Langeland Degnes

Ingeborg.Langeland.Degnes@askim.kommune.no

Kai Roterud

Kai.Roterud@eidsberg.kommune.no

Karoline Bergdal

karoline.bergdal@sarpsborg.com

Kjersti Aune

Kjersti.aune@sarpsborg.com

Kjersti Stenerød

Kjersti.Stenrod@fmos.no

Marianne Aune

maau@fredrikstad.kommune.no

Siri Sandbu

siri.sandbu@husbanken.no

Siv Henriette Jacobsen

sivjac@ostfoldfk.no

Terje Pettersen

terje.pettersen@moss.kommune.no

Vibeke Arnesen

vibeke.arnesen@moss.kommune.no

URBACT II

URBACT is a European exchange and learning programme promoting sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal changes. URBACT helps cities to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 500 cities, 29 countries, and 7,000 active participants. URBACT is jointly financed by ERDF and the Member States.

www.urbact.eu/useact

