



National expectations regarding regional and municipal planning 2019–2023

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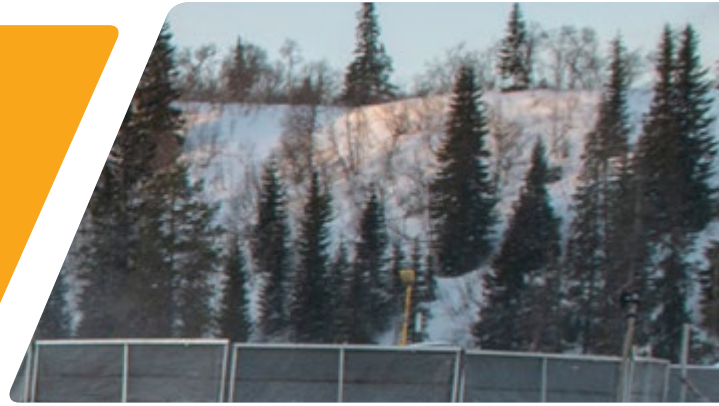
Ministry of Local Government
and Modernisation



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Foreword



Every four years, the government shall draw up a document setting out national expectations regarding regional and municipal planning with the goal of promoting sustainable development throughout the entire country. This follows from section 6-1 of the Norwegian Planning and Building Act. The national expectations must be followed up in the county and municipal authorities' work on planning strategies and plans, and must form the basis for central authorities' involvement in the planning.

The government will convey the national priorities clearly, so that county and municipal planning can be done with maximum efficiency and to the benefit of citizens throughout the whole of Norway. At the same time, the government is increasing local autonomy in planning. This means that county and municipal authorities have a greater responsibility to safeguard national and important regional interests. The government wants regional and local social and land-use planning to be based on open dialogue between all the parties, including the central government. The national expectations are an important step towards this goal.

The government has chosen to focus on four major challenges currently facing us:

- Creating a sustainable welfare society
- Creating an ecologically sustainable society through proactive climate change policy and prudent resource management
- Creating a socially sustainable society
- Creating a safe society for all

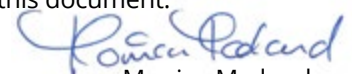
The regional and local authorities have key tasks in addressing these challenges. This applies to all the municipalities, regardless of their size

and competencies. Planning is one of their most important tools in this work.

The government has decided that the United Nations' 17 sustainable development goals, which Norway has endorsed, shall provide the main direction for Norway's policy to address the greatest challenges of our time. It is therefore important that the sustainable development goals are incorporated as part of the basis for social and land-use planning.

The Parliament (Storting) has adopted the government's white paper "Sustainable cities and strong regions", Report no. 18 to the Storting (2016–2017). These national expectations continue this policy. The government is highly aware that challenges and opportunities vary from place to place. The government attaches great importance to local democracy in planning and building application matters, at the same time as national considerations must be taken into account. The national expectations must therefore be understood in the local context in connection with developing and implementing plans. The government gives priority to assuring the natural resource base for Sami culture, language, economic activity and social life, including the environment and conditions in which Sami children and young people grow up.

The Storting has asked the government to "... ensure that the next document on 'National expectations for regional and municipal planning' contains an overview of the relevant central government planning guidelines and at the same time indicates any new or planned revisions of existing guidelines." This overview has been included at the end of this document.


Monica Mæland



01



Planning as a tool for integrated, sustainable development

Planning is an efficient, effective management tool for sustainable social development and land use. The county and municipal authorities have been given increased autonomy and greater responsibility to

safeguard national and significant regional interests in planning. Regional and municipal planning are important to achieve a more sustainable, user-oriented, efficient and results-oriented public sector.

1.1 The United Nations' sustainable development goals as a basis for regional and municipal planning

In 2015, the UN General Assembly adopted the 2030 Agenda for Sustainable Development. The Agenda has 17 development goals to promote social, environmental and economic sustainability. The United Nations' sustainable development goals are a

universal plan of action to ensure social justice and good health, halt the loss of natural diversity and tackle climate change. The goals will lead the way towards sustainable development in the short and long term.



County and municipal authorities are key players to realise sustainable social development and attainment of the sustainable development goals in Norway. They are closest to the local population, businesses and organisations. At the same time, they are responsible for much of the social and physical infrastructure that directly affects people's living conditions and development opportunities. The government attaches importance to work to meet the sustainability goals having broad anchoring through regional and municipal planning.

As part of the government's ordinary policy, the government will contribute to the ongoing

development of competence by ensuring that lessons learned from work on the sustainability goals are shared with the county and municipal authorities. It is important that the county authorities and central government authorities work together to assist the municipalities in their efforts to pursue the sustainable development goals. A broad network encompassing businesses, other municipalities and organisations can promote learning and stimulate joint efforts. The government will also continue its work to develop indicators for all the sustainable development goals. These must be adapted to regional and local conditions, so that the county and municipal authorities that want to can measure the impact of their own efforts.



1.2 Clear direction for social development

The government will strengthen the role of the county and municipal authorities in social development. This requires definition of a clear strategic direction for social development based on regional and local factors, mobilisation of a range of different players, and coordination of public investments and actions. Regional and municipal planning are key tools in the exercising of this role. At the same time, the government is increasing local autonomy in planning. This means that county and municipal authorities have a greater responsibility to safeguard national and important regional interests.

The regional and municipal planning strategies define the political priorities in the planning work and are essential tools to ensure resource-efficient, targeted planning. The social element of the municipal master plan defines the direction for local social development and helps ensure that national and regional goals are adapted to the local conditions. The plans are translated into concrete actions by clearly linking the implementation part of the plans to the financial plans, where responsibilities are defined to ensure the plans are implemented. The planning process is an occasion for the municipal councils to discuss whether the municipality has the prerequisites to meet future challenges alone, or whether it ought to build a larger and stronger municipality by partnering with neighbouring municipalities.

The government holds that an overarching land-use strategy in the social element of the municipal master plan can make the plans for land use better adapted to society's needs and challenges. This will contribute to a coordinated balance between national, regional and municipal land-use policy. The land-use strategy defines the long-term direction for the municipality's

land-use and resource management. This is important to coordinate residential, land-use and transport planning, promote business development, reduce greenhouse gas emissions, adapt society for climate change, create socially sustainable communities and reduce building on farmland and natural areas.

An updated land-use part of the municipal master plan will enable quicker processing of zoning plans and increased predictability for citizens and businesses. It is important to make the most of the flexibility of the planning system to adapt the planning to regional and local needs and avoid more plans than necessary.

Many county authorities and municipalities are going to be merged on 1 January 2020. Regional and municipal planning are central in the work to develop a shared knowledge base and identify a common direction for social development. The regional reform gives the county authorities greater strategic responsibility and tasks in several policy areas, including cultural heritage management, culture, trade and industry, and competence. Regional planning will be the central tool for establishing goals for the new policy areas and providing strategic direction for the county authorities' activities. At the same time, regional plans are in principle advisory.

The government wants to ensure that Sami language, culture, economic activities and social life have a secure future in Norway. This can be achieved through regional and local planning in areas with a Sami-language population, facilitating the use of Sami languages and services in Sami, and by working actively to recruit and ensure the necessary expertise in Sami languages.

1.3 Efficient, knowledge-based planning processes

The county and municipal authorities are responsible for ensuring that plans and decisions build on good, up-to-date knowledge, and that they have the necessary expertise in planning. It is important that the municipalities take advantage of the opportunities for simplification and rationalisation that recent amendments to the Planning and Building Act have afforded. Particularly pertinent in this context are

the opportunities to stop an unrealistic planning proposal in the start-up phase, to use the start-up meeting to create a mutually agreed, predictable planning process, and to modify existing zoning plans without having to undertake a full review of the plan. These simplifications afford the municipalities greater flexibility to find good planning solutions.



County and municipal planning affects the costs of public and private projects. When weighing different interests against each other in connection with planning, cost effectiveness is a priority in the overall assessment. This will provide better framework conditions for private businesses and help ensure sustainable public finances.

The government attaches importance to arrangements to ensure that residents, holiday home owners, organisations and institutions, the voluntary sector and the business community can participate in the planning processes. This can be achieved by making the planning processes accessible and understandable, and by making special arrangements to include children, young people and other groups who are not able to participate directly. It is important that Sami interests are ensured participation in planning processes where they are affected. Early, good involvement ensures that relevant knowledge and important interests are highlighted. This will provide a better foundation for striking a balance between the various interests and strengthening planning as a democratic arena. It will also help reduce the level of conflict and raise the quality of the plans.

Good planning processes reduce the likelihood of objections. Early involvement of the county governor, other central government authorities, the county authorities and the Sami Parliament (Sámediggi) is

important to clarify national and important regional interests. It will also help bring forth information about critical societal functions, important infrastructure and other significant matters. It is a goal that any conflicts are resolved as early as possible in the planning processes.

The government has strengthened the regional planning forum by making it compulsory in all the counties. The forum is an important arena for the identification and coordination of interests in regional and municipal plans. It is therefore important that the planning forum is used actively by the municipalities and that central and regional authorities participate actively.

The government wants authorities that make an objection to attach importance to the consideration of local democracy. Objections shall only be made when necessary to safeguard national and important regional interests, when early dialogue and balancing of interests have not resolved the issue. Any objections must be specific, well founded and raised within the deadline. The government has given the county governors responsibility for coordinating and, where applicable, refuting central government objections to municipal plans. Coordination will lead to better plans through good dialogue between central government agencies, fewer objections, and early resolution of any objections.

1.4 Good implementation of land-use plans

Efficient, implementation-focused planning is ensured by decisions being made at the right planning level, with a needs-appropriate level of detail. Zoning plans that follow up the land-use part of the municipal master plan ensure coherent, long-term physical development and provide the necessary framework for implementation. Environmental impact assessments and risk and vulnerability assessments are key tools for planning processes and choosing solutions. A well-organised planning schedule will ensure that the assessments and the arrangements to ensure participation are adapted to the needs and planning level.

Active municipalities that collaborate well with property developers will foster efficient administration and good quality in private planning proposals. Approved plans are best carried out by the municipality facilitating good collaboration with property developers in connection with development agreements and financing of common infrastructure. This is especially important in complex densification and transformation projects. The municipalities have a responsibility to allocate sufficient resources for processing plans and putting in place predictable processes that are in line with the municipal master plan. Simultaneous processing of zoning proposals and applications for general permission can shorten the total time spent on property development projects.

With a view to ensuring efficient execution of projects of national significance, the government has increased the use of central government plans for land use. In order to achieve good processes and increase the benefit to society of projects, it is important that county and municipal authorities are clear about their needs and priorities at an early stage in the planning work. This provides a basis for weighing the various needs and interests up against

each other in the final determination of the societal goals, which is done by the central government. It is important that municipalities with these kinds of major projects clarify their long-term land-use strategy and, if necessary, revise their land-use plans. In the work on choice of concept studies for major central government investments, the county authority and local players should be involved in setting the social goals.

1.5 Increased use of digital tools in planning

Digitalisation of the knowledge base, planning and building application processes and property transactions will help increase productivity in the private and public sectors. Better digital planning registers make planning information more easily accessible. There is a need to improve data quality and ensure better self-service solutions to public data, planning registers, the land register and other common registers.

The government encourages greater use of digital tools in order to contribute to better, more efficient planning processes, presentation of plans and land management. In this work, it is important to adopt common technical infrastructure and knowledge bases. This presupposes that the involved parties have the necessary skills and access to up-to-date software, and the new systems contribute to the sharing and exchange of data.

Digitalisation and digital tools can improve and rationalise planning processes. The use of digital solutions for dialogue with citizens can increase their understanding of the planning processes and result in better participation. Easy access to the land register and electronic planning and topical data is a prerequisite for electronic processing of planning and building applications.

The Norwegian Mapping Authority is improving access to planning and topical data through collaboration with county authorities, municipalities and other central government agencies on The Norwegian Public Base of Geospatial data (DOK), to make it easier to use as a tool in planning. The scope and quality of the DOK is improving all the time. It is essential that county and municipal authorities ensure that their own data are kept up-to-date and made available.





THE GOVERNMENT'S EXPECTATIONS

- The county and municipal authorities base their social and land-use planning on the United Nations' sustainable development goals.
- Regional plans and the social element of the municipal master plan are used to define the strategic direction for social developments and to make planning more predictable. The plans are followed up in the financial planning.
- The county and municipal authorities emphasise cost-effectiveness for private and public actors at the municipal, county and central levels in planning.
- The municipalities employ the instruments provided by the Planning and Building Act to simplify and rationalise planning. The municipalities adapt the level of detail in plans and assessments to the needs.
- The municipalities help ensure quick, efficient processing of private zoning proposals and good plan quality by setting early, clear and relevant requirements regarding assessments and documentation.
- Objections shall only be made when necessary to safeguard national and important regional interests, when early dialogue and balancing of interests have not resolved the issue.
- The municipalities attach weight to private ownership rights in their planning.
- The county authorities formulate clear needs and priorities as input in connection with choice of concept studies for major central government transport projects. County and municipal authorities base their own planning on adopted central government plans.
- The county and municipal authorities use digital dialogue solutions and facilitate easy access to planning data in the digital planning register, and to topical data in The Norwegian Public Base of Geospatial data.
- The municipalities use digital tools based on the eByggesak standard to ensure more efficient, fully digital processing of building applications.
- The county authorities consider the use of mutually binding agreements to strengthen the follow-up of the regional plans.
- The municipalities develop land-use strategies as an element in the social element of the municipal master plan, and then use these strategies as the starting point for the land-use element of the municipal master plan.
- The municipalities prioritise work on planning strategies to ensure that the plans are up to date and address future needs, also when municipal mergers take place.
- The county and municipal authorities use planning to consider tasks ascribed to them through the municipal and regional reform in conjunction with other societal tasks.
- Municipalities that have not been merged use planning to discuss whether they are capable of meeting future challenges alone, or whether they should merge with neighbouring municipalities.
- The county and municipal authorities pave the way for a strengthening of Sami languages, culture and economic activity in planning, where relevant.
- The county and municipal authorities base their social and land-use planning on up-to-date underlying knowledge and have access to the necessary planning expertise.
- The county authorities strengthen the regional planning forum as a coordination arena. The municipalities, county governor, other central government authorities and the Sami Parliament use the forum actively to clearly indicate at an early stage the national or regionally important interests in the individual case.



02



Growth-capable regions and local communities across the whole country

A sustainable welfare society relies on the creation of wealth and jobs across the entire country, which in turn requires good framework conditions that promote a diverse and competitive business sector. Planning is a decisive means to prepare for growth in local businesses and workplaces. The county and municipal authorities stimulate change, growth and new jobs by providing predictable, long-term frameworks for land use, including for business activities, encouraging innovation and contributing to a local labour force with relevant competence. The government attaches importance to arrangements being made that foster growth in employment and production in green and sustainable businesses.

Greenhouse gas emissions must be reduced in line with national and international targets. More coordinated land-use and transport planning can be an effective instrument to reduce emissions from transport, buildings and energy production, and lay the foundations for increased carbon uptake by forests and other land areas. Climate change adaptation is a major challenge for social planning. More frequent extreme natural events, such as torrential rains, floods, landslides, etc., entail major

challenges for infrastructure and buildings, and for new urban development.

The ability to innovate and adapt varies widely from county to county, and within individual counties. This is, among other things, due to differences in industries, how businesses collaborate and the size of the population and labour market. Norway currently has many strong export companies, especially in resource-based industries, manufacturing, maritime industries, tourism and selected knowledge-intensive industries. Fisheries and aquaculture are important industries along the coast. Knowledge-intensive services, such as finance and ICT, are growing and concentrated in metropolitan regions, and especially in and around the capital.

Mountainous, uncultivated and sea areas are important resources for sustainable business development in industries such as aquaculture, mineral exploitation, tourism and agriculture-linked businesses. The goal is to achieve a more knowledge-based, coordinated management of areas and greater predictability. There is a need for better planning clarification and closer coordination between authorities and the legislation, so that arrangements



Photo: NVE/Svein Arne Vågane

can be made to foster sustainable growth. This also applies to sparsely populated areas. Changes in land use constitute the main threat to natural diversity on

land and important cultural heritage assets today. Many changes that in isolation seem minor can together have a major negative effect.

2.1 Business development provides the basis for welfare

County and municipal authorities have an important responsibility to stimulate joint work to promote change, growth and development. Citizens, businesses, municipalities, knowledge providers, institutions and organisations are important partners in this work. Long-term, predictable parameters for land use across municipal boundaries are essential for the ability to make use of the potential for growth and development in the region. The government attaches importance to good framework conditions for entrepreneurs and small and medium-sized businesses, to make it easier and safer to create new jobs. Through their planning, the county authorities lay the foundations for framework conditions that are important for trade and industry, such as sufficient space, transport, research, education and competence.

The government will prepare for increased wealth creation and innovation based on regional and local resources throughout the whole of Norway. It is therefore important that the county and municipal authorities make sure that businesses, organisations and relevant sectoral authorities actively participate in the planning processes and that they prepare for

increased collaboration between the business sector and knowledge providers in areas where the region has advantages. This work can be based on the “smart specialisation” method and collaboration with companies and research institutions.

The government wants to stimulate the development of living local communities throughout the whole of Norway, through growth, equitable living conditions and sustainable regions. The regional reform grants the county authorities greater industrial policy powers. Tasks are being transferred to provide a clearer division of labour between the central government and the county authorities. The county authorities are responsible for instruments to mobilise and develop companies and business environments. The central government is responsible for schemes that require a national perspective, national competitive arenas, and ensuring knowledge sharing and collaboration across industries and throughout the whole of Norway.

The regional reform gives the county authorities increased responsibility for ensuring that citizens have the competencies that society and the

employment market require. This requires coordination and involvement of the municipalities, the county governor, the education sector, the employment sector and businesses across sectors and administrative levels. The county authorities

have also been given greater responsibility in the field of integration, including providing refugees and immigrants with training in line with the labour needs in the region.

2.2 A safe, low-emissions society that is adapted to climate change

To ensure natural resources and natural diversity for future generations, today's society must readjust to a low-emissions society and adapt to changes in the climate. County and municipal authorities play a central role in this work. These areas require greater attention and more efficient, targeted land-use and social planning than previously.

The government has set a goal of reducing greenhouse gas emissions not subject to quotas by at least 45 per cent by 2030 compared with the 2005 level and of becoming a low-emissions society by 2050.

These are ambitious targets. Despite economic growth and high population growth, Norway's total energy consumption has remained relatively stable in recent years, and greenhouse gas emissions are decreasing. Through an integrated energy policy, the government will contribute to security of supply, business development and more efficient, climate-friendly energy use. The government has prepared new requirements that will contribute to more energy-efficient and climate-friendly buildings.

County and municipal planning are important to reduce greenhouse gas emissions and energy consumption. Decisions regarding the location, construction method and design of buildings, infrastructure and services will affect emissions and energy consumption for many years to come. It is therefore essential that we start working towards the goal of a low-emissions society by 2050 today. The reassignment of forest and marshland for other purposes contributes to greenhouse gas emissions and negative consequences for natural diversity and ecosystem services. The reassignment of agricultural land can lead to increased pressure to cultivate carbon-rich areas such as forests and marshes. Efficient land use and good coordination with

transport systems are important to ensure transition to a low-emissions society. The government gives priority to densification, transformation and reuse of existing buildings.

Even if the world manages to reduce emissions, climate change will affect nature and society, in both the short and the long term. Changes in the climate affect critical infrastructure, trade and industry, natural and cultural environments, and human health. This yields new challenges for planning, and new risks and vulnerabilities. It is important that county and municipal authorities use up-to-date knowledge about expected climate change and the consequences thereof in their planning. Local knowledge will complement national and regional data. The government finds that assessments of the impacts of climate change need to be based on figures from the high end of the range of national climate projections in connection with work on climate change adaptation. This is explained in more detail in guides and the county climate profiles. It is important that up-to-date knowledge about the significance of the various ecosystems for climate change adaptation is used, for example in connection with planning measures to prevent flooding and drought. Habitats such as wetlands, marshes, riverbanks and forests can mitigate the effects of climate change and must be safeguarded in land-use planning.

Knowledge about society's vulnerabilities is used to set goals for development of climate-adapted and safe communities. Goals are set both through emergency planning pursuant to the Civil Protection Act and in social and land-use planning. It is important that land-use plans build on knowledge that clarifies all the risks and vulnerabilities, including natural hazards and climate change, activity risks and consequences in the event of failures in important societal functions.

2.3 Active management of natural assets and cultural heritage

Norway has major natural, recreational, landscape and cultural heritage assets that it is important to preserve and protect, in line with national and international goals. Long-term planning will preserve these assets and prepare for sustainable development of tourism and other resource-based business.

Changes in land use constitute the main threat to vulnerable nature in Norway today. It is important that municipalities and county authorities consider the impact on natural diversity in the light of the combined load. This also includes emphasising ecological and landscape correlations across municipal and county boundaries. Preservation of habitats for wild pollinator insects is important for ecosystems and for pollination of agricultural crops. The government attaches great importance to safeguarding threatened nature, and that ecosystems are maintained in good condition. The municipalities have a particularly weighty responsibility to contribute to this in their planning, including by protecting selected types of habitats pursuant to the Nature Diversity Act.

The preservation of large, contiguous natural areas for outdoor recreation in mountains and uncultivated areas and the general green infrastructure depends on long-term protection and management. Regional and inter-municipal plans can be useful tools in this regard. Norway has a special responsibility for protecting wild reindeer and their habitat as a species of national responsibility. It does this in part through regional plans for mountainous areas with wild reindeer and in other municipal and regional planning.

Watercourses are an integral part of Norway's natural landscape and are important for health, quality of life and business activities. Increased pressure on inland watercourses and areas adjacent to watercourses from pollution and intervention entail major challenges for planning. The government emphasises that regional and municipal plans must take into account the use and conservation value of the watercourses and the risk of flooding, erosion and landslides.

Regional water management plans pursuant to the Water Regulations shall help ensure watercourses achieve and maintain good environmental status. The

government stresses that good coordination between the affected county, municipal and sector authorities is important for good regional plans. The municipalities contribute to good environmental conditions in and along the watercourses through targeted measures and good land management. National guidelines have been set for updating the regional water management plans. Selected county authorities are responsible for organising this work, and municipalities are a key player and authority in this process.

It is important that bodies of water that are used for water supply are protected from contamination, to avoid user conflicts and ensure that the population has an adequate, secure supply of safe drinking water. Protecting sources of drinking water and provision of land for water and wastewater infrastructure is an important part of municipal plans.

Cultural heritage sites and cultural environments are non-renewable public assets that can form the basis for economic, social, cultural and environmental development. Re-use of historical buildings and structures can also yield significant climate gains. Land-use changes and changes in the ways buildings are used are two of the main factors threatening cultural heritage monuments and cultural environments in Norway. County and municipal authorities play an important role in safeguarding cultural heritage as a resource for knowledge, experience, use and reuse.

It is important for the government that the development of homes, holiday accommodation and business areas in coastal zones is seen in the context of the natural and cultural environment, outdoor recreation, the landscape and public interests. There is a general prohibition against construction in a 100-metre belt along the coast, unless the municipality lays down a different building limit in plans. The municipalities set their own building limit along watercourses in their plans.

County and municipal authorities play an important role in meeting the provisions of the World Heritage Convention. The world heritage sites in Norway shall be good examples of integrated management of natural and cultural heritage.



2.4 Resource-based business development

Resource-based industry is growing and makes a significant contribution to Norway's national wealth creation.

Fisheries and aquaculture

Norway has set the goal of being a leading sea nation, and marine-based wealth creation is important for employment along the entire coast. There is huge potential for further growth in this area, and the government wants to help realise this potential. At the same time, coastal sea areas are important for many and at times conflicting interests, including business activities, transport, preventive and emergency response measures, defence, recreation, outdoor recreation, the natural environment, landscapes and cultural heritage. The use of sea areas has increased, and there is a need for better land-use plans with a regional and inter-municipal perspective. It is a priority for the government that there are clear links between authorities and legislation in the planning work. New knowledge and digital tools provide county and municipal authorities with a better basis for planning.

The government will facilitate increased wealth creation and jobs based on marine resources and predictable, sustainable growth in fish farming. The government also prioritises the clean seas campaign and profitable development of the aquaculture industry. County and municipal planning are important to ensure the long-term land needs of fisheries and the aquaculture industry, while maintaining other social and environmental interests.

Sami interests must be protected in the planning for Coastal Sami areas. It is important that county and municipal authorities collaborate with the private sector and central government authorities to find sustainable solutions and good coordination between the Planning and Building Act and the sector-specific legislation. Needs for areas for different types of aquaculture, including mobile facilities, are clarified in regional and municipal plans. In this context, it is important to take into account the development of new technologies and new types of aquaculture installations, including offshore aquaculture. This may lead to new areas becoming available for use.

Agriculture

Agriculture and commercial utilisation of outfield resources are important for food and crop production, settlement and the cultural landscape, and provide a basis for new, green businesses. The Storting has adopted a goal that less than 400 hectares of farmland shall be reallocated by 2020, in line with the updated land protection strategy. At the same time, wealth creation from agriculture and forestry is to be increased. Forest areas can provide positive climate gains through absorption of CO₂ and carbon binding through the use of wood, and there is large potential for wealth creation in forestry and the timber industry. It is also a goal to increase demand for green, wood-based products and to foster new green industries linked to agriculture and forestry.

The government finds it important that county and

municipal authorities consider physical development solutions in their plans that secure the prerequisites for agriculture and reduce the reassignment of farmland. Plans ought to draw long-term borders between urban areas and large contiguous areas for agricultural, natural, outdoor recreation and reindeer husbandry purposes.

Reindeer husbandry

It is important that the natural resources that form the basis for Sami culture and language, economic development and social life are safeguarded. Reindeer husbandry is an area-dependent industry, and in many places it is a prerequisite for the development of the Sami language and culture. Planning must weigh up factors linked to reindeer husbandry against other social interests. It is important to look at the sum total of existing and planned new projects in the area and the consequences they will have for reindeer husbandry. In connection with changes in land use, it is important that reindeer husbandry interests are weighed up against other societal interests and that effort is made to reach solutions that restrict any permanent reduction in areas for and increased disruptions to reindeer husbandry. Reindeer husbandry areas run across municipal and county boundaries, and regional or inter-municipal plans may therefore be best suited for the identification of reindeer husbandry areas.

Tourism and recreational buildings

Norway's mountains and uncultivated areas are rich in resources and are important production areas for agriculture, reindeer husbandry, energy production, tourism and mineral extraction. They are habitats for animals and plants, constitute a diversity of unique landscapes, and are attractive for outdoor recreation, recreational buildings, and nature and heritage-based tourism. It is the government's goal to strengthen wealth creation based on landscape, natural assets and cultural heritage assets, while also preserving these resources for future generations.

Growth in tourism and increased use of holiday accommodation provides a basis for local growth and jobs, with the development of infrastructure and services that also benefit local residents. At the same time, holiday accommodation and highly visited tourist destinations entail physical development,

transport, traffic, and wear damage to nature and outdoor recreation areas. It is important that these kinds of factors are taken into account in planning, and that arrangements are made for increased activity within a sustainable framework.

Densification of existing holiday accommodation areas means less pressure on natural and outdoor recreation areas. The government attaches importance to physical development taking place in such a way that quality is assured in the areas. In the interests of outdoor recreation, landscape preservation and natural diversity, it is important to avoid the establishment of new holiday home areas above the forest boundary. Contiguous green areas and good adaptation of infrastructure and buildings to the landscape and terrain are important. It is also important to preserve larger, contiguous areas without holiday homes in mountainous areas with high land-use pressure. Regional or Inter-municipal planning can clarify the potential for physical development and strategies across municipal boundaries. It is important to consider long-term development boundaries that protect mountain areas above the forest boundary and other important agricultural, natural, recreational and reindeer husbandry areas.

Mineral resources

Norway has important mineral resources that can form the basis for wealth creation and jobs. Regional and municipal planning are important tools to ensure access to mineral deposits that it may be pertinent to extract in the future, while respecting environmental and social considerations. Mineral extraction has a long time horizon, and greater predictability is needed linked to investments, extraction and clean-up.

Local extraction of crushed stone, gravel and sand for building and construction projects, with short transport distances and reduced greenhouse gas emissions, is important. Good land-use planning can contribute to this. In addition, it is important that good quality mineral materials are recycled as raw materials for building and construction, wherever possible. This can reduce the pressure on gravel and crushed stone resources close to urban areas and the need for transport of rock materials. A comprehensive assessment of the management of rock materials in connection with planning can be a useful tool for clarifying this.

THE GOVERNMENT'S EXPECTATIONS



- The county and municipal authorities attach importance to work to reduce greenhouse gas emissions, including emissions from changes in land use, more efficient energy use, and environmentally friendly energy conversion. Up-to-date knowledge about expected climate changes and consequences are used in planning.
- The county and municipal authorities attach importance to climate change adaptation and civil protection in their planning, basing their work on figures from the high end of the range in national climate projections. Risk and vulnerability analyses form the basis for planning and processing of building applications.
- The county and municipal authorities facilitate wealth creation and business development in all parts of the country, and mobilise and develop companies and business environments to assert themselves nationally and internationally.
- The county and municipal authorities stimulate transition to greener solutions, innovation, growth in new workplaces and an inclusive working life, and set aside sufficient areas to meet society's needs.
- The county authorities are responsible for the regional competence policy and must facilitate good access to relevantly qualified workers, in part through updated regional plans.
- The county authorities provide refugees and immigrants with training that meets the region's needs for labour.
- The county and municipal authorities identify and take into account important natural diversity, areas for outdoor recreation, the general green infrastructure, and cultural heritage assets, cultural heritage environments and landscapes in their planning. The combined impacts must be taken into account.
- The county and municipal authorities assess land use in the shore line and in and along watercourses in a coherent, long-term perspective, with special regard for natural diversity, cultural heritage environments, outdoor recreation, landscapes and other public interests.
- The county and municipal authorities develop Norwegian world heritage sites as prime examples of best practice in the management of natural and cultural heritage through land-use planning.
- The county and municipal authorities take into account and protect sources of drinking water in their planning, reducing the need for purification in the production of drinking water.
- The county and municipal authorities set aside sufficient areas for the desired growth in fish farming and aquaculture through updated plans, which also safeguard environmental considerations and other societal interests. Strategies for the development of offshore aquaculture away from the coast are included in the plans.
- The county and municipal authorities facilitate increased wealth creation and new green industries related to agriculture and forestry.
- The county and municipal authorities preserve important agricultural areas and cultural landscapes in agriculture through long-term development boundaries. Development solutions that can reduce building on farmland are assessed in accordance with the national land protection target.
- The county and municipal authorities attach importance to preserving the natural resource base for Sami culture and economic development. Planning safeguards reindeer husbandry areas, while ensuring the needs of reindeer husbandry are balanced against other societal interests.
- The county and municipal authorities facilitate sustainable development in mountains and uncultivated areas and with a particular focus on areas with high pressure to develop. This is done, among other things, by establishing long-term development limits.
- The county and municipal authorities provide good habitats for wild, pollinating insects through planning and the management of areas.
- The county and municipal authorities ensure important mineral deposits in their plans and strike a balance between extraction and environmental and other societal interests. Access to, and storage of, raw materials for building and construction must be seen in a regional perspective.



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03



Sustainable land use and transport development

The government will continue to develop the transport network throughout Norway. A good transport system is essential for a modern society and is a key element in the development pattern and urban growth. It is important that transport planning is coordinated with other elements of urban and land-use planning. The government will develop a transport system that improves accessibility and

reduces travel time for people and goods throughout the entire country, reduces transport accidents in line with the vision of zero accidents, and reduces greenhouse gas emissions and other negative environmental impacts. The goal is to strike an optimum balance between these three transport policy targets.

3.1 Increased development of hubs

For reasons of land-use efficiency, reduced greenhouse gas emissions and curbing urban sprawl, the government finds it important to encourage physical development centred around public transport hubs in towns and other urban areas. This will also help strengthen the foundation for living towns, increased public transport, cycling and walking. The government has a goal that public transport will be fossil-free by 2025. Through their responsibility for procurement of public transport services, such as buses, ferries and high-speed crafts, county and municipal authorities play a central role in the work to achieve this goal. Planning can help

build a good framework for better public health with increased activity for all population groups. The municipalities can contribute by making it possible for the population to cycle and walk more in their daily life based around public transport hubs. The need for safe routes and physical activity for children and young people should be given weight when choosing transport solutions. In particular, small local measures, such as footpaths and bicycle lanes, the design of transport stops and stations, and proximity to playgrounds and recreational areas, are of major significance for children's opportunity to move about safely in their local environment.

The government finds it important that most retail activities, residential construction, workplaces and visitor-intensive enterprises are located in urban settlements that are defined and delimited through municipal planning. This will contribute to the development of viable town and village centres and local communities and strengthen the hubs along public transport routes.

It is important that densification and transformation are considered in each individual case before permission is granted to develop new areas, such that agricultural land and important natural and outdoor recreation areas are not re-allocated unnecessarily.

3.2 Greater emphasis on regional solutions

The government stresses the importance of regional and inter-municipal social and land-use plans to clarify issues that run across municipal boundaries. Such plans can ensure that sufficient land is earmarked for residential construction, contributing to socially sustainable communities, and counteracting a development pattern that results in pressure on valuable areas. The plans can be used to clarify hubs for public transport and future growth areas, and draw long-term boundaries between urban areas and agricultural, natural and outdoor recreation areas.

The land needs of important, space-intensive societal functions, such as the Armed Forces, civil aviation and waste management, are regarded as an integral part of land-use and transport planning. The Norwegian Armed Forces are undergoing a major restructuring. There is a growing need for land for artillery ranges, training grounds and military bases, and work is therefore underway to establish the framework conditions for the Norwegian Armed Forces' activities that benefit society, including necessary zones requiring special consideration.

The county authorities are responsible for important road infrastructure and public transport on land and sea, in both urban and rural areas. The regional transport system complements the national infrastructure and is important for business development, settlement and socially sustainable communities in different parts of the county.

Urban and suburban municipalities, along with the county authorities, have an important task of further developing and strengthening collaboration on transport across administrative boundaries where this will contribute to efficient use of resources. It

is important that the challenges and opportunities for new social solutions such as urban expansion, urbanisation and the emergence of metropolitan regions are considered in the regional and municipal planning.

Access to efficient transport and infrastructure has an impact on business development and ability to adapt to change. Infrastructure between different freight hubs is essential for market access in many industries. Development of infrastructure and transport services is also important to improve the synergy between business activities in functional urban regions, and for further expansion of residential and employment markets.

It is a national goal that a larger share of freight is transported by sea and rail. It is important that appropriate areas for efficient logistics hubs, such as freight terminals and ports, are clarified in the plan, through collaboration between municipalities and central government expert authorities. Fairways for shipping must also be included in this clarification work. Activities that involve heavy transport need good access to railways, ports and/or main road networks.

Reducing travel times, for example, through road network projects, ensures greater flexibility for workers and better opportunities for companies to find relevant competencies. Nationwide access to mobile phone networks and high-capacity broadband is a national target and an important parameter for trade and industry and employment throughout the whole country. The further roll-out of ICT infrastructure must be considered in conjunction with land-use planning, settlement, business development and use of different digital solutions. This will pave the way for increased wealth creation.



Photo: Jan Hausken

THE GOVERNMENT'S EXPECTATIONS

- The county and municipal authorities facilitate growth and development in compact and clearly delimited urban areas through regional residential, land-use and transport plans. The plans determine regional development patterns, centre structure and the main features of the transport system.
 - The county and municipal authorities facilitate further development of a good transport network throughout the entire country.
 - The county and municipal authorities facilitate that the Norwegian Armed Forces' needs for land are taken into account when necessary to safeguard the country's defence capabilities and in accordance with national defence plans.
 - The county and municipal authorities facilitate high utilisation of space in urban areas through high-quality densification and transformation, with an emphasis on architecture, urban spaces, cultural environments, green structure and other environmental values in the local surroundings.
- The location of housing, services, shops and other workplaces and visitor-intensive enterprises is assessed in conjunction with existing or future public transport hubs.
- The county and municipal authorities facilitate cycling and walking in urban areas, including through safe school routes, by planning for walking and cycling from public transport hubs to outdoor recreation areas, and for transport solutions for groups that are less mobile.
 - Urban and suburban municipalities, together with the county authorities, further develop the collaboration on transport across administrative boundaries where this contributes to efficient use of resources, business development, settlement and social sustainability in different parts of the county.
 - The county and municipal authorities facilitate cost-effective provision of mobile and broadband networks through the use of existing cabling routes.



04



Good urban living environments

Currently, 82 per cent of the population of Norway lives in an urban environment, and this proportion is increasing. Municipalities adjacent to the major cities are experiencing the greatest growth. By international standards, Norwegian towns and cities have low density in terms of both population and workplaces. However, density can be increased through urban development and residential construction based more on densification and transformation and less on use of surrounding land.

Growing towns and cities need a coordinated approach to become functional and sustainable,

and to achieve more integrated collaboration on land use and transport. In the largest towns and cities, it is a goal that growth in passenger transport needs shall be met by public transport, cycling and walking. Attractive towns and cities with living urban environments combine increased density with efficient transport solutions and high quality of life. The challenge lies in increasing density while also enhancing the well-being and local affinity of the citizens. Studies show that increasing urban density stimulates innovation, dissemination of knowledge and acquisition of new skills, and thus to economic activity. They also show that it is necessary to consider densification in conjunction with social sustainability.

4.1 Open and inclusive

The government attaches importance to municipalities developing good methods to ensure that everyone is included at school, work and in the community. Good inclusion in central arenas in life helps maintain a society with small differences, a high level of trust and good quality of life. Cultural activities and other recreational activities are important arenas for everyday integration and fellowship based on diversity, equality, freedom of expression and

tolerance. It is important that cultural activities are developed independently and that public authorities do not interfere with artistic choices. Public policy instruments must facilitate good interaction between professional and voluntary players in cultural life. The government attaches importance to municipalities and county authorities ensuring that everyone has real access to the cultural assets, regardless of their background.

There are approximately 1 million inhabitants over the age of 60 years in Norway. They possess a wide range of resources and want to contribute to and be active in society. The government is therefore focusing on the importance of creating an age-friendly society. This includes a focus on transport, local community planning, strengthening volunteering, openness in working life and confidence in the local community.

The route to participation in education and working life often passes through voluntary activities and experiences from joint activities in the local community. Broad participation is a means of ensuring trust, a sense of community, emergency preparedness, equality, competencies and welfare in local communities, and it is important that the municipalities facilitate this.

It is important that the municipalities in their planning counteract and prevent the accumulation of challenges linked to living conditions, and work actively to strengthen services and implement measures to improve local communities in at-risk areas. Nevertheless, some districts in some of the larger cities do have concentrations of inhabitants with major and complex problems related to living conditions. Here, the general welfare schemes need to work well and address the challenges and must be coordinated with input from many different agencies and organisations – both central-government, municipal, private and volunteer-based – to get good results. Through the central government's integrated area-based urban regeneration programmes, good work is being done across sectors to improve services and local community qualities in areas with the greatest needs.

4.2 Safe and health-promoting

The regional planning has a special task to ensure that the region as a whole meets the demand for housing. A more varied population structure can be achieved through the municipalities planning for good access to residential plots of land as a basis for construction of sufficient, varied housing. The government underlines the importance of building social infrastructure and public service offerings linked to public transport hubs. Good schools and kindergartens and good cultural offerings are a prerequisite for a good living environment. Social and health challenges related to densification can be resolved through good planning. It is therefore essential that public health is maintained in the planning of towns, cities and other urban areas.

Through good architecture and planning, the county and municipal authorities can develop good local communities and residential areas, encourage physical activity and a more health-promoting environment. In the future, people will want towns and urban areas with both urban and green qualities, and with attractive urban spaces, meeting places and outdoor areas.

Good, integrated, overarching planning will help ensure that vulnerable children and young people have access to coordinated services and assistance at

an early stage. It is important that the municipalities make sure that everyone who wants to is able to own their own home. Disadvantaged people should have the opportunity to transition from renting to owning.

In the white paper on senior care reform ("*Leve Hele Livet*" [Live your whole Life]), the government has stressed the importance of municipalities and county authorities planning an age-friendly society and facilitating the development of future housing solutions for the elderly and people with disabilities. It is assumed that county and municipal authorities take a stand on how the solutions in the senior care white paper can be adapted and implemented locally.

A growing proportion of elderly people and single people, a larger number of smaller households, and greater diversity in rural populations create a need for more varied housing. The need for assisted care housing and nursing homes must be seen in conjunction with developments in the housing market and the availability of adapted and universally designed homes. The government attaches importance to local housing policy being an integrated part of the municipality's strategy for social development, where different needs are seen in context.



Housing planning can be linked to the recruitment of labour and other services in the local community, and will be able to contribute more generally to good local environments for residents. The housing markets in these kinds of areas are often characterised by few new homes and lack of investment in existing residential buildings. At the same time, access to more varied types of housing can be essential for people and businesses to be able to establish themselves easily and remain in a municipality or labour market region.

More rainfall and more compact urban environments create challenges linked to dealing with surface water. With a view to limiting flooding, it can be beneficial if more of the water is handled outside of special channels in the ground. This can be done through measures such as safe flooding roads, opening up of streams, less asphalt, more green areas where water can drain to the ground, and green roofs and

walls. Nature-based solutions can be an important complement to prevent and reduce damage from flooding in urban areas. In addition, blue-green infrastructure in urban environments can enhance natural diversity and provide the population with opportunities for contact with nature, recreation and outdoor activities in their local environment.

Parks, green areas and trees for recreation and contact with nature are important elements in towns, cities and other urban areas. A lack of vacant areas often puts pressure on parks and green areas for development of public services, businesses and housing. These areas have great value for the quality of life and health of all citizens, especially children and young people. In land-use planning, access to green areas close to kindergartens, schools and other institutions is thus an important consideration. It is a goal that urban developments do not increase vulnerability to natural events and climate change,

degrade children and young people's childhood environment or reduce access to green areas.

Spending time outdoors in green areas and natural surroundings is the easiest, most common and most inclusive form of outdoor recreation. Plans

for footpaths and ski trails, and marked footpaths across municipal and county boundaries, will facilitate this. Integrated planning for self-organised physical activity, sports and outdoor recreation, developed in good dialogue with residents, helps ensure that plans conform with developments in the population's activities and demand.

4.3 Quality in physical surroundings

The way the man-made environment is designed and how buildings are placed in relation to each other affects the possibilities for further development of the site. Man-made and natural environments are resources in urban development that strengthen the unique character and identity of towns and villages. Transformation and new use of old buildings can contribute to the preservation and revitalisation of historical urban areas. Good architecture, historical buildings and urban environments contribute to local identity and a positive feel to the town centre and are resources that ought to be exploited to develop attractive urban centres.

The most common causes of loss or deterioration of cultural heritage assets are increasing pressure to develop land and failure to use existing buildings. The municipalities have the main responsibility for identifying, evaluating and managing the cultural heritage monuments, environments and landscapes that warrant conservation in line with national objectives. The county authority and the Sámediggi are responsible for safeguarding the national and important regional cultural heritage interests and assisting the municipal authorities through guidance.

4.4 Living town centres

Living, diverse town centres with a varied offering of meeting places, shops, services and cultural and recreational activities are a key factor for the attractiveness and competitiveness of towns and villages. These kinds of places ensure wellbeing, local identity and loyalty. Open, welcoming façades and ground floors with activities and businesses aimed at the public contribute to streets and urban spaces that feel safe and are an attractive place to spend time. Town centres with buildings containing multiple functions can have a positive effect on the level of activity, especially in small towns and villages. A variety of activities and businesses make the town centres attractive both during the day and in the evening. Co-location of various public and private functions and activities can increase the development capacity of the local community and strengthen the overall financial basis for investments.

The government has a clear goal of more sustainable development of towns, cities and urban areas with

reduced greenhouse gas emissions. This is expressed in the central government planning guidelines for coordinated housing, land-use and transport planning, which also encapsulates the national policy on localisation of retail and service functions. A clearly delimited centre with homes, workplaces, cultural offerings, shops and other public-oriented functions supports the development of compact towns with short distances. This, in turn, helps reduce the need for a car and make town centres more accessible to pedestrians and cyclists.

A common, integrated, long-term effort by the municipality, private operators and residents is important for the success of the work to develop and improve local urban centres. The municipalities have an important role as the planning authority, social developer and landowner. Binding collaboration between building owners strengthens the possibilities for good collaboration with the municipality.



THE GOVERNMENT'S EXPECTATIONS

- The municipalities pursue an active, coordinated policy for development of town centres with a focus on improving urban centres. Housing, business activities, workplaces and service offerings are to be located in or near the town centre, with good arrangements for public transport, cycling and walking.
- The municipality plays a leading role in the development of urban centres and gives priority to long-term, binding collaboration with private operators and residents.
- The municipality's housing policy and housing planning are integrated parts of the municipality's strategy for social and land-use development. Arrangements are made for a varied population structure through good access to residential plots as a basis for adequate, varied and social housing.
- The municipalities take housing policy considerations into account in their land-use and social planning by setting requirements regarding the size and surroundings of housing and by regulating enough land for residential development.
- The municipalities prepare for rent-to-own solutions for disadvantaged people in the housing market.
- The municipality plans for adapted housing for the elderly and people with disabilities.
- The municipalities make active plans to counteract and prevent standard of living challenges and help even out social differences.
- The municipalities base their planning of surroundings and buildings on universal design and take public health into account in their planning.
- The municipalities give priority to good architecture and quality in the built environment, and make plans based on the places' distinctive features, cultural heritage and main landscape characteristics. Older buildings and urban structures are regarded as resources in a circular economy.
- The county and municipal authorities safeguard art and culture as part of the municipal and regional planning, and prepare for free, independent cultural life.
- Municipalities and county authorities have a proactive, integrated approach to the development of age-friendly municipalities and counties.
- The municipalities give priority to preserving urban spaces and blue-green infrastructure with footpaths and trails that protect natural assets, aid surface water management and facilitate physical activity and contact with nature for all.
- The county and municipal authorities safeguard the use and conservation value of watercourses in their planning. The potential of watercourses for safe diversion of surface water and nature-based flood prevention is exploited.
- The municipalities actively maintain good conditions for good mental and physical health in their planning.
- The municipalities safeguards the interests of children and young people through social and land-use planning to create safe, attractive urban and living environments that promote activity.
- The municipalities ensure safe, health-promoting living environments for all population groups, free of harmful noise and air pollution



Photo: Jan Hausken



Central governmental planning guidelines and central government planning provisions

Applicable central government planning guidelines

Name	Valid from	Changes in the period
National political guidelines for protected river systems	1994	Updated in line with relevant legislation. No content changes.
National political guidelines for promoting the interests of children and young people in connection with planning	1995	Updated in line with relevant legislation. No content changes.
Central government planning guidelines for climate and energy planning and climate change adaptation	2018	Continued unchanged.
Central government planning guidelines for diversified management of the shore zone	2011	The evaluation has been completed. New guidelines will be revised in 2020.
Central government planning guidelines for coordinated housing, land-use and transport planning	2014	Continued unchanged.

New central government planning guidelines

Central government planning guidelines for mountainous areas	In parallel with the work on a new guide on holiday accommodation, the government will clarify the need for central government planning guidelines for mountainous areas. The main purpose of any central government planning guidelines will be to clarify the national policy for sustainable development in mountainous areas where business development, outdoor recreational activities, landscapes, natural diversity, cultural heritage, agriculture, energy production, etc. are key issues.
Central government planning guidelines for planning in sea areas	The Ministry will clarify the need for central government planning guidelines for sea areas near the coast. Central government planning guidelines may provide signals about coordination and weighting between different interests in the coastal zone through regional, inter-municipal and municipal planning. The guidelines will be seen in light of the work on circulars, guides, etc.

There are currently no current central government planning provisions. No new ones are being considered.



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