

ID 1544 | PLANNING FOR A SUSTAINABLE SHORELINE DEVELOPMENT

PERSPECTIVES ON NORWEGIAN COASTAL PLANNING

Kjell Harvold¹; Arne Tesli²

¹Norwegian Institute for Urban and Regional Research (NIBR);

²Oslo and Akershus University College of Applied Sciences; NORWAY

kjell.harvold@nibr.hioa.no ; arne.tesli@nibr.hioa.no

1 INTRODUCTION

Norway has a long coastline, around 103.000 kilometers. With a population of 5,2 millions, this leaves every Norwegian – young and old – with an average of 20 meter coastline. Still, the competition over space along the shoreline is becoming more severe every day (see for instance Hersoug 2013:159). In Norway, the coastal shoreline constitutes – as in most other countries – a very valuable and important, but at the same time a vulnerable area, and a large number of stakeholder groups and actors live, work and interact in the coastal shoreline areas.

Over the past decades, significant changes have emerged in terms of development opportunities and perspectives and regarding the management of the coastal area. While shoreline planning traditionally had a focus on preservation and adjustment to traditional economic activities, mainly fishing, the situation has changed drastically. Today, the shoreline planning also has to incorporate and integrate a number of new opportunities and challenges, such as aquaculture, the tourist industry, the construction of new recreational houses, etc. However, a considerable part of the developmental changes along the coast are not only a result of presented or approved plans, but are to a large extent a result of incremental local changes and adjustments. In a large number of municipalities, developmental changes in accordance with approved plans appear to be overruled by approval by exemption clauses (or dispensations – in Norwegian: dispensasjoner). In a sense, one may talk about this as an exemption based development of the coastal shoreline, and not as a plan-oriented development approach.

Even in the face of rapid changing demographic, social, environmental and economic realities, where the need for (long-term, medium-term and short-term) planning becomes more urgent and important, the planning focus appears to continue this practice, where exemptions (dispensations) often tend to overrule existing plans.

The municipality is the principal planning authority in Norway. However, the local level has to accommodate to national signals and guidelines. Regional and state authorities can also interfere or object to elements in the local plan if they feel that it violates national regulations or intentions. In section 2, we make a brief presentation of the Norwegian planning system.

Our study draws upon case studies from municipalities at the west coast of Norway, in the county of Hordaland (presented in section 3 in this paper).

The national legislation and the planning system is in many ways challenged by local actors, who often want to have more room and opportunities for development initiatives, and thus want a more flexible system based on local preferences and decisions. In section 4, we discuss the different approaches from a discourse analytical perspective. In section 5, we present local attitudes and viewpoints within the discourse perspective.

At the end of the paper (section 6), we argue that, in order to improve the Norwegian coastal shoreline planning, there is a need for a stronger coupling of, or interconnection between, the nationally stated objectives and goals, on the one hand, and the local level perceptions and practices, on the other.

2 THE NORWEGIAN PLANNING SYSTEM AND MANAGEMENT OF THE COASTAL ZONE

The building and planning regulations for the coastal zone of Norway date back to the 1950s. In 1954, a temporary act was passed in Parliament, and here building development in certain coastal areas were prohibited. About a decade later, in 1965, a new act introduced the principle of banning of building along the coastal shoreline for the whole country. A new significant change came in 1986, when the regulations for the coastal zone were integrated in the Planning and Building Act (PBA), and this came into force nationwide.

Finally, the PBA was further modernized in the first decade of the 21 century, and a new PBA came into force in 2009. The first paragraph (1-1) in the new PBA states that the act shall promote sustainable development for the benefit of all individuals, for the society and for future generations. Somewhat later in the same paragraph (1-8) the significance of the coastal zone is emphasized. According to paragraph 1-8, development in the coastal zone – defined as the area within the first 100 meters from the shoreline – is prohibited. In this zone, closest to the sea, special concern shall be given to nature, culture and outdoor activities, as well as to other public interests.

The 2009-Act in many ways marks a milestone in the management of the coastal zone: In opposition to the “old” act, from 1986, the coastal zone regulations are now presented already in the opening paragraph. Furthermore, the regulations are stricter than in the previous acts: Possibilities for exemptions (or dispensations) are, for instance, reduced (Harvold et al 2015:15).

At the same time, however, the authorities have opened up for some differentiation regarding the planning regulations and development along the coast. A specific National Policy Guideline (NPG) came into force in 2011. The NPG “for a differentiated management for the shoreline along the sea” divides the Norwegian shoreline into three management zones. Zone 1, around the Oslo fjord (with the highest population density in Norway and the strongest development pressure), allows for very limited development. In Zone 2, primarily along the southern tip of Norway (Sørlandet) as well as around some of the larger urban areas in other parts of the country, there are some options for some activity. Whereas in Zone 3, the rest of the country, there are some openings for a somewhat more liberal practice.

Still, however, the principle of a building ban along the coastal shoreline, linked to § 1-8 in the Planning and Building Act, applies for the whole country. However, the message of the National Policy Guidelines appears to be that exemptions (dispensations) from the law regulations may to a certain extent be more acceptable in zone 2 and 3, compared to within zone 1. Moreover, some kind of economic activities (tourism, fishery etc.) might face less obstacles in establishing and developing in zone 2, and not least in zone 3.

3 METHOD AND CASE STUDIES

This paper is based on a four-year (2016-19) research project funded by the Norwegian Research Council. A key element in the project is to study the development in the coastal zone in two different parts (counties) of Norway; Vestfold in the Oslofjord region (in the south-eastern part of Norway) and Hordaland on the western coast of the country. In this paper, we focus on the development in the coastal zone of Hordaland.

Our study is based on analyzes of official documents, like plans, papers to local and county councils and not least interviews with public officers at the local and regional level. At the regional level, we have interviewed representatives of the County Council and the County Governor’s office. The County Council represents the municipalities at the county level and is a political body. The County Council Office provides guidance to the municipalities, i.a. on planning issues. The County Council is also responsible for preparing the regional plan. Of particular interest in this context is a draft of a regional coastal plan made for parts of Hordaland county, prepared by the County Council (“Regional kystsonerplan for Sunnhordaland og Ytre Hardanger”). The County Governor is the state representative at regional level, and it is the duty of this office to ensure implementation of national policy objectives.

The municipality is the formal planning authority for the entire territory, including the coastline and out to one nautical mile from the shoreline. All local councils are responsible for preparing a municipal plan, and it is compulsory that they include a spatial part. These plans have to be revised every four years. Furthermore, the local councils are responsible for preparing legally binding regulatory plans. One of the four municipalities in our study is located on the mainland, but with a considerable coastline. The three other municipalities are island communities. All four municipalities consider the management of the coastal zone area, as a very important local issue. In terms of population, the municipalities are small or medium in size. They have a mixture of primary, secondary and tertiary industry, but are more reliant on the fishing (and related) industry than the average Norwegian community.

Hordaland is in many respects an interesting county when it comes to the management of the coastal zone. According to the National Policy Guideline described in section 2 in this paper, The municipalities in Hordaland have partly been defined as belonging to zone 2 (marked with orange colour in the map) and partly in zone 3 (yellow in the map)

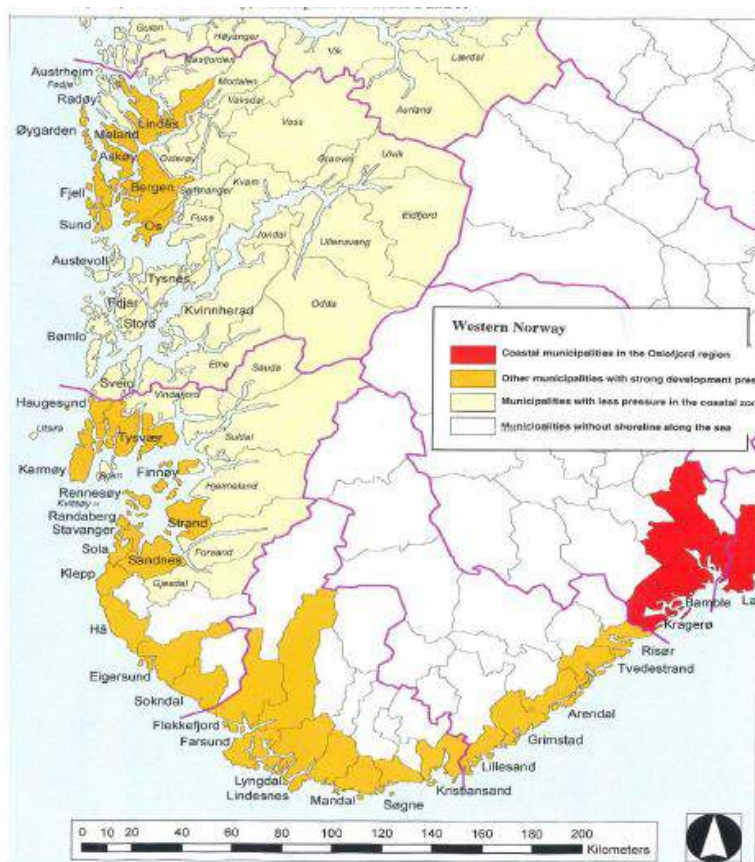


Figure 1: Map of Western (and Southern) Norway, with zones for shoreline management indicated.

The map (Figure 1), illustrates the situation. Hordaland is situated in the northern part of the map, covering the coastline from the municipality of Sveio (south in Hordaland) to the municipality of Austrheim (to the north of Hordaland). Our interviews include conversations with planners both in zone 2 and 3 municipalities in Hordaland.

As depicted in the map, the southern tip of Norway (Sørlandet) belongs to zone 2 of the NPG system. We can also see part of eastern Norway, where the coastal communities are marked red (zone 1, with the strictest practice). White coloured municipalities are communities without coastline towards the sea.

4 DISCOURSE ANALYSIS AND COASTAL PLANNING

4.1 DISCOURSE ANALYSIS

Knowledge can be generated and expressed in different verbal discourses and ways: Verbal discourses – what people talk about and how they are talking about it – are culturally and socially constructed. At the same time, it can be argued that the discourse practice refers to something outside itself, to some kind of objects (see for instance Gotaas 1999:9). A much-referred Foucault quotation summarizes this position. Discourse practices may be defined as:

“...practices that systematically form the objects of which they speak” (Foucault 1972:49, quoted from Gotaas ibid).

This approach has been used to analyze different understandings of a problem or an interaction. Basically, one may find different discourses in all kind of discussions or debates. The perspective on environmental problems or challenges may differ from country to country (Kaarhus 1999), just as approaches for, for example traffic and communication, can differ from city to city (Koglin 2015).

In planning processes, there is a strong discourse pluralism, and in these processes there is often very much at stake for the participants. In a Norwegian study, Stokke and Skogheim (2007) found that different discourses were clearly apparent in the coastal zone. When local communities took a strong standing on either development or protection of the coastline, Stokke and Skogheim found a high degree of “discourse pluralism” (ibid:34).

In the Norwegian coastal planning, we observe at least two “dominant” and different discourses. One can be said to be the one inspired by the ideology and the intention of the Planning and Building Act. The way national authorities present the message of this approaches in planning is in many ways “top-down”. We describe the ideas of the national Planning and Building Act in the next paragraph (4.2). But there is also, at least, one other way to look at the planning system, namely a “bottom up” approach. In section 5, we will present how local actors in Hordaland look upon the coastal management and development.

4.2 MANAGEMENT OF THE COASTAL ZONE, ACCORDING TO THE PLANNING AND BUILDING ACT

The planning in the coastal zone has to operate within the framework provided by the Planning and Building Act (PBA), depicted in section 2 of this paper. As mentioned, paragraph 1-8 in the act, states that the area within the 100-meter belt from the shoreline is not to be touched: It is a clear prohibition of development that in principle applies for the whole 100-meter area:

“Within the 100 meter belt along the shoreline special considerations shall be given to nature and culture environment, outdoor activities landscape and other public interests” (as the first part of paragraph 1-8 in PBA states).

However, there are some exemptions: for example for the development of transport needs; boathouses; communication lines along the coast, etc. Still, in general, there is a ban when it comes to development of built environment in the 100-meter coastline belt. In a planning perspective, the coastline is not to be touched: Primarily it is an area for recreation and outdoor activities, as well as for the traditional fishing industry.

The coastal shoreline should thus be planned and regulated through the Planning and Building Act. Plans should be made at the local level. If there is a need for exemptions (or dispensations), this ought to be regulated through a hierarchical system of dispensations. The main philosophy is to preserve the coastline as it is. The key elements in the management of the coastal zone embedded in the Planning and Building Act is summarized in Table 1 below.

Key elements	Management approach
General view of coastal zone	Area left for recreation and/or activities clearly defined to the coastline according to tradition (such as fishing, etc.)
Means of control	National legislation and law for planning: Applications for exemptions (or dispensations) will have to be considered and handled within a hierarchical system
Goals	Preserve the coastline as it is. When exemptions (dispensations) is considered, certain criteria and standards should be applied and given priority (impacts or consequences for the public, accessibility to the shoreline, etc.).

Table 1: Management of the coastal zone, according to the Planning and building act

In the next paragraph, we present local perceptions and perspectives on the management and the development of the coastal zone.

5 LOCAL PERSPECTIVE ON COASTAL MANAGEMENT

5.1 GENERAL VIEW ON COASTAL ZONE

In daily life we see that actors at the local level often have a perspective that challenges the views described in the national formed planning and building act. Many politicians and private developers and business enterprises located at – or close to – the coastal zone want to explore and utilize the possibilities and opportunities that can be found in this area. This relates to a number of sectors and industries. It can be traditional industries as well as new types of business enterprises: housing; cabins; tourism; transport; agriculture; fishing; aquaculture; a series of other types of industries; etc.

One actor from a relatively small island municipality in Hordaland pointed out:

“In general I would say that the state, both nationally and regionally, are too concerned about protection. Here, in our municipality, we have strong private enterprises who want to develop the local community. For them it appears as if the state primarily want to make plans for protection – and not plans for development.”

A public officer in another municipality was somewhat more positive to the role of the regional state:

“The regional level follow our local planning, fairly “tight”. Still, we have a good dialogue. Regional state often have very specific points of view, regarding where development may – or may not – take place. Therefore, the reactions from the County Governor’s office seldom come as a surprise, even though they do not concur with our views.”

The last quotation indicates that the dialogue between the state representatives and the municipality can function fairly well. At the same time, both quotations indicate that the state authorities have a somewhat different perspective on what the focus should be, when it comes to coastal management. Whereas state authorities appear to embrace a protection perspective, the local interest groups and stakeholders talk about natural resources and values in terms of how these resources can be utilized for employment, income and further development of the local community. In this perspective, the relevant local actors predominantly look for possibilities. The coastal zone is an arena for new activities, both in terms of tourism and new forms of industry that takes advantage of the possibilities along the coastline.

5.2 WHO SHALL DECIDE?

In principle, the municipality is the key formal actor in local planning in Norway. At the same time, the state authorities can interfere or object to a plan, and thus stop the local process. Our interviews with local actors, indicate that there is a strong local interest and awareness related to the coastal zone. One informant stated that:

“Our culture is based on life in the coastal zone. Even farmers, who primarily is concerned with agriculture, has a boathouse and a boat. This is what we have grown up with in generations – back to the Viking age. In this tradition, it is self-evident that everyone should have access to the sea.”

Several of our informants emphasized that local knowledge should be very important in the management of the coastal zone. At the same time, one planner pointed out that things were about to change:

“We have to realize that the coastal zone is a limited resource. If everybody shall have access to the sea, then a new planning approach is necessary, especially in the urban areas. In urban areas it is necessary to accommodate for public access to the sea.”

Even though many of our informants observed a society under considerable stress and change, the main message appears to be that the local actors have the best understanding of the local challenges, and that they therefore are best qualified to assess what should be done along the local coastline. There also seemed to be differences between different communities. Municipalities with a small population and little pressure for new building activities, had other perspectives than larger communities with significant developments. In a large municipality with considerable growth, the interviewed planner stated that:

“In our municipality we have quite a different perspective on new developments compared with smaller communities: We focus much more on high density developments than smaller municipalities. Therefore, the development of apartment complexes is here considered as an alternative to detached houses.”

In other words, there are differences between the local communities. At the same time there appears to be a consensus among our local informants that there should be a stronger emphasis on local autonomy when it comes to the management of the coastal shoreline. As one of our informants pointed out:

“Local developers sometimes react very strongly to state authorities decisions. In the developer’s eye, state authorities only focus on protection, not on local development.”

5.3 WHAT SHOULD BE THE MAIN GOAL WITH COASTAL MANAGEMENT?

The main goal for a local coastal management is hard to summarize based upon the interviews we have performed. Still, a main argument appears to be that local actors are better judges of what should be a “good” local development, than central authorities.

Certainly, the problem appears not to be a lack of plans, as seen in the local perspective. As one planner pointed out:

“In our region we both have a regional plan and an inter-municipal plan, that both have been sent on hearing. I very much doubt that the plans ever will be adopted. Especially, I see problems with the inter-municipal plan. Still, some ideas from the plans may be useful, like some basic data and information presented in the plans and some of the thoughts about common guidelines for management of the coastal zone, suggested in the plans.”

A common denominator between the local actors appears to be that local analysis should be given more weight. This analysis is not always easy to put into a conventional plan. Still, local focus is both on development and protection. But, as one of our informants pointed out:

“Protection and development must be seen in a local context.”

The main philosophy behind this approach seems to be to encourage new activities and new employment and development in rural areas along the coastline, by giving more emphasis and focus to the needs at the local level. Therefore, local development, initiated locally, should be given predominance over formal rules and regulations initiated at the national level.

5.4 A LETTER TO THE MINISTER

The whole idea behind shoreline development in a multifunctional local context, is well summarized in a letter written by nine mayors in southern Hordaland (Sunnhordaland) to the Minister of internal affairs in 2014. The nine mayors see problems with the present management of the coastal shoreline in their municipalities. They point out that national statistics are inadequate for southern Hordaland: part of their coastline is available for the public, despite of what the national statistics indicate. They also point out that the national prohibition on building in the first hundred meter from the shoreline (based on § 1-8 in the planning and building act, see also section 2 in this paper) is not suited for the situation in their local communities. They therefore asked the minister to repeal the building prohibition for their region. As they point out in the letter:

“If one really would like to do a groundbreaking work, when it comes to development of democracy – and create motivation for local electorates – an approach should be to let the local coastal zone be management by local democracy.”

In the letter, the majors ask the minister to develop a local pilot project where the region – with all nine municipalities – should be given right to manage the coastal zone independent from national control. However, in a letter from the minister, the suggestion was turned down. Still, the letter from the mayors illustrate the difference between local and national perspective on coastal zone management.

5.5 A MULTIFUNCTIONAL LOCAL COASTAL MANAGEMENT

The key elements in this local perspective is a multifunctional approach embedded in the management of the coastal zone area is summarized in Table 2, below.

Key elements	Management approach
General view of the coastal zone	Area available for new activities: New forms for recreation, new housing (both recreational and residential) activities and new types of enterprises
Means of control	Decisions should be taken at the LOCAL level. The local level is most important, and the coastal zone should be regarded as a local resource
Goals	Encourage new activities and new development and employment in rural areas, by focusing on the needs at the local level. Local development is more important than formal and hierarchical rules initiated at national level

Table 2: Management of the coastal zone, according to multipurpose politics

As Table 2 indicates, the coastal zone should – in a local perspective – not only be a multipurpose area. Some of it can be protected and used for recreational purposes only. However, at the same time there are a lot of other purposes that may be relevant, like the establishment of areas for new residential homes, and areas for development of new types of enterprises, that are relevant along the coastline. A key element is that decisions regarding the shoreline should be taken at the local level. If local actors think that one should encourage new activities along the shoreline, no central regulations should hinder such developments.

6 CONCLUSION

We see two quite distinct discourses in Norwegian shoreline management, one inspired by the Planning and building act, and one inspired by a more local multipurpose perspective (see also Table 3).

Key elements	“Central”: Planning and building act	“Local”: Multipurpose approach
General view of coastal zone	Area left for recreation and/or activities clearly defined to the coastline according to tradition (fishing etc.)	Area available for new activities: New forms for recreation, new housing (both recreational and residential) activities and new types of enterprises
Means of control	The law-system and planning: A system of hierarchy will have to consider applications for dispensations	Decision should be taken locally, and the coastal zone should be regarded as a local resource
Goals	Preserve the coastline as it is. When dispensations is under considerations, certain standards should be given priority (like consequences for the public, accessibility for the public etc.).	Encourage to new activities and new employment in rural areas, by focusing on the needs at the local level. Local development is more important than formal and hierarchical rules set up on the national level

Table 3: Management of the coastal zone, two approaches

The actual adjustments in the coastal zone management today are inspired by both perspectives: on the one hand, there is an acceptance of the significance of protections of – at least – some parts of the coastal shoreline. On the other hand, there is a perception and understanding of the necessity of local co-determination and involvement in the land use planning. As others have pointed out, there is thus a flowing transition between politics and law (Schultz and Myklebust 2014). In the coastal zone planning and management in Hordaland, we see that different interests are played out in local discussions and decision-making. The results in each case are not always given beforehand.

BIBLIOGRAPHIC REFERENCES

- Berke, P.R et al (2006): *Urban Land Use Planning*. Urbana and Chicago: University of Illinois Press
- Clocke, P., T. Mardsen & P.H. Mooney (2006): *Handbook of Rural Studies*. London: Sage Publications
- Foucault, M. (1972): *The Archeology of knowledge & The Discourse on Language*. New York: Pantheon Books
- Gotaas, N. (1999): *Med støv på hjernen? Trekk ved problemforståelse og risikovurdering i utformingen av en ny piggedekkepolitikk*. NIBR-notat 1999:127. Oslo: NIBR
- Harvold, K. & B. Nordahl (2012): *Planning in Rurbania: rural policy and the planning system of Norway*. *Town Planning Review*, pp 213- 232.
- Harvold, K., S. Stokstad & A. Tesli: *Et hav av plass? Arealplanlegging i kystsonen. (An ocean of space? Area-planning in the coastal zone)* in: *Forskning.no*. <http://forskning.no/meninger/kronikk/2016/09/plan-og-bygningsloven-bli-utfordret-av-oppdrettsnaeringen>
- Harvold, K, K.B. Stokke & A. Tesli (2015): *Forvaltning av strandsonen. (Management of the coastal zone)*. NIBR/NMBU-report. Oslo: NIBR

Hersoug, B. (2013): The Battle for Space – the Position of Norwegian Aquaculture in integrated Coastal Zone Planning, in Moksness, E., E. Dahl & J. Støttrup (eds): Global Challenges in Integrated Coastal Zone Management. Chichester: Wiley-Blackwell

Hordaland fylkeskommune (2015): Regional kystsoneplan for Sunnhordaland og ytre Hardanger. Høyringsforlag

Kaarhus, R. (1999): Conceiving environmental problems. A comparative study of scientific knowledge constructions and policy discourses in Ecuador and Norway. NIBR's Pluss Series 6-99. Oslo: NIBR

Koglin, T (2015): Organisation does matter – planning for cycling in Stockholm and Copenhagen. Transport Policy 39 (2015) pp. 55-62

Kommunal- og moderniseringsdepartementet (2014): Forsøk innan differensiert strandsoneforvaltning i Sunnhordaland 2. juli 2014 (Letter from the Minister to the majors of Sunnhordaland, answering their letter of March 14.th 2014)

Neumann, I.B. (2001): Meninger, materialitet, makt: En innføring i diskursanalyse. Bergen: Fagbokforlaget

Rambøll (2016): Statlige planretningslinjer for differensiert forvaltning av strandsonen langs sjøen. Kriterier for plassering av kommuner i soner. Rambøll-rapport for Kommunal- og moderniseringsdepartementet.

Samarbeidsrådet for Sunnhordaland (2015): Interkommunal strandsoneplan for Sunnhordaland

Schultz, S. E. & I. E. Myklebust (2014): Coastal zone management – between politics and law: new guidelines for differentiated management of shore zone in Norway. Local Environment 2014. Routledge. <http://dx.doi.org/10.1080/13549839.2014.932338>

Sunnhordaland – piloregion for differensiert strandsoneforvaltning (2014): Interkommunal strandsoneplan for Sunnhordaland – søknad om forsøk 14. mars 2014 (Letter to the Minister from the Mayors of Sunnhordaland)

Stokke, K.B. & R. Skogheim (2007): Kystens kulturminner og kulturmiljøer på Nøtterøy. En studie av planlegging og lokale oppfatninger. NIBR-notat 2007:108. Oslo: NIBR

ID 1553 | SPATIAL PLANNING POLICIES AND THE INTEGRATION MODELS AS A MEAN FOR A BETTER DELIVERY OF SERVICES OF GENERAL INTEREST

Špela Kolarič¹, Naja Marot¹, Barbara Černič Mali¹

¹ University of Ljubljana, Department of Landscape Architecture

spela.kolaric@bf.uni-lj.si ; naja.marot@bf.uni-lj.si ; barbara.cernic-mali@uirs.si

ABSTRACT: The provision of services of general interest (SGI) is a competence of authorities at different governance levels. Until now, public administrations and the service providers, tend to have a strictly sectorial approach to the SGI delivery, leading to incomprehensive, isolated solutions. This causes a mismatch between the people's needs and the services provision. Furthermore, it contradicts the EU efforts for a territorial and social cohesion. Additionally, in the times of austerity, the public funds limitation especially affects the remote mountain territories and border areas. Harsh (local) economic conditions (fewer jobs), population ageing, dispersed settlement, and the geomorphology hinder the provision and supply of the SGI in these territories. To overcome this deficiency, new approaches of the SGI provision should be sought and identified. Therefore, hereby spatial planning and sectorial policies and the related models of integration (sectors, actors, funds, services, policies etc.) are investigated. The paper builds on the research done in the transnational project INTESI (Integrated Territorial Strategies for Services of General Interest). The analysis of the coverage of SGI in the spatial planning, and other (space related) sectorial policies documents (regulations, strategies, plans, guidelines, etc.) was done in five Alpine countries (Italy, Switzerland, Austria, France, and Slovenia). The aim was to find out if the integration of the policies (or measures) for the SGI provision is already present in these documents, to what extent, and what the problems that need to be addressed are. In addition to the seven sectors (regional development, transport, telecommunication, basic goods, health care, social care, and education), relevant "umbrella" regulations (e.g. the constitutions, state laws on delivery of SGI, etc.) have been inspected for each