



Norwegian Ministry
of Local Government and Modernisation

How local democracies are strengthened by people`s voices in the planning: **Norwegian Guide on Public Participation in Planning**

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19th Council of Europe meeting of the Workshops for the implementation of the European Landscape Convention

Norwegian Ministry of Local Government and Modernisation



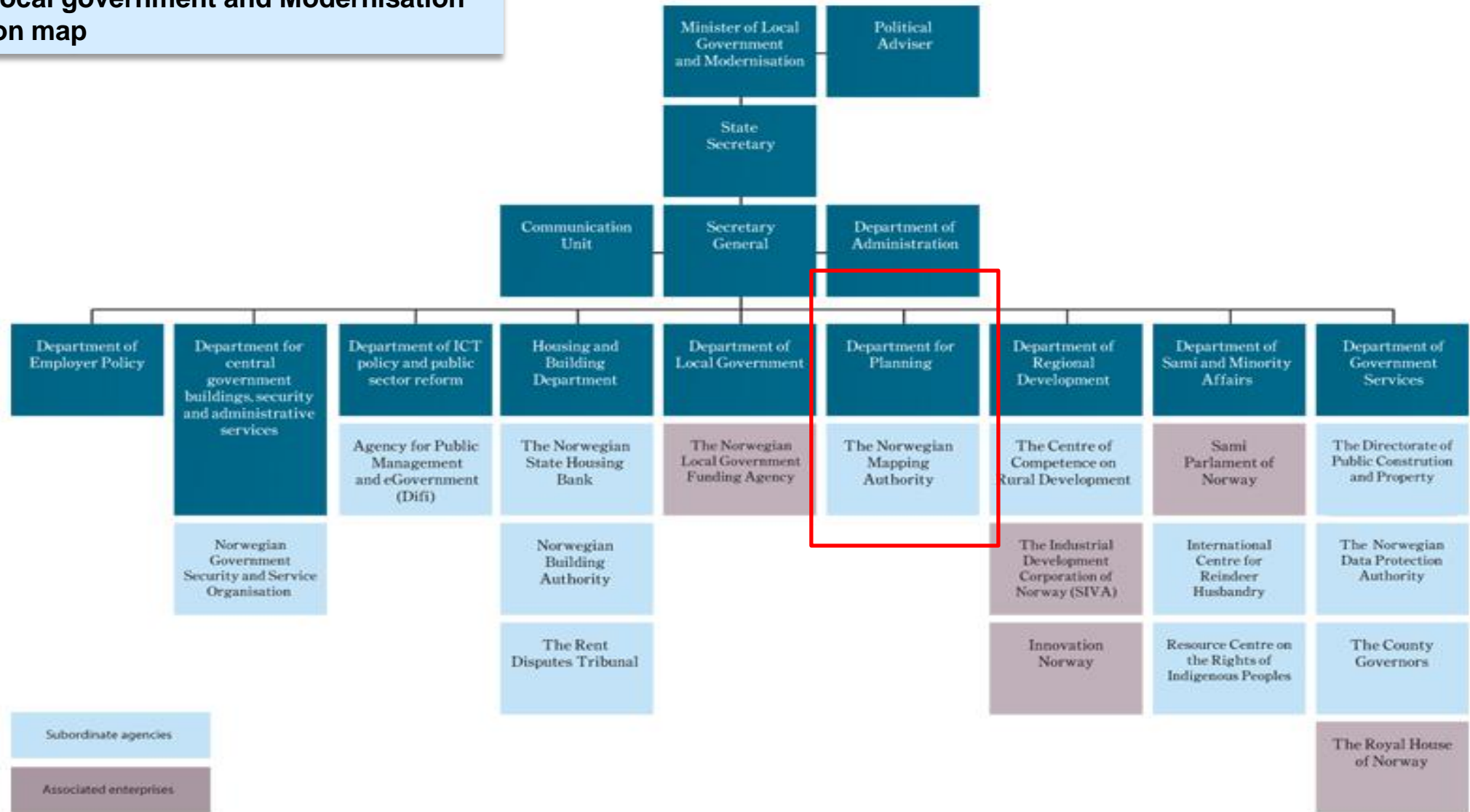
If you want to go fast, go alone

If you want to go further, go together



... and do the talk

Ministry of Local government and Modernisation – organisation map





Power structure

Announcement Hearing

Photo: Byantikvaren





Inclusion

Recognition

Efficient
Effective



Content

- 1. Context - Public Participation in Norwegian planning**
- 2. National Guide to Public Participation**
- 3. Benefits of the National Guide – Case Lyngen**





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SUSTAINABLE, VIBRANT SOCIETIES

Photo: Bård Isdahl



Traces of democratic tradition

- More than 200 years of democratic tradition
- Markers of democracy and human rights, eg.:
 - humanitarian Fridtjof Nansen's effort after the first world war assisting the return of refugees
 - first independent country in the world to introduce universal suffrage
 - the first country which introduced the Ombudsman for Children in 1981
- Ranked in 2016 as number 1 on the Economist Intelligence Unit's *Democratic Index*



Norwegians campaigning for American women's right to vote in New York, 1913. Photo: Arthur Gran/Norsk Folkemuseum

Vibrant democracy

- Involving culture and capacity
- Participatory democracy
 - Planning and participation pursuant to the Planning and Building Act (PBA, 2009) as a supplement to the representative democracy
 - Provides close contact with public, and ensures a better representativity and legitimate decision basis



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Inclusive Planning in PBA

- *An individual's or a group's right to take part in and influence public assessment and decision-making processes (Official Norwegian report for the revision of the PBA, 2001:7)*
- The intention is promote *sustainable development* in the best interest of the citizen, the society and future generations.
- The prime tool is the application of inclusive participation provisions under PBA Chap. 5.
- The planning principle of "Universal design" ensuring processes and results as inclusive.



Main provisions

- Plans with significant effects on the society and the environment should have a concrete working programme including arrangement for participation
- Planning proposer shall
 - ensure public participation in general
 - take concrete steps to facilitate active participation from groups who requires special attention, incl. participation from children and adolescents
 - present the process digitalised and ensure dialogue
- The municipality has end responsibility to ensure that participation is fulfilled



National Guide in Public Participation

- Launched in 2014
- Encompasses principles and recommendations for facilitating adapted public participation
- Envisages 70 expedient methodes and techniques
- Planning intention and local conditions as premise for facilitating public participation and selecting methods



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



Principles for Adequate Planning Process

1. **Transparency** - equal access to the process on mile stones of influence
2. **Management efficiency** – more active process management ensuring adequate compliance with citizen participation right in public planning
3. **Universal Design** – low participation threshold ensuring involvement of all interests in the process without discrimination of any kind
4. **Equality** – participation on equal terms no matter the ruling conditions



Recommendations

1. Involve parties concerned within the municipality organization
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 kick-off – commence involvement activities as early as possible
7. Allow for flexibility in the application of the methods so adjustments are possible
8. Allow space for creativity with emphasis on the possibilities
9. Inputs and results from all parties involved should be made public

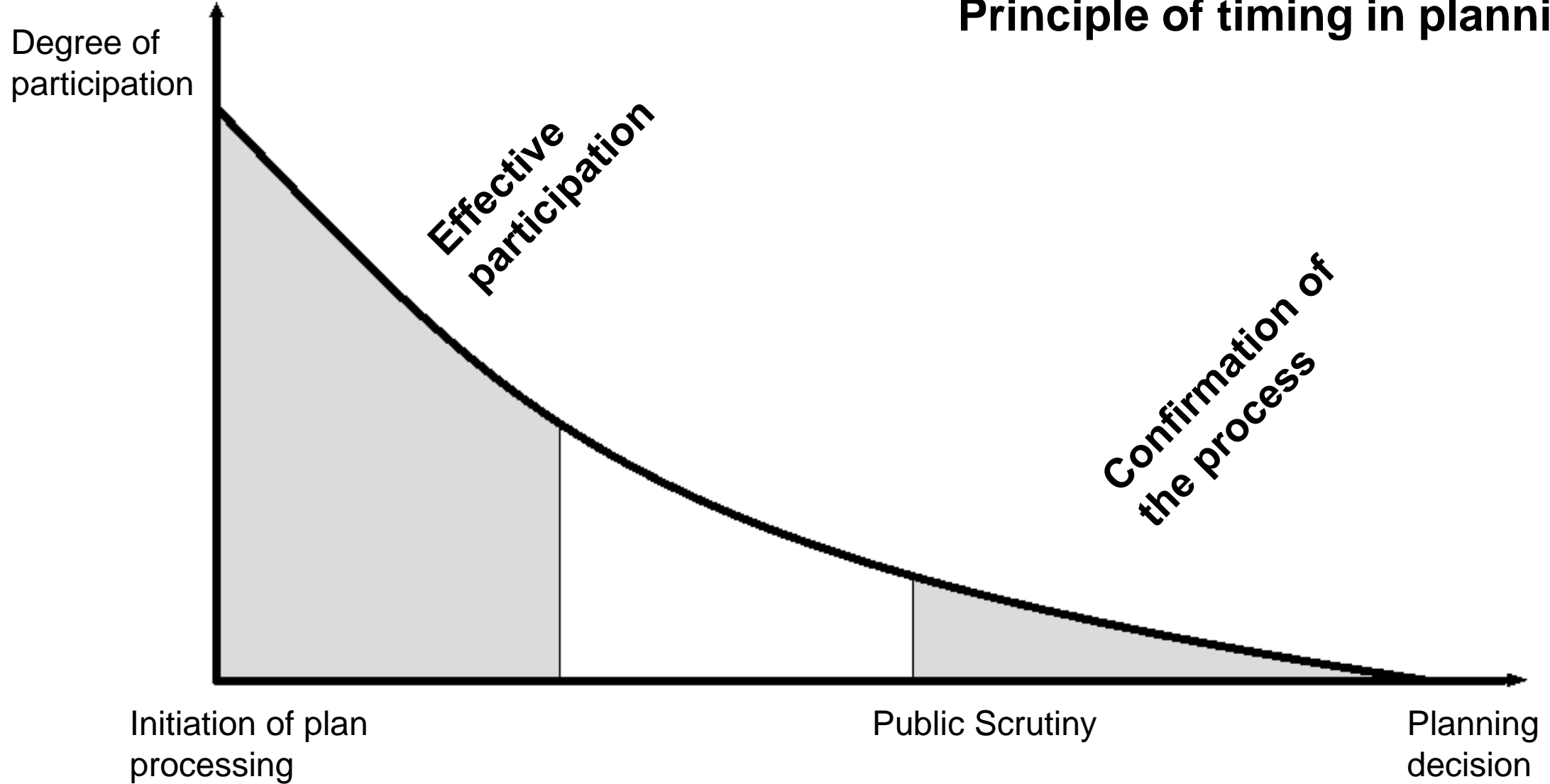


3. Ensure that all parties concerned are represented from the Initial phase

- Timing is crucial – early inputs impact the processing and final output positively
- Influence of the planning on society and environment
- Target group identification and differentiation in modes of facilitating the process



Principle of timing in planning



Target group and participation method appraisal

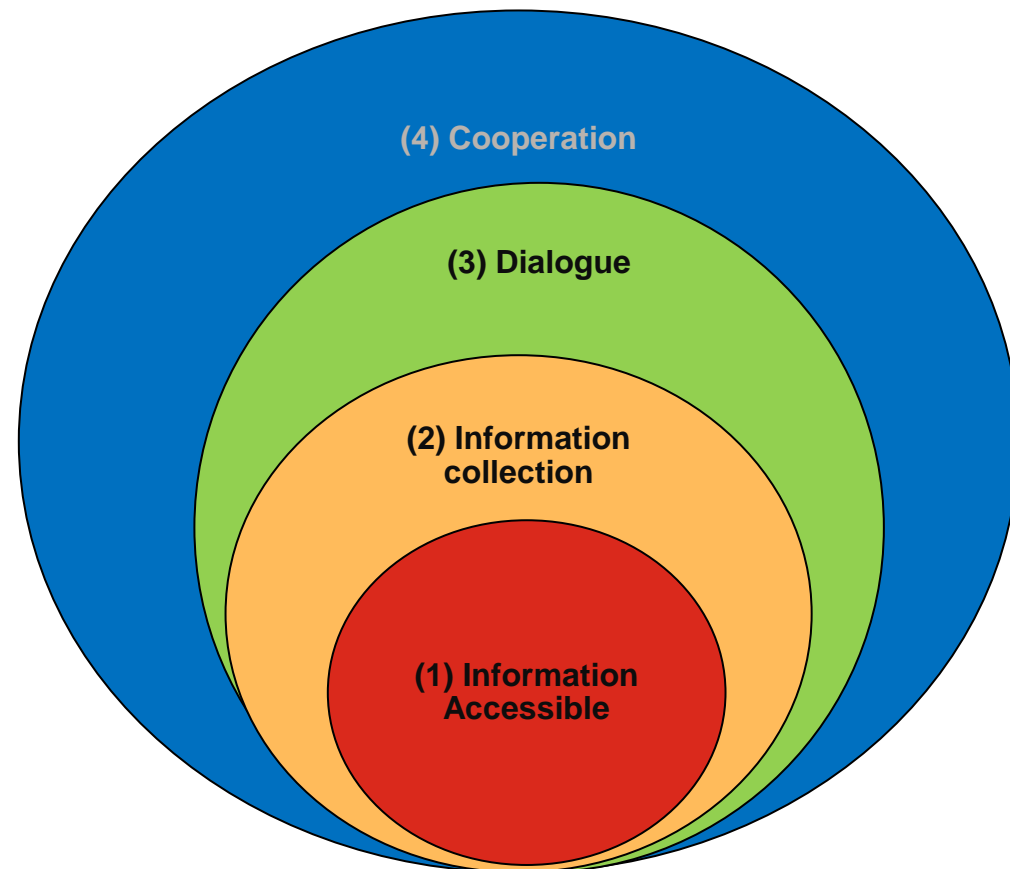


Circle of Influence

High Influence



Low Influence



Overview of methods

Excerpt of active methods

- From *Public Participation Guide*

- **Dialogue and active participation**
- **Affected and stakeholders invited to interaction and communication**
- **Equal access to pertaining information**
- **Effective methods in a preparatory stage (notice idea phase for solutions)**

- Informasjonsterminaler
- Møtebesøk
- Dør-til-dør-besøk

3. Planleggingsbefaring

- Gåtur/barnetråkk/ungdomstråkk
- Sykkeltråkk
- Rullestoltrilling/-kjøring
- Fotografering

4. Visualiseringsverktøy

- Digitale planverktøy
- Sosiale medier
 - Mobile enheter
 - Nettverksdialog/elektroniske diskusjonsgrupper
- Digitale fortellinger
- Mentale og kognitive kart
- Kultur for lokal deltakelse og engasjement
 - Kunst som arena
 - Idrett som arena

5. Arbeidsgrupper/-verksteder

- Deltakende læringsmetode "Participatory Learning and Action"
- Diversity Icebreaker
- Fokusgruppe
- Idemyldring
- Kreativ problemløsning
- Arbeidsbokmetoden
- Anerkjennende undersøkelse
- Åpent forum
- Kafedialog
- Plansmie
- Teater og fortellinger
- "Planning for Real"

6. Fremtidsmetoder

- Fremtidsverksted
- Scenarioer
- Fremmedkort-scenario
- "Future City Game"



Samarbeid og rådsordninger

1. Samarbeid

- Lokalt samarbeid i et nærrområde (stedsutvikling, områdeutvikling)
- Arbeidsgrupper

2. Borgerpanel

3. Partnerskap

4. Forhandlinger

5. Råd og representasjonsordninger

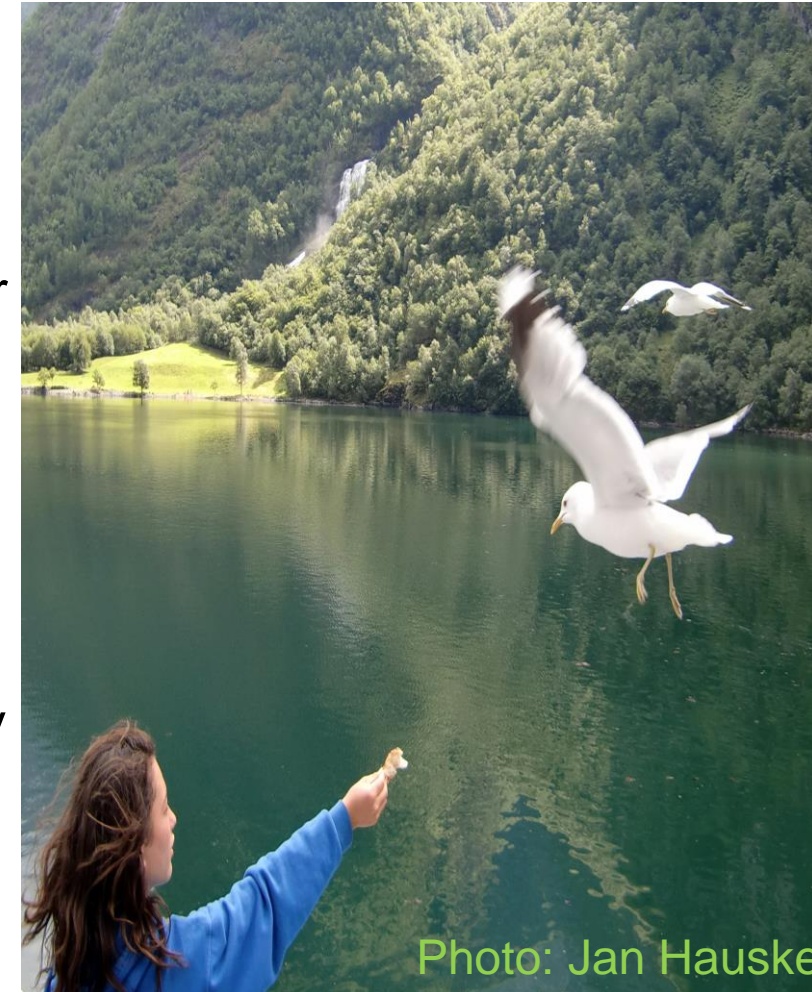


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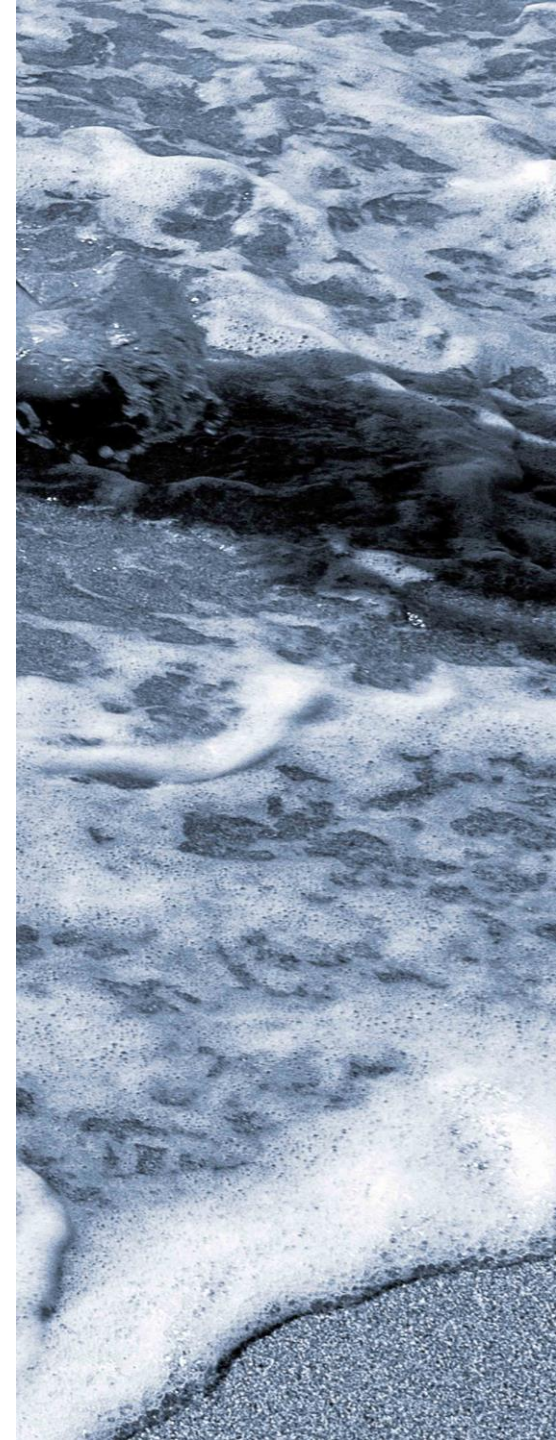
Validity Test with application of social network and social media, Lyngen

- Landscape Analysis as framework for the land-use part of the municipality plan and Validity Test as involving method
- Expert-based data and information on selected landscape areas subject to assessment by the inhabitants
- Areas were defined by "landscape categories" and basis for an electronic questionnaire with commentary option, facilitated on the municipality's website/ facebook. Participatory invitations targetting landowner associations and rural community organisations
- Inputs introduced new elements and provided evaluation of areas from a user's perspective, manifesting the community perceiving of the landscape



Lessons learnt

- Democratising tool and delivering more precise user added information, representing quality-ensuring value in the planning
- Going beyond the hearing and public scrutiny was decisive to reach the target group
- Simplicity and adaption in the communication, ie. adequate wording, well-designed questions and user-functionality of the questionnaires





Thank you for your attention!

National Guide on Public Participation in Planning at www.planning.no