



NORWEGIAN MINISTRY OF  
LOCAL GOVERNMENT AND MODERNISATION

Guide

# Public Participation in Planning

How to Facilitate Increased Public Participation and Influence in Municipal and Regional Planning pursuant to the Planning and Building Act







NORWEGIAN MINISTRY OF  
LOCAL GOVERNMENT AND MODERNISATION

Guide

# Public Participation in Planning

How to Facilitate Increased Public Participation and Influence in Municipal and Regional Planning pursuant to the Planning and Building Act

**About this Guide:**

This guide aims to present principles and case studies of public participation in the planning processes according to the Planning and Building Act of 2008. It shows the role of participation in planning processes, focusing on how to facilitate private participation. It provides a brief description of the provisions concerning participation pursuant to the Planning and Building Act. For a more detailed memo on the content of individual provisions, please visit the Ministry's website. This memo also provides recommendations for how to follow up the provisions of the Act. Participation and interaction between authorities during planning have been described in other guides and circulars, cf. the Ministry's website [www.planlegging.no](http://www.planlegging.no).

We trust this guide can provide a better understanding of the opportunities inherent in facilitating good participation, while it also ensures more targeted planning processes right from the start. The guide's target group includes elected representatives, government decision-makers, public and private planners, public administration bodies and councils, private organisations and others who would like a brief introduction into participation in planning according to the Planning and Building Act.

This guide is one of the publications issued by the Ministry of Local Government and Modernisation concerning the Planning and Building Act, and one of several guides issued by the Ministry.

# Content

<b>Preface</b>	<b>7</b>
<b>1 Introduction</b>	<b>8</b>
<b>2 Background to the Guide</b>	<b>10</b>
2.1 Planning as a Tool in Community Development	11
2.2 Reasons for Public Participation in the Planning Process	12
2.3 About Participation in the Planning and Building Act	14
<b>3 Characteristics of a Well-facilitated Participation Process</b>	<b>16</b>
3.1 Principles for Public Participation	17
3.2 Advice for Good Public Participation	18
<b>4 A selection of Possible Methods and Case Studies</b>	<b>27</b>
4.1 Making Information Available	28
4.1.1 General Announcement	29
4.1.2 Regional Planning Forum	30
4.2 Collecting Information	32
4.2.1 Questionnaire	33
4.2.2 Validity Test in the Landscape Analysis	35
4.3 Dialogue	36
4.3.1 Digital Planning Tool - With Opportunity for Integrated Social Media Solution	37
4.3.2 Outreach	38
4.4 Cooperation and Councils	40
4.4.1 Cooperation Group	41
4.4.2 Negotiation	43
<b>Overview of Methods</b>	<b>44</b>
<b>Bibliography</b>	<b>46</b>



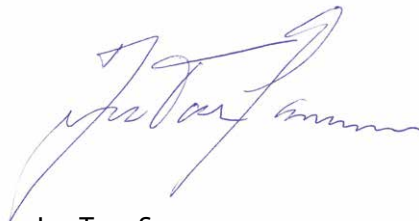
---

## Preface

The Government wants to place more emphasis on local democracy, and people's opportunity to participate and have influence is central in this. Well-balanced, knowledge-based and active planning processes can ensure influence and contribute to a beneficial development of attractive local communities.

The Planning and Building Act requires facilitation for the general public to participate in planning processes. The main objective for the planning is to develop a community that safeguards key common values and good living conditions for all groups, within the framework of sustainable development.

This guide outlines principles and recommendations for how public participation can help bring out different views and interests during the planning. Designing our future society is a responsibility we all share, and planning is an important tool in this. Please, take the opportunity to participate in the planning processes!



Jan Tore Sanner  
Minister of Local Government and Modernisation  
Oslo, June 2014

## 1

---

## Introduction

### What is public participation?

The Planning and Building Act understands public participation as an individual's or a group's right to take part in and influence public assessment and decision-making processes. This means that those who live in a community get involved in planning its future. Public participation in a planning process is mindful of "the best possible plan", and will, as described in the guide, aim to:

- ensure good solutions that pay attention to everyone's needs
- enable all affected and interested parties to present their views
- promote creativity and enthusiasm, and be an arena for democratic participation in the local community
- provide a solid basis for decision-making

### Why is public participation important?

Public participation is a basic condition in local democracy. It allows the population to participate and contribute to bring about better planning solutions. The population's active role in planning and decision-making processes is highlighted to safeguard our shared values and basic living conditions in a sustainable society. Good facilitation of public participation in planning is vital in securing well-functioning and efficient planning processes. Commencing too quickly, without sufficient involvement from the affected groups and interests, does not necessarily lead to more efficient planning processes.

### Who will notice that public participation has been emphasised in the Planning and Building Act?

Those who are affected by new plans will encounter the Act's public participation provisions systematised, both in general and for each planning tool. The county authorities, municipalities and private plan proposers have much leeway in how they facilitate public participation and cooperation. Thus it is important to have insight into how tools and methods may be applied to make use of this leeway and ensure a planning process that is targeted and efficiently managed. In such processes, dialogue and inputs may influence decisions and bring out more facets of the situation, thus paving the way for solutions that are better planned. When a variety of private parties are openly invited to participate, the local community becomes involved in a more inclusive way right from the start, raising an awareness of how this can be done.

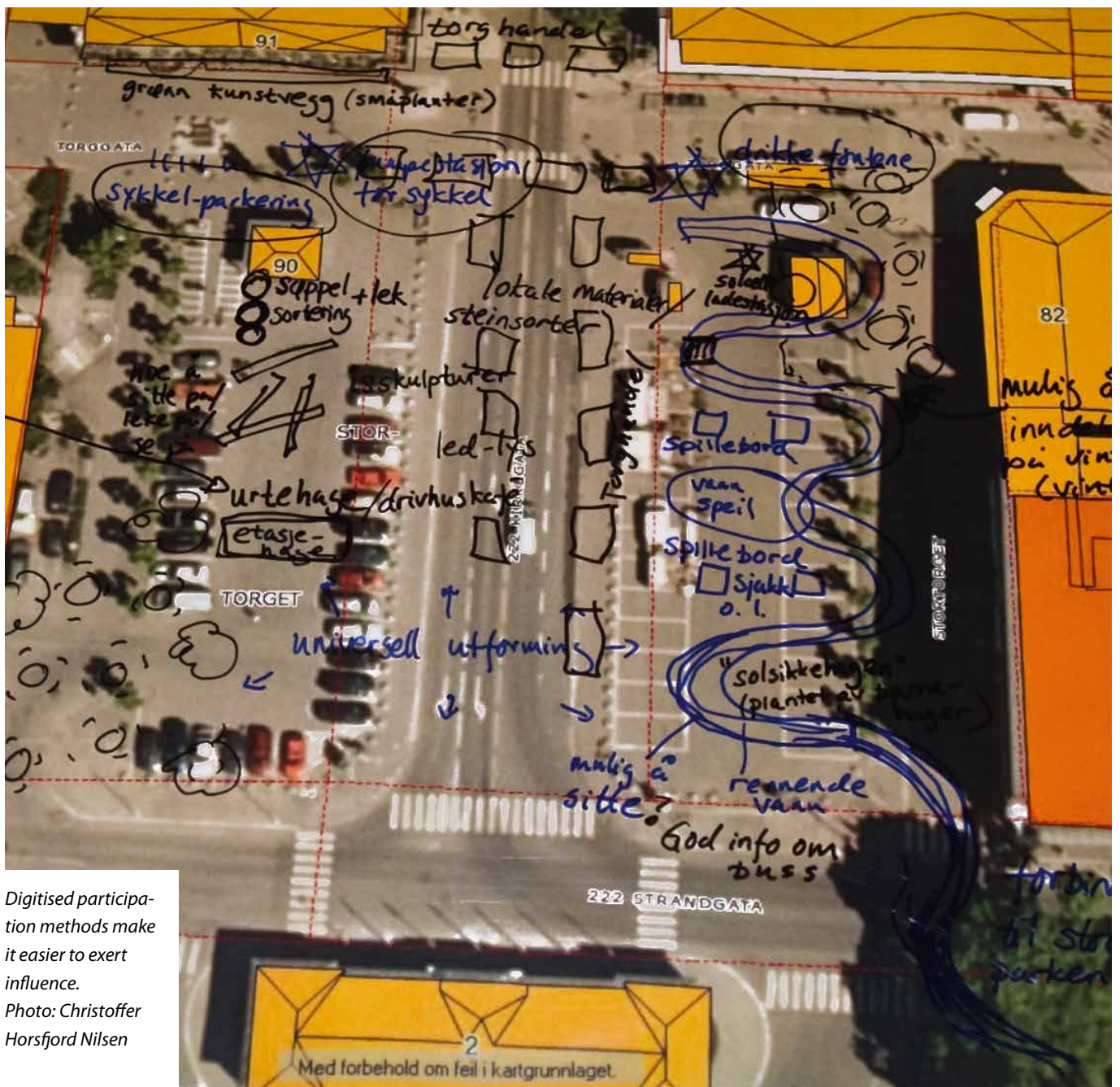




The population will be able to impact the environment they live in. This will often create a greater sense of belonging to the place.  
Photo: Christoffer Horsford Nilsen

## 2

## Background to the Guide



Digitised participation methods make it easier to exert influence.  
 Photo: Christoffer Horsford Nilsen

## 2.1

## Planning as a Tool in Community Development

The dividing line between the public and private spheres is more fluid in today's society than it used to be. Forward-looking planning will therefore be influenced by a greater number of affected parties. When many are affected, more sectors and disciplines should be included. In addition, the population is more diverse and their level of education is higher than some years ago. Our modes of communication have also increased and become more dynamic, not least due to technological innovations. Planning is a tool that should pay attention to these trends and facilitate efficient coordination and active use of different participation forms in the planning process.

### Facts about public participation in planning processes

Some experiences from relevant studies and assessments are presented below and show the improvement potential in our current participation processes:

#### 1. Practice of method

- Studies of zoning plans indicate that there is little participation beyond the minimum required by law. In 100 randomly selected zoning plans from Oslo, Bergen and Trondheim, only five per cent had implemented any participation beyond mandatory minimum requirement.

#### 2. Ownership and engagement

- To ensure a sufficiently interesting process, it is important for many people that politicians are present and show ownership, even during the participation processes. People often want contact with politicians rather than planners.
- If broad participation is to have an effect beyond the participation itself, it works best when the population shows real commitment.
- It is easier to engage civil society in planning of those areas where people are already active, for instance through voluntary work.

#### 3. Strategic approach

- Few municipalities have an overall strategy for how to ensure a systematic dialogue with the population.

#### 4. The earliness principle

- Local organisations perceive they have little or no opportunity to participate in the early stages. They take part in public consultations, but feel they occur too late, at a stage when the key conditions have already been determined.
- In planning issues with a broader scope, and/or where the probability of tensions between key interests and considerations is likely to occur, experience shows that early efforts are important to ensure that the planning processes are as well coordinated and effective as possible.

#### 5. Transparency

- People taking part in participation processes perceive that they are not informed about the processing of their input, how the matter stands, and how input will affect the final decision.

## 2.2

## Reasons for Public Participation in the Planning Process

Four factors in particular confirm the importance of public participation in the planning process. They are:

- 1. Quality information as a basis for plans and decisions.** No one is in possession of complete information on how society is developing. However, a broad, active involvement and cooperation may help create an overall picture with knowledge of development needs and opportunities. Local knowledge can for example supplement expert knowledge which is based on statistics and assessments. The practical experience and knowledge which people in the local community possess, may add new aspects into the planning. Applied in an appropriate manner, the general public's knowledge, understanding of history and community engagement may be resources in the local planning.
- 2. Diversity in the community.** A nuanced and comprehensive knowledge basis is important for communities with a more diverse population. The opportunity to be one of many who make use of the public space, regardless of one's age, ethnic origin, religious convictions or disability, is a recognised right in Norwegian society. A higher level of education and increased social mobility also affect people's expectations regarding participation in planning processes.
- 3. Local ownership and identity.** It is increasingly being recognised that the authorities neither can nor should solve local community challenges on their own without a dialogue with the local population. Open planning processes are considered an adequate way of motivating most people in politics and planning in a more committing way. By involving the local community actively, one can also encourage a broader, more engaged participation in people's local area, promoting networks, a common identity and a sense of belonging. This might assist in ensuring acceptance, involvement and ownership by local parties, thus freeing up time and resources for the next phases in the planning process.
- 4. Mutual learning and democracy development.** It is important to involve a representative share of the population in participation processes. Bringing many different groups together will enable learning them more about each other, and new ideas and the terms of the plan will be developed. This process strengthens not least each participant's democratic competence, and this will in turn promote open, vibrant local communities.



*Active participation safeguards interests that might otherwise not be heard in the planning process and ensures that all interests are being heard.  
Photo: Christoffer Horsford Nilsen*

## 2.3

## About Participation in the Planning and Building Act

The [Planning and Building Act](#) emphasises transparent planning processes and everyone's equal opportunity to participate in the planning in order to ensure the best possible plans. The right to participation, environmental information, etc. is also warranted in international laws and conventions.

The Planning and Building Act is flexible and allows for participation adapted to each situation through the Act's different types of plans and planning processes. Participation is also described more specifically in Chapter 5 of the Act. The most important provisions are listed below.

BROAD PARTICIPATION	LEGAL AUTHORITY
<p><b>General provisions</b></p> <p>The proposer</p> <ul style="list-style-type: none"> <li>• must facilitate participation in all plans</li> <li>• must ensure active participation of groups who require special facilitation</li> </ul> <p>The planning authority</p> <ul style="list-style-type: none"> <li>• must facilitate participation in the regional planning strategy</li> <li>• should facilitate participation in the municipal planning strategy</li> </ul>	<p>Sections 1-1, 5-1 Sections 1-1, 5-1</p> <p>Section 7-1 Section 10-1</p>
<p><b>Implementation provisions</b></p> <p>The proposer</p> <ul style="list-style-type: none"> <li>• must design a plan for participation in the planning programme</li> <li>• must circulate the planning programme for comment and present it for public scrutiny within a stipulated time limit</li> <li>• must facilitate electronic presentation of the planning process</li> <li>• must facilitate a dialogue at all stages</li> </ul> <p>The planning authority</p> <ul style="list-style-type: none"> <li>• must ensure that a special arrangement is established to safeguard the interests of children and young people in the planning process</li> <li>• must facilitate information of significance for the predictability in the planning process</li> <li>• the regional planning authority should have a regional planning forum for participation and interaction</li> <li>• the municipality must make sure participation has been implemented</li> </ul>	<p>Sections 4-1, 8-3, 11-13, 12-9 Sections 4-1, 8-3, 11-13, 12-9</p> <p>Section 5-2 Section 5-2</p> <p>Section 3-3</p> <p>Section 3-2</p> <p>Section 5-3</p> <p>Section 5-1</p>

Participation provisions for the various planning tools in the Planning and Building Act:

PLANNING STRATEGIES AND PLANS	PARTICIPATION IS PRESCRIBED
Regional planning strategy	<b>shall</b> (Section 7-1)
Regional plan	<b>shall</b> (Section 8-3)
Municipal planning strategy	<b>should</b> (Section 10-1)
Municipal master plan - with social element - with land-use element	<b>shall</b> (Sections 4-1, 11-2, 11-12 - 11-15)
Municipal sub-plan (topical plan)	<b>shall</b> (Sections 4-1, 11-2, 11-4, 11-12 – 11-15)
Zoning plan	<b>shall</b> (Sections 4-1 - 4-2, and 12-8 – 12-12)
Development agreement	<b>shall</b> (Section 17-2)

For further insight into individual provisions in the Planning and Building Act and other relevant legislation, we recommend an advisory detailed memo with more details on the Ministry's website, [www.planlegging.no](http://www.planlegging.no).

See also the individual guides for more details on how to follow up participation (start-up and announcement of a planning process, hearing and public scrutiny) for a particular plan type.

**New plan topics.** The Planning and Building Act is a relevant process tool in several social fields. It provides guidance on how the authorities and the proposer in a systematic, consistent and democratic manner can facilitate the weighing and prioritisation of different considerations in order to ensure a sustainable development, cf. the Planning and Building Act Section 3-1. In accordance with the provisions on *national expectations*, new planning topics such as public health and universal design must also be addressed in planning under the Act.

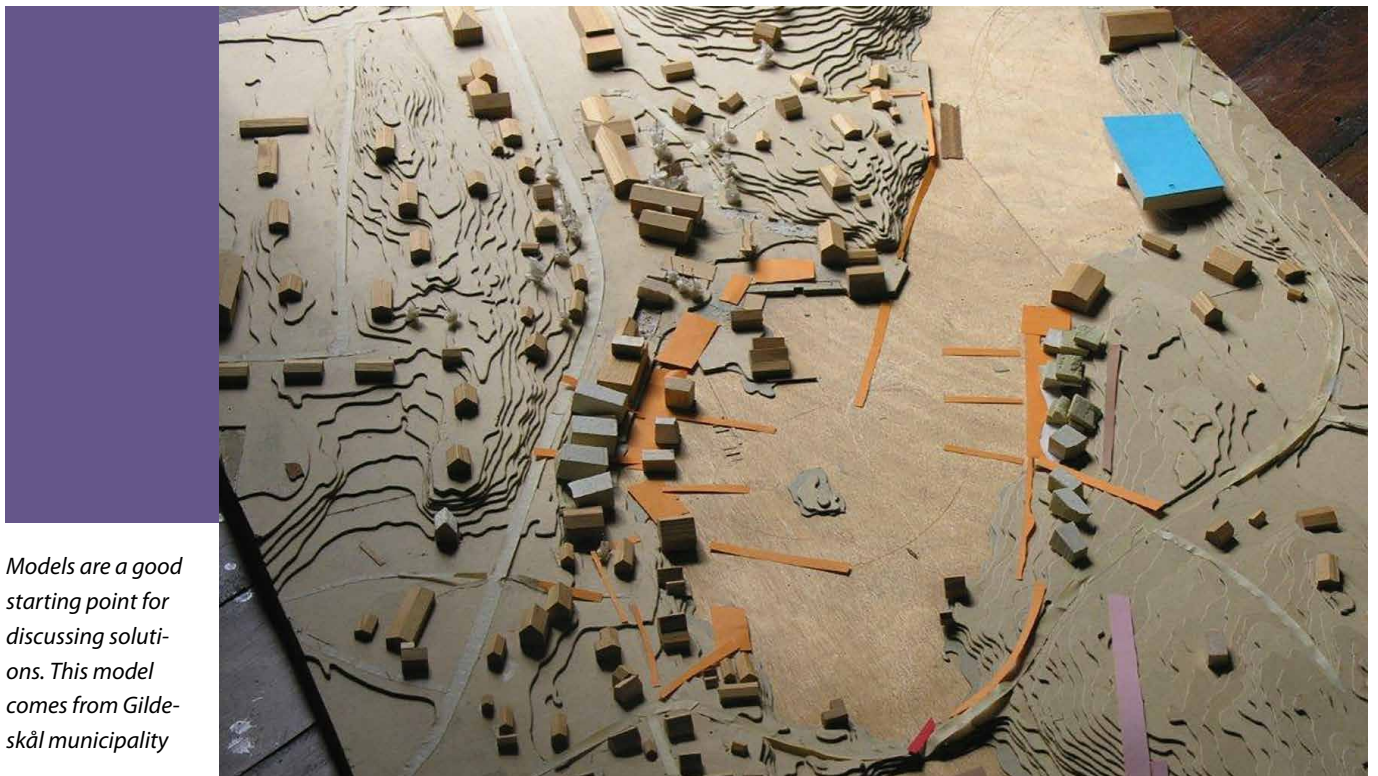
## 3

---

## Characteristics of a Well-facilitated Participation Process – principles and advice

---

Participation processes need a balance between participation and involvement in planning on the one hand, and efficient planning on the other hand. Participation can take many forms, but some principles and advice should be mentioned.



*Models are a good starting point for discussing solutions. This model comes from Gildeskål municipality*



## 3.1

---

## Principles for Public Participation

For meaningful involvement by affected groups and stakeholders, one might look at the four principles below. These principles are being used in a number of Norwegian municipalities and county municipalities and can help secure flexibility and predictability in the process.

### **Transparency**

Transparency in planning work means that everyone, whether they are directly affected or a stakeholder, must have equal access to the information necessary to protect their interests or present their views. Transparency is a necessity if the parties affected are going to trust the planning system.

### **Efficient management**

In a time of short development horizons, with many active interests and strict requirements for financial results, an actively managed participation process is needed. It is also important to secure adequate involvement by the general public at an early stage. If there are latent conflicts in a planning matter, sufficient facilitation and information concerning the challenges may contribute to better coordination, thereby making the decision-making process more flexible and predictable.

### **Universal design**

A planning process which has a low threshold for participation and input from the affected parties, may ensure creating a more comprehensive picture of the challenges and opportunities inherent in the planning situation. A process that paves the way for universal design at all levels of the planning, enhances the opportunity to develop a local community which includes everyone.

### **Equality**

Participation on equal terms, with affected stakeholders, e.g. unorganised entities and business interests, is a key principle in the planning process. The greater the complexity and stakeholder diversity in the planning situation, the more important it is to have orderly and inclusive planning processes right from the start.

## 3.2

## Advice for Good Public Participation

A well-facilitated participation process can be identified by some specific advice.

### Advice for good public participation

- 1) Cooperate with internal, affected technical departments
- 2) Ensure participation by the politicians throughout the process
- 3) Ensure that all parties concerned are represented from the start
- 4) Commence with the public perspective and ensure active facilitation measures as required
- 5) Provide a clear framework in order to secure a meaningful process
- 6) Ensure a good start - commence involvement activities as early as possible
- 7) Allow for flexibility in the application of the methods so adjustments are possible
- 8) Allow for creativity and opportunities during the process
- 9) Inputs and results from all parties involved should be made public

### 1. Cooperate with internal, affected technical departments

The municipality and county municipality act as government authorities, community developers and service providers. These roles need to be viewed together, and they can impact the planning process in different ways. Many topics are in practice interconnected. Ensuring cross-disciplinary discussion and ownership internally from the start of the planning process will therefore be a support for the planning authority. It is particularly important when the follow-up of the process part of the planning programme is to be developed and carried out.

### 2. Ensure participation by the politicians throughout the process

Participation and involvement by politicians and decision makers during the planning process is important to achieve broad ownership. Experience shows that the general public is more likely to get involved when there are politicians present. This can give the process more clout.

The interaction between politicians and the general public is also important with regard to the time aspect. This is in particular evident in environmental issues, where politicians can benefit from the general public's longer-term perspective, as they tend to represent solutions that bear future generations in mind.

### 3. Ensure that all parties concerned are represented from the start

The more complex the planning situation is, the more important it is to have a participation strategy that is based on target groups and that identifies relevant affected parties and stakeholders. This makes it simpler to use appropriate forms of notification. A good, clear start-up, with appropriate notification, may determine how broad participation one might expect in the course of the process. All facilitation must be such designed that it pays attention to all affected parties, regardless of their background. They might be children, young people, people with disabilities or ethnic minorities, cf. the Planning and Building Act Section 5-1.

#### How does one define affected parties and stakeholders?

In practice, it will often be difficult to draw an absolute line between the various interest groups in a planning matter. Everyone who is affected and has an interest in the plan, should in principle be included. Individuals as well as groups, organisations and institutions may represent important insights and interests. All initial information concerning the planning and when it begins should therefore be directed at a target group that is as wide as possible. One might distinguish between:

#### a) groups and individuals who have /should have an interest

in the planning proposal in a wider sense. This will be those who receive information that the planning is starting and who are invited to participate, cf. Chap. 4.1.1 General announcement.

#### b) groups and individuals who are affected or have a special interest, including the interest group(s) most likely to be affected by the plan. It is therefore important to involve them in the preparatory phase of the planning.

Among these, some groups and individuals will be affected, but it will not be easy to involve them actively. Unless they are given a real opportunity to participate, they might remain a "passive", but important voice. They can be identified as:

- willing to participate, but not necessarily able to do so (e.g. children, the elderly, national minorities, ethnic minorities, people with disabilities)
- able to participate, but not necessarily willing (e.g. groups and individuals that have bad experiences from participating in previous planning processes, they lack time or cannot see the point of participating, etc.)
- unwilling and unable, but affected

Targeted notification and invitation may be necessary to reach such participants.

---

#### **4. Commence with the public perspective and ensure active facilitation measures as required**

A number of plan topics are of direct significance for people's daily lives. This is also true for groups that might find it difficult to promote their interests in a planning process. There will often be a greater element of uncertainty in the preparation of overall plans than in more detailed plans, while there might be more emotion and a greater involvement in the detailed plans. However, overall plans may also be of interest to private players. The population may represent one or several different interests in the planning matter. In local planning matters, the population is considered carriers of insight into local history, and they also have wishes and opinions on living conditions and future needs in the area that is being planned.

In its report "Focus on citizens: Public engagement for better policy and services", the OECD emphasises public participation as a key prerequisite for a comprehensive evidence base for decisions in the planning. OECD points out that the best way to facilitate an active process is to design meaningful and engaging public processes that can make a difference.

There may be major differences in competence, capacity and resources between the authorities and other participants, and also between the participants. Design and use of appropriate forms of announcement/notification and other participation can ensure that as many interest groups as possible will participate. In broad planning processes, the combination of methods is often vital for finding the representative and useful contributions.

There are various ways of designing a participation programme so that the input will be of sufficient quality. Suitable support activities might be:

- using technical experts and politicians in the process
- using technical experts and different technical departments through e.g. digital networks or expertise on site
- contact with government councils, various organisations, residents' associations and other interest groups for accessibility and participation

By routinely implementing measures for public participation in all planning, the local community's democratic competence and ability to participate will increase. It will probably also impact people's motivation for participating and help develop a local culture for participation.

#### **5. Provide a clear framework in order to secure a meaningful process**

The purpose of the planning process should be defined as early as possible. The same is true for the design of the participation programme, cf. the Planning and Building Act Section 4-1. When planning participation activities, good coherence between the activities should be ensured.

To ensure attendance, realistic expectations to and confidence in the process, it is important to tell people about the framework for the process. Such frameworks might be what arenas exist for involvement and participation, and what opportunities to influence one has at any time. This provides the participants with realistic expectations for the various planning phases, see a sample activity form from the Norwegian Public Roads Administration.

Such enframing of the process may also support the participants in understanding how the planning process impacts the outcome of the plan, and that their contribution is perceived as welcoming in the planning process. A participation programme should normally be managed so that there are no constant “rematches” during and after the process. The scheme should have a clear structure that brings out useful contributions and marks a clear transition to the next planning phase.

#### **Clear framework for involvement**

The clearer the framework for participation, the simpler it should be to implement. The programme should as far as possible be determined and made known in advance, and it should include a description of:

- the purpose, objectives and premises for the planning work and any uncertainties in the planning process. The topics for discussion must be shown clearly, as must the sub-topics that are particularly relevant for broad participation.
- the objectives and likely timeframe for each planning phase, including the arenas, methods, deadlines for input and the name of the process manager. The way of assessing and discussing alternative proposals that might emerge during the planning process, should be stated, cf. the Planning and Building Act Section 5-2.
- participating groups. The roles of the various representatives involved in the process should be stated, along with their contact information. For identification of potential participants, see Advice 3.

**6. Ensure a good start - commence involvement activities as early as possible**

The process itself is an important part of the planning. This means that the earlier different considerations and ideas emerge, the greater their impact is likely to be, and the better they will be assessed for the final solution. To obtain a good solution it is important to have a good start and announcements that ensure efficient involvement by the appropriate target groups.

**7. Allow for flexibility in the application of the methods so adjustments are possible**

The methods selected in the guide are tools to encourage input, cf. the list of methods on [www.planlegging.no](http://www.planlegging.no). The methods can be divided into four categories:

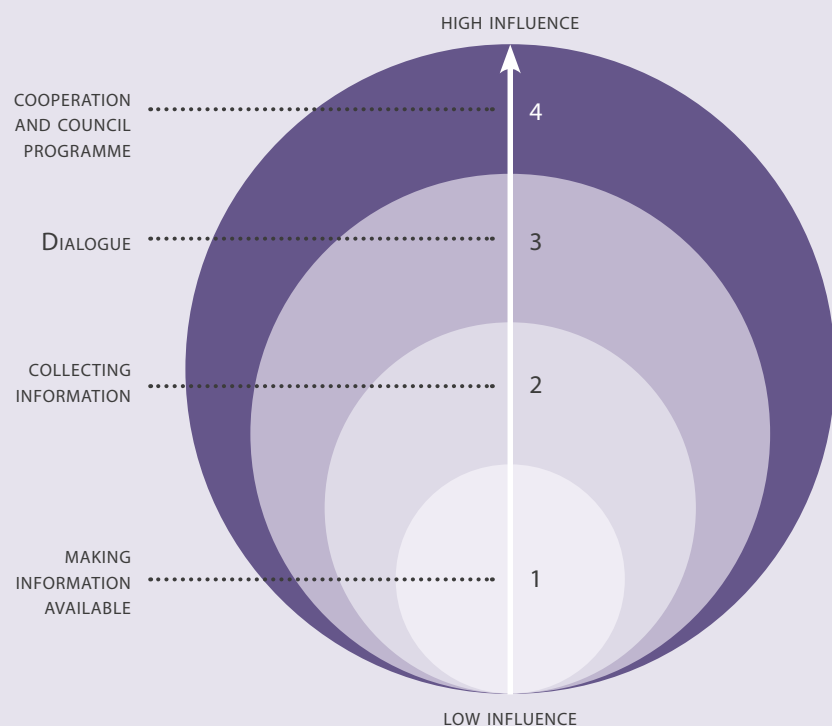
- methods for making information available
- methods for collecting information
- methods for dialogue
- methods for cooperation

**The range of participation methods**

Participation in planning can be pictured as "circles of influence" according to the desired scope of involvement and participation by the population. The circle below is inspired by Sherry Arnstein's (1969) attempt to understand participation in planning by means of the "participation ladder".

### The circle of influence

The range of participation for influence in planning can be illustrated by the circle of influence. It shows that different methods used in the planning will give different involvement and influence opportunities in the planning process:



**Figure.** The smallest circle (1) shows facilitation of information which can be made available without other subsequent facilitation measures than the announcement of the planning process.

Circle (2) illustrates collection of information. It includes an open process and greater opportunity to participate, in that one can contribute to the collection of knowledge and a broader basis for decisions.

The next circle (3) shows dialogue-based participation, with a combination of communicative and engaging methods being applied, increasing the opportunity to influence.

Circle (4) shows situations where the influence is at its strongest, in cooperation and close interaction with others affected. In order to balance the principles in Chapter 3, a broad planning process will normally move between the circles.

No one method is optimal in all planning contexts. It depends on the situation, and some of the key factors in determining the method(s) will be the type of plan, the purpose of the plan, the phase in the planning process, the affected groups and stakeholders. If changes take place in the process, the methods used might also have to be adjusted.

It must be borne in mind during the planning process that different participation methods will provide different forms of feedback from the participants, and it is important to choose a method that is adequate for those we want to involve. Some methods concern establishing relationships and building trust between participants who do not yet know each other. One must also be aware that some arenas and methods for participation can exclude certain groups while drawing in others.

#### **8. Allow for creativity and opportunities during the process**

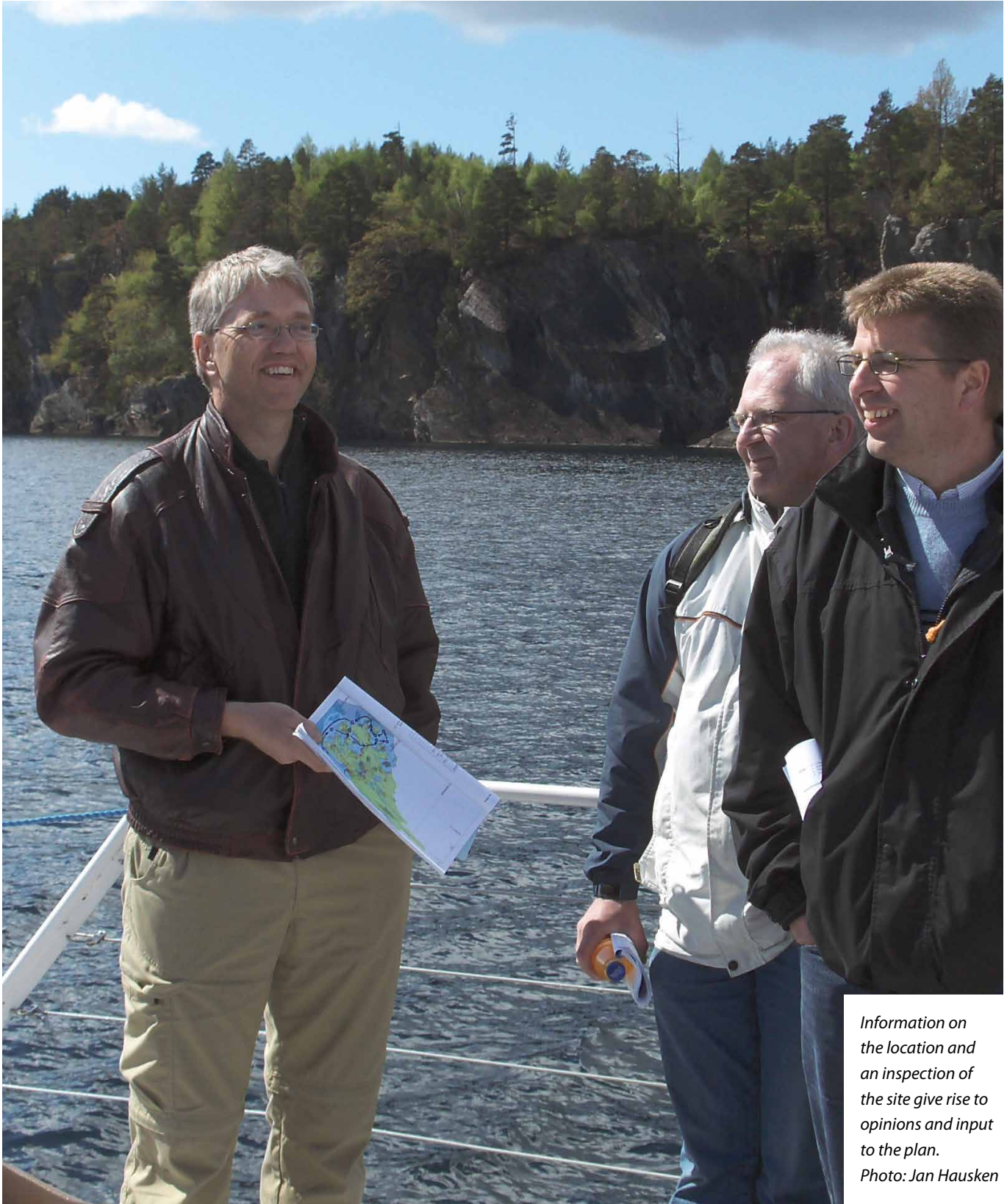
Resilient solutions for the future will increasingly be based on an open dialogue and cooperation across disciplines, sectors and administrative levels. Within accepted frameworks, such as reducing greenhouse gas emissions, promoting creativity and innovation in the local community is a way of engaging and cooperating with the population that may have great ripple effects. New ways of thinking can inspire many to come up with something new – and be potential seeds for change.

#### **9. Inputs and results from all parties involved should be made public**

The planning process must be documented and presented electronically while it is taking place, cf. the Planning and Building Act Section 5-2. It is good to use the participants' own words – it gives stronger recognition and authenticity for the readers.

Once the participation process is over, inform the participants about results and evaluation, and also about the final decision. Participation creates expectations and imposes obligations on the participating parties. The participants should as far as possible learn what significance their input has had on the final result. Today's digital participation tools that emphasise communication allow this to take place simply and easily.





*Information on the location and an inspection of the site give rise to opinions and input to the plan.  
Photo: Jan Hausken*



*Meeting the population in Hamar led to a lively exchange of ideas on how the town's main square (Stor-torget) should be designed. Several supplementary methods were used to get people involved and obtain input from the general public. Photo: Christoffer Horsford Nilsen*

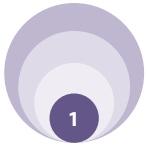


## 4

## A selection of Possible Methods and Case Studies

There is no fixed recipe for how to choose a method for participation. A number of methods, e.g. a public meeting or a walk with information about the planned changes, may be used for several purposes – to share information, provide input and build relationships. The planner, on his part, can benefit from and quality-assure the knowledge and wishes which the local community has for its locality. This chapter presents a selection of participation methods, with consideration to their qualities and usefulness in different situations.

The methods are divided up according to the four categories shown in the circles of influence in chapter 3, Advice 7. Some methods can serve several different purposes, and the categories therefore overlap to some extent. In addition to this simple overview, a more comprehensive overview of methods is available on the Ministry's website.



---

## Making Information Available

Information about the planning process and appropriate types of notification or invitation to join the process, will allow the man in the street to impact the planning. Targeted, timely and unbiased information at the start-up and in course of the process is important to give affected and interested participants sufficient opportunity to be active in the planning.

Here are a couple of methods for making information available:

1 General announcement

2 Regional planning forum

---

# 1 General Announcement

**The planning authority is obligated to announce start-up of the planning process, the opportunities to provide input to the planning work, the commence of the consultation process and public scrutiny of the planning programme and proposal, and information on when the plan will be adopted.**

The requirement of announcing the initiation of a plan is equal to all plans. All plans have the same requirements for announcing that planning is beginning. That is, the proposer must always announce start-up of the planning work in at least one newspaper that is read generally in the locality, and also through electronic media. On the internet, the announcement that planning is starting can include a link to the plan documentation. Sections 11-12 and 12-8 of the Planning and Building Act detail the requirements for how start-up should be implemented. For work on a municipal master plan, the proposed planning programme is typically issued for public consultation and scrutiny concurrently with the notification of start-up and announcement of the planning work, cf. the Planning and Building Act Sections 11-13 and 4-1. It is important to make sure the announcement is easy to understand and well designed. Apply a clear and direct language in the announcement, and local names or terms that are generally known.

**Case study: Future newspaper "Sagene 2020" – Cooperation with local media for local development. Notification that a future vision will be designed for the neighbourhood of Sagene in the City of Oslo**

In 2003, the Local Agenda21 Forum in the neighbourhood of Sagene entered a cooperation with the local newspaper on issuing a future newspaper called "Sagene 2020". The paper announced that a major area development project would be started, aiming for a better local environment. The future newspaper presented e.g. future images from a recent future workshop with residents, local business owners and representatives from the neighbourhood committee and the neighbourhood. The newspaper also served as an invitation to a public meeting. The purpose of this was to engage people, both to provide more input regarding development of central areas and to activate participation from the various working groups. The future newspaper was distributed to all homes in the neighbourhood. Direct contact with people was also sought in the streets etc., and 150 people attended the public meeting.

**Learning.** By making its public communication more lively and by cooperating actively with local institutions, relevant stakeholder representatives and local driving forces, the neighbourhood facilitated a planning process that ensured the participation of ordinary people. The planning process also



received publicity, and this led to useful responses and several initiatives from the residents. The communication was targeted and spurred the residents to get involved. Many of the suggestions have now materialised into meeting places, location of benches and the pavement decorated with trees and plants. This process also enhanced the residents' sense of belonging and pride to their local area.

**Key words.** Early participation, different types of notification of start-up, invitation

*Source: Sagene bydel, Enhet for bærekraft (Sagene neighbourhood, Sustainability Unit)t*



## 2 Regional Planning Forum

**According to Section 5-3 of the Planning and Building Act, a regional planning forum is an arena for better coordination of different interests and views, faster clarification and a more consistent practice in planning matters within a county.**

The regional planning forum is an arena where affected regional and local authorities and stakeholders come together to help create progress and clarification of planning information, especially in larger, complex issues. The purpose is to strengthen the decision-making processes and have a more consistent planning practice within a county. The participants will be those stakeholders that are affected by the matter in question, normally the state and regional bodies and the municipalities. The county-municipal councils for people with disabilities and the elderly also have a major role in guiding and advising the municipalities to ensure that key considerations are addressed clearly and early in the planning process. The county municipality is responsible for the management of the planning forum and its secretariat.

### Case study: Council participation in regional planning forum provides an overview, Akershus county municipality

Representatives from the state and regional authorities and municipalities that are affected by the matter in question will take part, but relevant stakeholders from the different representation programmes in the region can also be invited. Akershus county municipality has benefitted from using the regional planning forum actively in guiding the municipalities with the aim of ensuring the involvement of stakeholders who are unable to participate physically, e.g. a county-municipal councils for the elderly or the disabled. This is a useful and efficient forum, where the councils can identify plans which they need to follow up.

The composition of the councils is important for the quality of the meetings in the regional planning forum. For the county-municipal councils in Akershus county municipality, it has been decided that the political representatives must also be members of the County Council. In this way it can be ensured that the council's comments and views are addressed in the concluding political processing in the County Council. In the same way, it might be important that the political representatives in the municipal councils are councillors or members of the municipality's executive council. It is important that the user representatives

represent the full range of organisations for the disabled and not just one user group.

**Learning.** A good dialogue is important in the early stages of the planning, to make sure key interests are included as terms for the planning. The framework and expectations that have been clarified in the regional planning forum may have a guiding influence on how significant interests are treated in the planning work.

**Key words.** Early participation, efficient coordination, notification of start-up, invitation, active facilitation for groups that might not be included in planning processes and/or that have no specific legal right to participate.

*Sources: Act relating to a prohibition against discrimination on the basis of disability (2008), Act on prohibition of discrimination based on ethnicity, religion, etc. or the Anti-Discrimination Act (2005), Act relating to councils or other schemes of representation in municipalities and county municipalities for people with disabilities etc. (2006), Act relating to municipal and county municipal councils for the elderly (revised 2005), County-municipal council for people with disabilities in Akershus county municipality, Council for the elderly in Akershus county municipality*



*Participation creates new ideas and meeting venues between the general public and politicians. This can make it easier to find solutions that are adequate for most people. Facilitation for wheelchairs in a recreational area in Karmøy municipality.*  
Photo: Jan Hausken



---

## Collecting Information

By collecting information from both governmental and private sources in the planning process, one will build up a knowledge pool that will also serve the public interests. Such information will supplement the expert knowledge, statistics and historical material. The information may give a useful overall picture of the planning situation and help create a broad basis for local and regional decisions. Collecting information and communicating it duly during the planning process, is a very important task. While planning start-up and collection of knowledge, it will also be useful to think through how this information should be communicated.

Below are a couple of methods for collecting information:

1 Questionnaire

2 Validity test in the landscape analysis

---



# 1 Questionnaire

**A questionnaire can be conducted when there is a need for general and representative information on the opinions of the inhabitants.**

A questionnaire can be distributed to homes in the plan's impact area, it can be posted to certain target groups, or to interest groups selected at random. A questionnaire can have questions with pre-defined response options, (one choice or multi-choice), and/or open questions. One can obtain information on e.g. the respondents' view of the current situation in the planning matter (how many, how much, how frequently, how important) or information on the respondents' opinions and assertions. Open questions can be answered in one's own words, and this can uncover entirely new perspectives. Questionnaires are normally answered anonymously, and might e.g. be conducted with a representative selection of people. A representative selection is a group selected according to certain principles, and the results obtained should tell one something about the entire group, e.g. the population in a locality. This will only work if the response rate is high enough. To analyse a questionnaire requires competence in statistical methods. Professionals can be employed to conduct the questionnaire if one does not have this competence.

**Case study: The Hokksund project of 2010 "Ungdom i sentrum" (Young people in the Centre) . A method for surveying young people's needs and wishes regarding development of the centre of Hokksund, Øvre Eiker municipality.**

Øvre Eiker municipality used a questionnaire as an initial method in surveying young people's needs and wishes for how to develop the centre of Hokksund. The municipality used multi-disciplinary groups to design the questions and then made a web-based questionnaire which it took 5 to 10 minutes to complete. To encourage the youngsters to respond, a tablet computer was offered as a prize. The questionnaire then formed the basis for in-depth interviews with young people in Hokksund. After that, a workshop was organised, and finally they held a workshop with models.

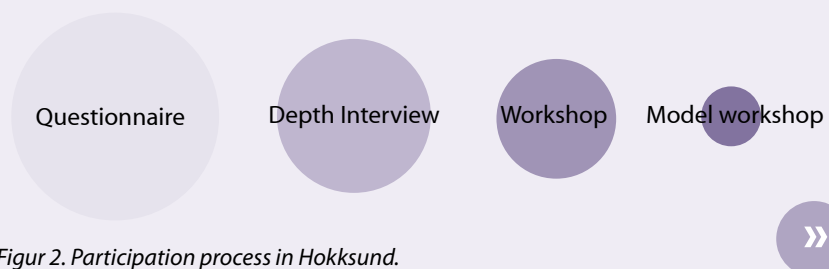
**Learning.** Questionnaires can be useful in an initial phase, particularly for large and complex plans like area zoning plans, to systematically uncover what different target groups see as important. Politicians and planners can use questionnaires to check whether their assumptions match people's actual stated opinions.



*Young people can be important contributors and development agents for the long term*

**Key words.** Early participation, survey and analysis, basis for assessment and decision-making, participation for relevant topics

*Source: "Ungdom i sentrum. Ungdom som aktive deltakere i byutviklingen – metoder og erfaringer fra Hokksund". (Young people in the centre. Young people as active participants in urban development – methods and experiences from Hokksund) Øvre Eiker municipality with project support from the Norwegian State Housing Bank (2011).*



*Figur 2. Participation process in Hokksund.*



Photo: Jan Hausken

## 2 Validity Test in the Landscape Analysis

**A person's perception of a landscape depends on their connection to the landscape and their background. Someone with a technical interest will describe the landscape differently from a person who was born and raised there. A validity test can help adjust the results which consultants/ the municipality have arrived at through a landscape analysis, so that the results are more in accordance with the local population's perception of the landscape.**

Validity testing can be used in partitioning an area and in naming a landscape, or it can be a factor in determining the landscape's character and possibly its value. The validity test can lead to changes in the partitioning or naming of the area, or it can result in a better statement and justification for the partitioning that was chosen. A validity test helps bring out more general information on an area's landscape character, so that it agrees as much as possible with the local populations' perception of the landscape. This increases the legitimacy of assessments made later in the planning process.

Using a landscape analysis with a validity test is a thorough process that requires a lot of resources, but the resources needed depend on which participation programme is chosen. Validity tests can for example be conducted by means of questionnaires, either on paper or electronically, in social media and in public meetings.

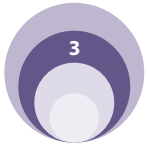
### Case study: A social network and social media – Major potential in landscape involvement, Lyngen municipality

As a basis for revising the land-use part of its municipal master plan, Lyngen municipality conducted a landscape analysis with a validity test. The purpose was to assess the obtained knowledge about landscapes against local people's perception of the landscape. Based on the landscape character, an electronic questionnaire was developed for the various areas, with an opportunity to post comments. The questionnaire was published on the municipality's website and Facebook page. Letters were written to landowner associations and rural groups, encouraging them to respond to the questionnaire. This way, the municipality found out whether the landscape character corresponded with local perceptions of the landscape. The municipality also obtained some knowledge about the areas that had not been captured previously.

**Learning.** When surveying and analysing landscapes, the locals who use the landscape constitute a critical target group. To make sure that active users and the general public took part in the knowledge process, simplicity and adaptation to the target group were key factors in choosing methods. Appropriate wording, well-designed questions and user functionality were emphasised.

**Key words.** Landscape, landscape character, landscape analysis, environmental impact assessment, municipal master plan

*Sources: The European Landscape Convention (2004), Guide: Method for landscape analysis in municipal master plan, Landscape and Public Participation from the Landscape Laboratory in Cataluna, [www.niku.no](http://www.niku.no), Municipal master plan for Lyngen municipality 2013-2024*



---

## Dialogue

In a dialogue about the plan, affected parties and other stakeholders are invited to interact and communicate with the planner and other parties involved in the process, such as owners and decision-makers. Dialogue-based participation presupposes access to the same, relevant information. Dialogue is particularly useful in a preparatory phase, e.g. when plan objectives and principles for the solution are being defined, but it may also serve well in phases leading up to the decision. In some planning situations, a general invitation to dialogue will not be sufficient to get the relevant affected population groups involved. If this is the case, digital dialogue solutions may be a useful, targeted tool. Digital solutions are immediate and easy to access. They can therefore give better democracy and be efficient tools in the planning process, making the dialogue easier, not least with groups such as young people, young people from ethnic minorities and busy parents of young children.

Below are a couple of methods that help create a dialogue:

**1** Digital planning tool - with opportunity  
for integrated social media solution

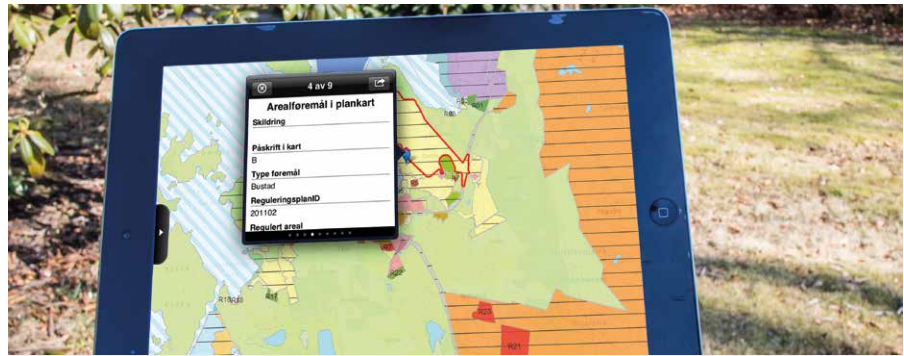
**2** Outreach

---

# 1 Digital Planning Tool - With Opportunity for Integrated Social Media Solution

**The Planning and Building Act requires the planning process to be presented digitally, cf. the Planning and Building Act Section 5-2. Digital planning tools can provide an overview, both for the planner and population, of input, topics, analyses and other plan-relevant information.**

Web-based GIS has a great potential for opening up land-use planning processes and making them more efficient. An increasing number of information and dialogue-based participation methods already exist in digital form, such as digital surveys, response forms and discussion forums. This area is developing fast, and the planning tools available have become easier to set up and moderate. However, expertise and software investments are needed to make full use of this technology. One advantage of these planning tools is that they can make it easy to sort and analyse input from a larger selection of process participants. They also allow the participants to read and respond to other people's statements regardless of time and place, while presenting their own views. However, such planning tools can make other people feel excluded if they do not have access to the internet or social media. Besides being used in stationary PCs, digital planning tools can also be used in mobile units like tablets and smartphones.



*Photo: Svein Andersland, Fitjar municipality*

## **Case study: A mobile platform on a tablet led to greater access and use, Fitjar municipality**

To provide access to documents and establish a dialogue concerning relevant issues in its land-use planning, Fitjar municipality began using digital planning processes which were also available for smartphones and tablets. This proved a good way to inform the general public, politicians and regional consultation bodies about the planning proposal, while it also facilitated communication about environmental impact assessments, risk and vulnerability assessments and geographical analysis of data for the land-use plan. By downloading a map application, local inhabitants were able to stand in the terrain in question while studying the planning proposal. The map application gave them a simple overview of proposed changes in the land-use map with direct access to the impact assessment and relevant data for the plan and the topic. Local politicians and regional consultation bodies also made extensive use of the mobile opportunities the tablet provided

for access to the planning process.

**Learning.** Using this application gave each person a greater understanding of and insight into the consequences of the plan for various sector interests. It also provided better insight into the need to prioritise between individual objectives and the big picture as seen in the scope of the plan. Furthermore, it gave the people who provided input a greater understanding of and acceptance for municipal recommendations, and made it simpler for regional planning authorities to decide on the planning proposal.

**Key words.** Early participation (incl. the concept phase of solutions), electronic presentation of the planning process, efficient and accessible dialogue throughout all planning phases

*Source: Fitjar municipality, The 12-municipality cooperation in Vestfold county*

## 2 Outreach

Methods that promote physical accessibility and personal engagement at the location for the planning process are important to secure participation, involvement and good input. In cases where it is difficult to reach certain groups, e.g. when digital media fail to reach them, a direct and personal approach is an efficient way of establishing contact and a dialogue. This also involves being present where people are, so that contact for clarification, dialogue and input can easily be facilitated.

*The climate tour in Nordland county featured yellow rubber boots with a printed message to attract people's attention to the stand. Photo: Nordland county municipality*



### Case study: Nordland county municipality – climate tour, regional climate plan (2011-2020). Dialogue and participation give more robust climate plans.

People were actively sought out in 2010 as part of the consultation regarding "Regional plan – Climate challenges in Nordland". It was important for the county municipality to create debate and awareness about climate and energy issues, and to facilitate a dialogue and shared arena with cooperation partners in Nordland. For about a month, the county municipality conducted a climate tour around Nordland in an electric car in order to seek out the inhabitants of the county and establish contact with them. Various channels were used to raise awareness about climate issues – Twitter, Facebook, blogs, etc. A marquee, rubber boots, a sou'wester and t-shirts were used to make people take notice. Humour was also an important element. As the tour progressed, travel updates and pictures were published along with invitations to take part in coming events.

The county municipality in charge of culture and environment contributed with letters in local papers, encouraging people to

participate in the planning work. A simplified version of the climate plan was handed out at the events. People were also invited to provide input to the plan by filling in a "post card" which they could then put in the county municipality's "post box".

**Learning.** The process took longer than expected, and it was demanding to handle input afterwards. The participation programme was useful in bringing in many participants, however. The tour raised much awareness of the plan, and more input was received than in previous participation processes. Representatives from the county municipality were able to meet people in several municipalities and received positive feedback that the county municipality was present and reached out to people. After the tour, Nordland county municipality is associated with climate and energy issues, and expectations to the plan have thus been created.

**Key words.** Meeting in the participants' arena, active facilitation for participation, dialogue.

*Source: Regional plan – Climate challenges in Nordland, Climate plan – tweet, <http://klimaturne.origo.no/-/sandbox/show?ref=mst>, the Århus Convention's collection of case studies.*

TIRSDAG 14. SEPTEMBER 2010

Kafestoppen 17

# - Gi klimaråd

## Nordlendingene skal bli mer opptatt av klimaendringene.

Magnar Johansen  
magnar.johansen@klimapost.no

– Målet vårt er å skape økt engasjement og bevissthet rundt klimaendringene, og få innspill til klimaplanen som fylkestinget skal vedta, sier rådgiver Aase Kristine Aasen Lundberg og Johannes Bolstad.

I går startet de klimaturerne som omfatter besøk i hele fylket på Leknes. Mandag ettermiddag inviterte de til folkemøte i Kabelvåg, og tirsdag deltar de i et planleggingsmøte i Vågan kommune. Turneringen tilbakelegger de i elbil.

– Vi har hatt en kald sommer i nord. Er det vanskelig å få folk til å ta på alvor at den globale oppvarmingen øker?

– Jeg synes folk er veldig opptatt av truslene som klimaendringene skaper. Selv om sommeren i nord har vært kjølig, har temperaturen globalt ikke vært høyere siden midt på 1900-tallet. Det har kommet om klimaendring i sen Lundberg.

– Hvilke råd kan de som lurer på hvordan til redde jorda?

– Praten med folk b

grad om å øke bevisstheten. Noen av rådene kan virke banale, men endrer mange nok noen av vanene sine kan det gi resultater. Kan du redusere bilkjøringen? Kan du reparere en del ting i stedet for å kaste og kjøpe nytt? Hvilken oppvarming bruker du i huset? Reiser du til Syden to ganger i året, eller greier du deg med den ene gangen? Vi ønsker å stimulere folk til å være bevisste når de prioriterer.

– Hvis jeg ønsker å kjøre mindre bil og heller bruke buss er det vanskelig på grunn av få avganger.

– Der kommer politikerne som avgjør kollektivtilbudet inn. Vi oppfordrer folk til å komme med innspill til kommune og fylkeskommune til tiltak dere mener kan minske klimaendringene.

– Klimaendringene har enorme dimensjoner. Er det ikke vanskelig å få den vanlige kvinne og mann til å bli engasjert? Dessuten strides jo forskere om hvor alvorlig faren er?

– Folk flest er opptatt av det vi ser, av ismelting og varmere klima. Og at noe må gjøres. En av måtene vi vil gjøre er også å påvirke



**HELGELAND** ARBEIDERBLAD  
Torsdag 23. september 2010 - Nr. 219 - Årg. 80 - Løssalg kr 20,-

**DITT FØRSTVALG**  
Se dine valgmuligheter  
Nygårds Trevarerbutikk alle helener, alle døgnåpent - www.nygards.no  
Møstveit 2, 601 nåler - 11 75 11 11 - 11 23 11

**Dugnad for åpning av bruktbuikk**  
Side 12 og 13

**Fem hus må ofres for ny vei**  
Side 2 og 3

## TORS DAG Fri for strøm på klimatur



At det kan være et utfordring å farte rundt i elbil på Helgeland, fikk Helge Lyngaug og Aase Kristin Lundberg fra Nordland fylkeskommune erfare onsdag. Tospasnet er på klimaturer i fylket for å samle innspill til den regionale planen om klimaforordningene i Nordland. På tur mellom Mosjøen og Sandnessjøen ble det imidlertid full stopp og skjelteledning måtte fram.

Side 4 og 5

**Forberedt på ROBEK**  
Eidmann Berg Tofth i Sandnessjøen innser at kommunen ikke lvisz zetta sjuget nye. Side 9

**Tett på Ole Paus**  
Livet, bøkene og karrieren  
Intervjuer bokbad: Tor Martn Leines Nordas  
Fredag 24. sept. kl. 21.00  
Terminngast  
Rana Blad

**Langåpent**  
Torsdag og fredag til kl. 21.00  
Lørdag til kl. 17.00  
MOSJØEN TORG

**Kostnadsprekk for hallen i Dønna**  
Side 14

The planners managed to involve the entire Nordland community in developing the regional plan for climate challenges. They applied simple, catchy outreach methods in the planning process.

Active use of media in the public arena is ever more important in creating a dialogue with the local community.

RanaBlad Fredag 24. september 2010  
**MILJØ KOMMUNAL MILJØDAG I SENTRUM**



MILJØDAG: Det var mange vakkere vakkere Agne Lundberg fra Nordland fylkeskommune (2) til å besøke deres stand under miljødagen i sentrum. Her har en del av klubbmedlemmene fra Sverre Paulsen Høyskole og Rana Børnehage. Foto: Anne Berborg

## Med fokus på energisparing

**«Privatbilismen er et problem»**  
Allen Berg

– Vi mener det hadde mer åpenhet om vi sto sammen og jobbet sammen. Så, Gjald Følles løber med sin nye miljøbil, sier Berg.

– Er det noe som er for en gang for alle?

– Ja, det er en endring til. Privatbilismen er et problem, sier han.

Berg legger til videre at de vil jobbe for å få på plass klimakommunikasjon for lokal.

– Vi ønsker å gjøre et klimakommunikasjon. Det er for all CO2-utslipp, så vi trenger mindre energi, så det vil være en bra ting å ha på seg til skole, sier han.

Hvis bruk og kost  
Miljødagene Berg er opptatt av at vi også kan gjøre mer for å spare energi, sier Berg.

– Det er noe som er for en gang for alle?

– Ja, det er en endring til. Privatbilismen er et problem, sier han.

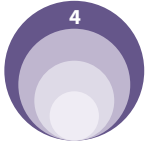
**Miljødag**

Rana kommune legger miljødag i sentrum for å fremme energisparing og hva det kan gjøre for å redusere utslipp.

Folket vil være sammen med miljødagen i sentrum. Nordland fylkeskommune var på Sverre Paulsen.

Alle forvarme, utslipp, miljø, energisparing, klimaendring, klimaendring og hva det kan gjøre for å redusere utslipp.

RANA: Rana kommune legger miljødag i sentrum for å fremme energisparing og hva det kan gjøre for å redusere utslipp. Foto: Anne Berborg



---

## Cooperation and Councils

Cooperation in the planning process here comprises a more interactive form of participation between the planning authority and private parties, with a focus on good discussions. Cooperation implies a more binding relationship to the actual planning process. Cooperation methods can create a suitable arena for participation both by groups that come under institutional participation schemes, and those without such schemes. Mutual learning, exchange of knowledge and values, as well as a stronger dialogue with the population, are key benefits of a cooperation process. Cooperation can be linked to a planning project or a development project in a larger area. Such cooperation is normally conducted with a selection of smaller, representative groups as this is easier than gathering the entire population in an area. Cooperation is a useful way to process different viewpoints and controversies.

Below are a couple of methods for cooperation:

1 Cooperation group

2 Negotiation

---



# 1 Cooperation Group

**A cooperation group consists of different stakeholder representatives who consider key questions of benefit to the parties in the planning.**

The cooperation group meets to discuss and negotiate at several stages during the planning process. The group discusses questions of importance for the planning, such as traffic safety, objectives of the planning, the solution and its alternatives, and assessment of the consequences. The working mode may vary from a traditional meeting to free working modes. Cooperation can be enhanced by methods that are suitable for group work. A cooperation group can be useful when many parties are involved, and may help create a better basis for decision.



*Participating in the cooperation group. Photo: Listerrådet*

## Case study: Plan and analysis cooperation in the Lister region

In Vest-Agder county, six municipalities have found good ways of cooperating. This takes place through the Lister Council, where the municipalities Farsund, Flekkefjord, Lyngdal, Hægebostad, Sirdal and Lyngdal are represented. The cooperation has resulted in several joint plans and extensive technical and practical coordination across municipal borders.

When it became clear that all the municipalities in Lister needed to update their risk and vulnerability assessments, the Lister Council decided to enter into cooperation for one joint assessment for the entire region. This was due to the understanding that the

municipalities had many of the same risk and vulnerability challenges, and that solutions will often be found in cooperation with neighbouring municipalities. Risk and vulnerability were mostly surveyed in topical working groups with participants from all the municipalities. This way, more stakeholder groups became involved than if the working groups had looked at just one municipality. Cooperation between the municipalities allowed a greater number of organisations to take part, among them the Norwegian State Railways and the Civil Defence.



Section 14 of the Act relating to civil protection orders the municipalities to have an updated risk and vulnerability assessment. This relates to the Planning and Building Act, which emphasises participation. Municipalities in Lister sometimes find that key players do not have the capacity or sufficient interest to make participation a priority. But when the municipalities joined forces in inviting these players, it was easier to develop a good dialogue and better participation.

Joint plans in Lister:

- The Lister Plan
- Strategic business plan for Lister
- Energy and climate plan for Lister

**Learning.** Broad participation makes people enthusiastic, inter-municipal cooperation gives more dynamism and encourages more cooperation: For the Lister municipalities, the next step might be a joint land-use and transport plan.

**Key words.** Basis for decision, inter-municipal cooperation, risk and vulnerability assessment

Source: [www.lister.no](http://www.lister.no)

## 2 Negotiation

**In principle, all parties meet as equals. Negotiation is a form of cooperation that requires the participants to be actively engaged in the issues under discussion. All discussions and negotiations should have a minutes secretary to ensure progress for the involved parties. Negotiation in a planning process is a stage one might reach when it becomes necessary to clarify the different parties' positions and find solutions that everyone can accept.**

The purpose of negotiations is to account for the different parties' views on the matter, assess the chances of finding a joint solution, and agreeing on the further opportunities. Negotiations can be held between two or more parties. The parties should consist of at least one representative from each of the affected community groups. Before the parties are summoned to negotiations, it might be an advantage that the process manager, in his/her role as chief negotiator or mediator, has discussions with the parties separately in order to shed light on their position and opportunities for change. In such meetings, it is important that the chief negotiator plays with open cards and follows up any agreements that are made throughout the negotiation process, so that the parties feel they are being seen and heard. This also gives the chief negotiator integrity. A good negotiator listens to what others say, provide a clear description of the case, and motivate the parties to find solutions.



*Information boards were used to provide information about cultural heritage and scenery in the local area. Photo: Halvard Hatlen*

### Case study: Fræna municipality, Coastal Path

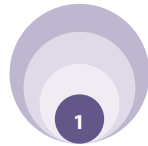
Based on a proposal from the Council for Outdoor Recreation in Møre og Romsdal county, work was begun on the Coastal Path from Farstadsanden to Julshamna. Fræna municipality is a typical farming municipality with large agricultural areas and few sites facilitated for the disabled, the elderly and young families. For this reason, the new development impacted many landowners with farming properties. In addition to the agricultural interests, it was also necessary to pay attention to environmental concerns and cultural heritage sites from WWII and earlier periods. Clear lease agreements were prepared, where the responsibility for later operation and maintenance is specified for the entire lease period.

**Learning.** Good cooperation with the landowners, with joint briefing meetings held prior to the main negotiations, laid the foundation for an agreement that opened up the area to the general public. The Coastal Path is now a very popular walking path that is suitable for the disabled. It also has parking facilities and information boards about the scenery, the flora and local history, and there are picnic areas. Several voluntary organisations from neighbouring municipalities use the Coastal Path as a starting point for hikes where public health is a key element.

**Key words.** Early coordination, cooperation, basis for decisions, mediation

## Overview of Methods

An overview of some methods relevant for participation in the planning process. A more detailed description of each method is available on [www.planlegging.no](http://www.planlegging.no).



### Making information available

#### 1. Start-up with various forms of notification

- General announcement
- Letters
- Notification
- Brochure
- Using public arenas frequented by the general public
  - Government websites and social media
  - Public notice boards
- Presenting the plan for public scrutiny
- Electronic display/sharing sites
- Exhibition
- Other use of mass media
  - Press release and information meeting
  - Press conference
  - Interview with a politician or planner

#### 2. Start-up meeting



### Collecting information

#### 1. Player analysis/stakeholder analysis

#### 2. Response form

#### 3. Other assessment methods (mapping and analysis)

- Studies
- Questionnaire
- Internet study
- SWOT analysis
- Place analysis
- Cultural-historical place analysis (DIVE)
- Place perception
- Validity test in the landscape analysis

#### 4. Interview

#### 5. Consultation statement



### Dialogue

#### 1. Open meeting/seminar/conference

- Information meeting
- Work seminar with a panel
- Search conference participative planning method
- Dialogue conference

#### 2. Arrangements for receiving input and conducting outreach

- Open office/Service day
- Information office
- Exhibition and stands

- Information terminals
- Attending meetings
- Door-to-door visits

### 3. Planning inspection

- Tracking/ Kids' Tracks/Track with adolescents
- Bike ride
- Wheelchair riding
- Photographing

### 4. Visualisation tools

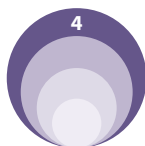
- Digital planning tools
- Social media
  - Mobile units
  - Network dialogue / Electronic discussion groups
- Digital stories
- Mental and cognitive maps
- Culture for local participation and engagement
  - Art as an arena
  - Sport as an arena

### 5. Working groups / workshops

- Participatory Learning and Action
- Diversity Icebreaker
- Focus group
- Brainstorming
- Creative problem solving
- The workbook method
- Appreciative Inquiry
- Open forum
- Café dialogue
- Charrette
- Theatre and storytelling
- Planning for Real

### 6. Future methods

- Future workshop
- Scenarios
- Wild card scenario
- Future City Game



## Cooperation and consultative arrangements

### 1. Cooperation

- Local cooperation in a neighbourhood (place development, area development)
- Working groups

### 2. Citizen panel

### 3. Partnership

### 4. Negotiations

### 5. Councils and representation arrangements

## Useful websites:

[www.planlegging.no](http://www.planlegging.no)  
[www.stedsutvikling.no](http://www.stedsutvikling.no)

[www.miljokommune.no](http://www.miljokommune.no)  
[www.vegvesen.no](http://www.vegvesen.no)

[www.kommunetorget.no](http://www.kommunetorget.no)  
[www.bufetat.no/bufdir/](http://www.bufetat.no/bufdir/)

---

## Bibliography

- Act relating to planning and the processing of building applications (2008), circular T-2/09*
- Legal comment on the planning part of the new Planning and Building Act (2009)*
- Act relating to a prohibition against discrimination on the basis of disability (2008)*
- Act relating to a prohibition against discrimination on the basis of ethnicity, religion and belief, etc. (2013)*
- Act relating to councils or other schemes of representation in municipalities and county municipalities for people with disabilities etc. (2005), circular Q-21/2012*
- Act relating to municipal and county municipal councils for the elderly (2005), circular A-32/2007*
- NOU 2001:7 Bedre kommunal og regional planlegging etter plan-og bygningsloven (Better municipal and regional planning pursuant to the Planning and Building Act)*
- NOU 2003:14 Bedre kommunal og regional planlegging etter plan-og bygningsloven, andre delutredning (Better municipal and regional planning pursuant to the Planning and Building Act, second sub-assessment)*
- Odelsting Proposition No. 32 (2007-2008) Om lov om planlegging og byggesaksbehandling (plan- og bygningsloven, herunder plandelen). (Concerning the Act relating to planning and the processing of building applications (the Planning and Building Act, including the planning part)*
- Storting White Paper No. 29 (1996-97) Regional planlegging og arealpolitikk (Regional planning and land-use policy)*
- NOU 2003:19 Makt og demokrati (Power and democracy)*
- Letter of 18 February 2014 from the Ministry of Local Government and Modernisation concerning a supplement to circular T-2/13 Retningslinjer for innsigelse i plansaker etter plan-og bygningsloven (Guidelines for objections in planning cases pursuant to the Planning and Building Act)*
- Retningslinjer for innsigelse i plansaker etter plan-og bygningsloven, (Guidelines for objections in planning cases pursuant to the Planning and Building Act) H-2/14*
- Om barn og planlegging. Rikspolitiske retningslinjer for barn og unge i planlegging (About children and planning. National guidelines for children and young people in planning), circular T-2/08*
- Letter of 18 March 2009 from the Ministry of the Environment concerning delegation (planning committee and children's representative)*
- Universell utforming. Begrepsavklaring, (Universal design. Clarification of terms), a report from the Ministry of the Environment, 1468 B/E*

### **Guides and other useful sources**

- Konsekvensutredninger, T-1493*
- Kommuneplanprosessen – samfunnsdelen - handlingsdelen, T-1492*
- Kommuneplanens arealdel, T-1491*
- Kommunal planstrategi, T-1494*
- Regional planstrategi, T-1495*
- Reguleringsplan, T-1490*
- Planlegging etter plan- og bygningsloven, T-1476*
- Barn og unge og planlegging etter plan- og bygningsloven, T- 1513*
- Stedsanalyse – innhold og gjennomføring, T-986*
- Deltakelse og innflytelse - om medvirkning i kommunal planlegging (1992), T-862*
- Kokebok i folkelig planlegging (1992), T-685*
- Håndbok i alternative kommunal planlegging, T-970*
- Planlegging, vern og utbygging - En introduksjon til plan- og bygningsloven. Revidert utgave 2011, hefte 1*
-

Planlegging og gjennomføring av reguleringsplaner. En oppfølger til heftet *Planlegging, vern og utbygging - En introduksjon til plan- og bygningsloven*, hefte 2 *Metode for landskapsanalyse i kommuneplan (2011)*, Riksantikvaren og Direktoratet for naturforvaltning

*Kreativitet i veg- og transportplanleggingen (2001)*, Statens vegvesen, håndbok 229 *Rapport fra Verdenskommisjonen om miljø og utvikling (1987): Vår felles fremtid ("Brundtland-rapporten")*

*FNs Rio-erklæring om miljø og utvikling (UNCED, 1992)*, herunder prinsippartikkel 10 *UN/ECE-konvensjonen om tilgang til miljøinformasjon, allmennhetens deltakelse i beslutningsprosesser og adgang til klage og domstolsprøving på miljøområdet (Århus-konvensjonen, 1998)*

*OECD GOV/PGC(2008)8/REV2, Focus on citizens: Public engagement for better policy and services*

*Miljøvernministeriet (2007): Deltagande i general- och detaljplanlaggning, Miljøvernforvaltningens anvisningar lsv*

*Velferdsministeriet, Agger, A. & B. Hoffmann (2008), Borgerne på banen. Håndbok i borgerdeltakelse i lokal byutvikling*

*Sveriges Kommunar og Landsting (2007): Fyrstegsprincippet for planering. For hållbara åtgärder i transportsystemet*

*Arnstein, S. R. (1969): "A Ladder of Citizen Participation", Journal of The American Planning Association - J AMER PLANN ASSN, vol. 35, no. 4, pp. 216-224*

*Asplan Viak rapport (2007): Virker medvirkning virkelig. Evaluering av planmedvirkning i storbyene*

*Hagtvedt, B. (2012): Tørker demokratiet ut? Om deltakelse som folkestyrets muskel?, UiO, upublisert artikkel skrevet for Miljøverndepartementet*

*Higdem, U. (2009): Governance og partnerskap i offentlig planlegging og forvaltning i Norge.*

*Kommunesektorens organisasjon (2013): Idehefte. Hvordan involvere innbyggerne*

*Lid, I.M. (2012): Likeverdig tilgjengelighet? En drøfting av menneskesyn og funksjonshemming med vekt på etiske problemstillinger knyttet til universell utforming, mangfold og deltakelse, UiO, avhandling*

*NFR (2009): Styringsformer i byutvikling: fra deltakelse som aktivum i government til deltakelse som strategi i governance (Program "Demokrati, styring og regionalitet", 16. april 2010; jf. også Kart og Plan 69(2), 113-125.12 s.*

*NFR (2011), som ovenfor*

*NIBR/Uni Rokkansenteret (2013): Medvirkning med virkning?*

*NIBR-rapport 2012:16, Ekne Ruud, M.: Ungdom og lokal samfunnsutvikling, Hvordan involveres ungdom på fylkeskommunalt nivå?*

*NIBR 2011:5 Nørve, S.: Medvirkning og tilgjengelighet. Universell utforming og medvirkning som virkemiddel i byggesektoren*

*NIBR 2011:1 Schmidt, L., Guttu G. og L C Knudtzon: Medvirkning i planprosesser i Oslo kommune*

*Putnam, R.D (2000): Bowling Alone: The Collapse and Revival of American Community*

*Vista utredning AS (2011): Medvirkning i plan- og byggeprosesser*

*Winsvold, A. og A. Solberg (2009): Modeller for barns medvirkning - en eksempelsamling, Nordisk markering av 20-års dagen for FNs barnekonvensjon, TemaNord 2009:577, Nordisk Ministerråd, København*

Issued by:  
The Norwegian Ministry of Local Government and  
Modernisation

This product can be ordered from:  
Departementenes sikkerhets- og serviceorganisasjon  
Internet: [www.publikasjoner.dep.no](http://www.publikasjoner.dep.no)  
E-mail: [publikasjonsbestilling@dss.dep.no](mailto:publikasjonsbestilling@dss.dep.no)  
Telephone: +47 22 24 20 00  
Publication code: H-2302 E

Design: Itera AS  
Printed by: DSS 08/2016 – 100 copies

