

## InnoUrba Green Paper a best-practice proposal for a Nordic planning procedure

InnoUrba – the Living and Working Environment for the Future



[www.ouka.fi/tekninen/innourba](http://www.ouka.fi/tekninen/innourba)



Skanderborg  
KOMMUNE



norden  
Nordic Innovation Centre

## Index

|     |  |    |
|-----|--|----|
| 1   | <b>Green Paper</b> .....   | 3  |
| 1.1 | What is a Green Paper? .....   | 3  |
| 1.2 | The objective of the Green Paper.....  | 3  |
| 1.3 | InnoUrba Project: background of the Green Paper.....                                 | 3  |
| 2   | <b>Innovation in methods and practices: Case studies</b> .....                       | 3  |
| 2.1 | Urban innovations.....   | 3  |
| 2.2 | Research project CompOSU .....   | 4  |
| 2.3 | Anebjerg Play public event .....   | 5  |
| 2.4 | Ön, quality programme and network for sustainable housing.....                       | 7  |
| 2.5 | Toppila Shore competition – external evaluation, participation and feedback.....     | 9  |
| 3   | <b>Co-operation without borders</b> .....  | 12 |
| 3.1 | Public-private-partnership and public-private-co-operation .....                     | 12 |
| 3.2 | Public tenders .....   | 12 |
| 3.3 | ARKEK – preliminary study on Finnish architecture export 2009 .....                  | 12 |
| 3.4 | Business and market implications .....   | 13 |
| 3.5 | A forum that promotes innovation: Co-operation Network of Sustainable Planning ..... | 14 |
| 4   | <b>Recommendations for the harmonization of land-use planning</b> .....              | 15 |
| 4.1 | Starting and organising a project.....   | 15 |
| 4.2 | Innovative planning methods .....  | 15 |
| 4.3 | Using consultants, alternative plans and architectural competitions .....            | 15 |
| 4.4 | Participation and disseminating information.....                                     | 16 |
| 4.5 | Organising quality .....   | 17 |
| 4.6 | Public procurement.....  | 17 |
| 4.7 | Decision-making.....   | 17 |
| 4.8 | Private companies.....   | 17 |
| 5   | <b>Next steps</b> .....  | 18 |
| 5.1 | Ideas and proposals to be developed in the next project .....                        | 18 |
| 6   | <b>References</b> .....  | 19 |

[www.ouka.fi/tekninen/innourba](http://www.ouka.fi/tekninen/innourba)

## 1 Green Paper

### 1.1 What is a Green Paper?

This Green Paper is one of the main outcomes of InnoUrba project. This Green Paper is considered to act on a wider basis and to work more as a proposition and inspiration on a local level than changing the law.

As a concept, a green paper is normally related to a tentative government report of a proposal without any commitment to action; the first step in changing the law.

A green paper released by the European Commission is a discussion document intended to stimulate, debate and launch a process of consultation, at European level, on a particular topic. It usually presents a range of ideas and is meant to invite interested individuals or organisations to contribute views and information. It may be followed by a white paper, an official set of proposals that is used as a vehicle for their development into law.

Green papers tend to be statements by the government, not of policy already determined, but of propositions put before the whole nation for discussion. They are produced early in the policymaking process, while ministerial proposals are still being formulated.

### 1.2 The objective of the Green Paper

InnoUrba Green Paper is mainly targeted at decision-makers in the Nordic countries, but also planners, constructors, representatives of universities and research organisations, media and anyone interested in land-use planning and implementation.

**The objective of this Green Paper is to open up a policy debate about land-use planning methods and solutions. It is designed to help policy-makers in Nordic Countries from the local to national level recognize the potential of cross-border co-operation and identify ways to support planning and realizing innovative, inspirational and user-friendly living and working environment in a more coordinated and connected way.**

### 1.3 InnoUrba Project: background of the Green Paper

InnoUrba is a project about developing land-use planning methods and solutions for new urban environments in Nordic cities. The project is funded by Nordic Innovation Centre. The objective of the project is to develop land-use planning processes in the Nordic countries so that new innovative operating environments are created and the land-use planning practices evaluated and compared. The project will create a best-practice proposal for a Nordic planning procedure. The project includes three case studies: *Anebjerg* in Skanderborg, *Ön* in Umeå and *Toppila Shore* in Oulu.

Benefits of the project

- innovative, inspirational and user-friendly environment
- best practices for planners and consultants across national borderlines
- increasing the residents' influence on urban development
- cross-border co-operation

Main outcomes

- Green Paper of best practices in planning
- Project implementation through case studies
- Sharing experiences

## 2 Innovation in methods and practices: Case studies

### 2.1 Urban innovations

"Cities must learn to work for their own general good." (Morley et al. 1980 s.9)

An innovation can be understood as an idea, a method or a product that is considered to be new and that can be used in new ways economically or socially. Innovations are often identified with new technologies developed in private companies or as visionary ideas created by genius individuals. Public sector is seldom mentioned as an example in proposing or developing innovative solutions or products.

However, innovation can also take place and it needs to take place in the local administration. According to Landry (Landry 2000), the contemporary discussion of creative cities and creative class calls for urban innovations as the corner stones of success in the global competition between the cities. This means that also the local government has to become initiative in innovation processes.

Innovations related to local government can be categorized to social and cultural, political and administrative, economic and financial, technological, spatial and physical ones. A sustainable local innovation has the following five characteristics: it is socially equitable, economically viable, politically participatory, ecologically sustainable and culturally transferable. (Perlman 1990 s.10) Innovation activities – whether from an institutional, community or jurisdictional standpoint – are based on new perspectives of common problem settings. Innovations involve imaginative leaps capable of carrying beyond existing practices. An innovation has to frequently overcome initial institutional or social resistance during its phase of diffusion. (Morley et al. 1980 s.9) Sometimes the diffusion process of the local innovation turns into a catalytic snowball effect and includes creative leaps of various size, form and significance far beyond the local circumstances. The most successful innovations have the power to cause shifts in the level of meta-paradigm or paradigm.

How do innovations in local administration get born and are diffused? Taking the local level as a starting point, the innovative processes can be classified in three ways: below, above and within (Martinotti 1997 ss.35-37). Innovation from below is linked to grass-root movements like self-organised urban movements that want to promote for example urban issues linked to ecology or built heritage. Grassroots groups and NGOs (non-governmental organisations) appear to be a rich source of innovation. If they are to have a significant impact, they need the acceptance of the local government. Innovation from above means an innovation imposed by the central government. If the governmental impact spans several policy areas, they have the capacity to become powerful innovations. The third type of local innovation – within – means that an innovation is made in the local government. They take the initiative in developing new methods, ideas or products. Innovation within has much to do with sustainable managing of local urban resources, and often responds to the pressures of change.

Innovations in local administration are always bound to their context. Urban innovations do not always mean a major change; they may be small in scale and local in effect. What is innovative for one city may be already common knowledge to another – or it is realized that there is a chance for learning and adapting new ways. If this is done systematically from within, one can talk of benchmarking, meaning systematic search for best practices that lead to superior performance. Benchmarking in local administration can take various forms (Hall & Landry 1997 s.6):

- Co-operation: local administration seeks to share its knowledge and contacts local administrations in other cities in order to do so.
- Competition: local administration compares what and how well it is doing something in comparison with its competitor as well as develops understanding of its own position and practices.
- Collaborations: local administration makes a conscious effort to share knowledge through active joint learning.
- Internal development work: local administration identifies its own best in-house practices and disseminates the knowledge in their organisation.

In the Nordic context the role of the local government is crucial in creating and maintaining urban resources, developing urban environments and creating urban planning methods, ideas and products. The local level innovative decisions are needed in order to incrementally transform the urban practices to meet the challenges of sustainable cities of tomorrow.

## 2.2 Research project CompOSU

The Research project Comparison of the Land Use Planning Processes and Methods Oulu–Skanderborg–Umeå (CompOSU) is a sub-project of InnoUrba. The aim of the research project is to analyse and compare land use planning processes and methods in the cities of Oulu, Skanderborg and Umeå, and to point out good practices especially related to interactive planning. The study report of the first two research phases concentrated on the description of the land use planning systems and practices of the three countries, and it can be found at <http://herkules.oulu.fi/isbn9789514288968/>. The third research phase focused on the analysis and comparison of the local planning processes and case studies. The report can be found at the InnoUrba web page [www.ouka.fi/tekninen/innourba](http://www.ouka.fi/tekninen/innourba). In the research, the innovative planning practices of the case studies were examined. The studied planning methods were: Skanderborg, Anebjerg, interactive planning game; Umeå, Ön, Inter-organisational learning process based on new information technology and network actions; and Oulu, Toppila Shore, International architectural competition.

The innovations in the InnoUrba project have been linked to planning processes, organisation of planning and products of planning. The case of Oulu shows a deliberate way of opening the planning towards private sector and international professionals as well as presents many innovative spatial and architectonic ideas in the competition entries. The case of Skanderborg is an excellent example of a novelty in action where planning is organised so that it has a character of an open innovation process and aims at enhancing birth of sustainable living environment. The network in Umeå has a potential to become a forum that catalyses systemic local change in planning and building practices, as well as one that uses technology innovations – like in the case of Ön – as a part of planning processes in order to rise the quality of the end product: the urban environment.

### 2.3 Anebjerg Play public event

*Method: Interactive planning game*

Anebjerg is located approximately three kilometres east from the city centre of Skanderborg. The area is a part of eastern Jutland's growth zone which forms a string of pearls towards Århus. Anebjerg is a new residential area to be developed between the existing urban areas and green areas. The land is privately owned and used as an agricultural and forest area.



Figure 1. Location of the Anebjerg area and photos from the area.

The aim is to develop Anebjerg in several phases. In addition to the challenge of private ownership, the national interests concerning built-up areas and nature must be considered in planning. One of the cornerstones in planning is to ensure the drinking water resources situated in the area. It was decided that a master plan in which the green areas are mixed with areas reserved for housing, public services and recreation is prepared. First a landscape plan was prepared in a close dialogue with the regional administration and landowners. The plan was completed in 2006 and it was very well approved by the landowners.

Development of the Anebjerg area is connected with Skanderborg's strategic planning aims and visions. In 2007, as a consequence of the Danish municipality reform, the organisation of the municipality changed and new objectives were defined. In order to gather opinions of the citizens on the development strategy of the new municipality a special web page ([www.ideoffensiv.dk](http://www.ideoffensiv.dk)) was established. Nature, recreation possibilities, healthy living and consideration of children were regarded the most important issues in planning among the citizens. These opinions are taken into consideration in the preparation of the master plan and the planning of Anebjerg.



**Figure 2. Landscape plan of the Anebjerg area. The forest/green areas are represented with green polygons.**

Planning of the Anebjerg area is based on intensive co-operation and interaction with the residents, landowners and different interest groups to reach a joint development vision – a healthy and scenic town developed on a sustainable basis. In spring 2008, a co-operation agreement was made with GBL Gruppen to start detailed planning on the basis of the landscape plan. Public participation in the planning process was stressed. GBL Gruppen developed together with the municipal planning authorities a planning game, Anebjerg Play (Anebjergspillet). Results of the game frame the starting points for the master plan.



**Figure 3. A real game situation in Anebjerg Play in November 2008. The landscape plan was used as a game board.**

The aim of the game is to involve residents and other interest groups in planning. The participants of the game are asked to discuss and comment on several challenges and scenarios concerning the development of the area. In addition, the participants are asked to prioritise the initiatives. The game proceeds according to a carefully planned programme and rules. There is a game master who takes care that the game proceeds as planned. The areas to be discussed and study are defined beforehand by the planning authorities. The participants are divided into small groups (e.g., nine persons with a game adviser from the municipality) which consist of different representatives and roles (e.g., a landowner, resident of the area, resident of the nearby area, representatives of different organisations, politicians etc.). There are three game rounds focusing on different issues. The first round is called "a role play" in which a general development view is formulated. The roles of the participants must be changed, for example, a landowner cannot represent him/herself, the perspective must be different. The second round is called "scenarios". There certain areas are studied more closely based on given development scenarios. There may also occur negative scenarios. Now the participants represent themselves and their real world roles. During the third round, the initiatives are prioritised. As a result, the concrete ideas and justified initiatives of the groups are placed on the game board.

The Anebjerg game was realised in November 2008. There were approximately 100 enthusiastic participants playing. All the ideas presented in the game were gathered on the Internet page ([www.ideoffensiv.dk](http://www.ideoffensiv.dk)) where the discussion continued for a couple of weeks. The preparation of the master plan started on the basis of the game results. The master plan is aimed to be completed by October 2009.

The goals and activities of the Anebjerg case relating to the InnoUrba project:

- Test new interaction methods in the planning process.
- Get Nordic contribution to the plans.

Evaluation of the innovations

- The novelty of the Anebjerg play event could be described as high both on local and European levels. The quality of the event was high and it was well prepared and very successful. The significance is proved to be high and the play will be used again in other places in Skanderborg.
- Creation of a new communicative and interactive planning method which is very well linked into the real-life planning process. The method is easily transferable and adaptable into different planning systems and practices / countries.
- Different actors (e.g., politicians, residents, interest groups etc.) are able to learn the basics of planning. Planning process and its phases (e.g., evaluation, prioritization, decision-making etc.) become more understandable.
- Organising an interactive platform where the so called open innovation process can take place.

## 2.4 Ön, quality programme and network for sustainable housing

*Method: Inter-organisational learning process based on new information technology and network actions*

The island of Ön is located in the Umeå river close to the city centre of Umeå. At the moment Ön is a rural area with less than 300 residents. Agriculture, forests, views on the Umeå river and cultural history values characterise Ön. Development of Ön has been discussed for decades. The municipality of Umeå is facing a population growth and new areas for housing and services are needed. Ön offers one of the few possibilities for infill development in the city area. New housing on Ön was first discussed in the context of master planning in 1998. In 2002, there were two initiatives from political parties presented concerning the development of Ön. The council decided that a master plan of the land use of Ön will be prepared with an approach of ecological housing and building.

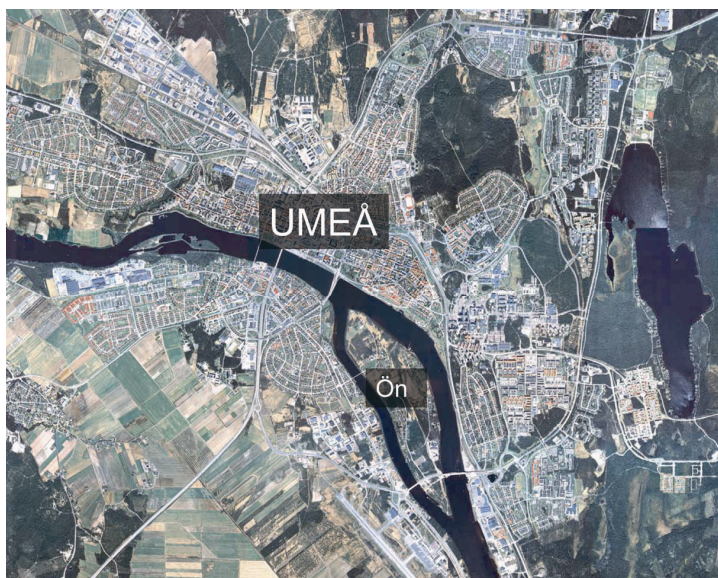


Figure 4. Location of the island of Ön and photos from the area.



The master planning process was started in January 2006 when a co-operation agreement was made with Arken Arkitekter AB. The consultant studied different scenarios based on small, medium, large and extra large development. Workshops and meetings were held with the residents of Ön and different interest groups. In the planning process an instrument called "värderose" (i.e., value rose) developed by the Arken Arkitekter and Ekologigruppen AB was used. The diagram demonstrated the impacts of the four different development densities in the context of social, economical, physical and ecological sustainability. The master plan can be found at <http://www.umea.se/download/18.1a2f41f611f8f82255680006927/%C3%96n%C3%96PL.pdf>.

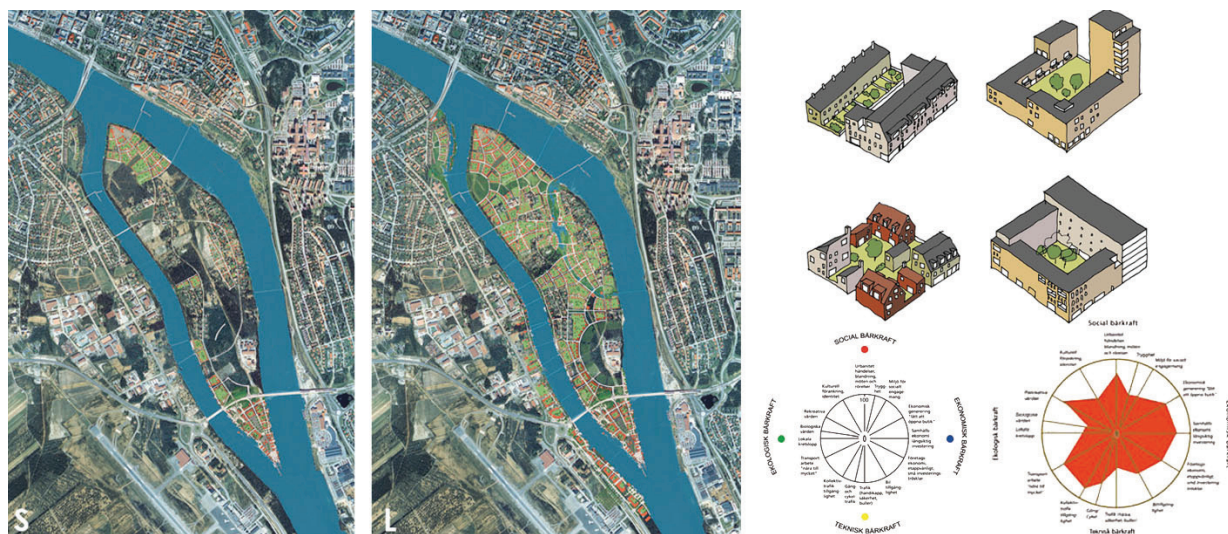


Figure 5. Examples of small and large development scenarios of Ön, typologies and value roses.

The four scenarios were presented to the Municipality board committee for urban planning and commercial relations in October 2006. The scenarios were exhibited in public for four months. Approximately 100 opinions were expressed. In addition to the discussion organised by the municipality, another development proposal by AB Bostaden was presented. Results of the discussion were summarised and issues concerning townscape, traffic and environmental impacts were considered. Umeå municipality’s City Management Office presented two revised development scenarios in May 2007, one with 1400 apartments and another with 2500 apartments. The larger development scenario was decided to be developed further. During October-December 2007, the plan with a physical scale model was set out for public display. In addition, there was a possibility to leave comments on the web page. A part of Ön was presented as a 3D virtual model in Google Earth. 3D visualisation aimed at a new model of communication between the citizens, politicians and planners.

The plan was revised according to the comments. The master plan with environmental impacts assessment was set for public display during May-August 2008. The plan was approved by the municipal council in December 2008.

An evaluation of the communication indicates that the use of the 3-D model has increased the number of citizens who have expressed their thoughts about the planning. The utilisation of new information technology increased the public participation particularly among the young persons. The use of the 3-D model has also made the planning process more transparent and easier to understand.

A seminar concerning ecological planning and sustainable housing was organised in December 2008. In a panel discussion in the seminar decision-makers and local entrepreneurs it could be seen that the interests of the residents, decision-makers and business life in Umeå are quite similar.

Development of Ön will proceed in several phases during the next 15 - 20 twenty years. 3D virtual models are used to present the change (the present situation, in 2011, in 2014, in 2019 and in 2024). Next step in the project is the preparation of the detailed plan based on the master plan.



Figure 6. Development scenario of the north part of Ön presented in the Google Earth 3D virtual model.



A network for sustainable housing and management is prepared by the city of Umeå and several different organisations and interest groups (e.g., planning authorities, construction companies, planners/consultancy from different fields, banks etc.). The network aims to create a meeting place for different actors and to facilitate the flow of information and discussion concerning sustainable housing and management. The network, including municipal planning authorities focuses on inter-organisational learning. The communicative and sustainable development project of Ön is a part of the network actions.

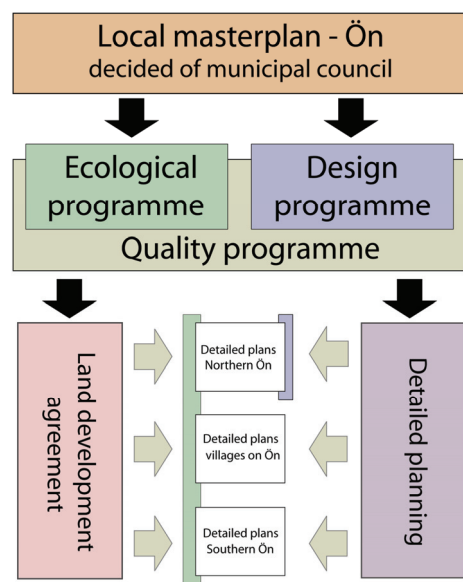


Figure 7. Quality programme for the Ön project.

An environmental and design programme (quality programme) is under preparation for Ön. In the programme, a framework for the network actions concerning Ön will be presented. This procedure aims to ensure the forthcoming ecological planning and sustainable housing of Ön – as a continuous process and agreement between the construction companies, politicians and planners.

The goals and activities of the Ön case relating to the InnoUrba project:

- Find new easy ways to communicate with residents by utilising a Google Earth application.
- Create a sustainable society by ecological planning and building. A design program will cover public space, streets, parks and other green spaces.
- Realise a pilot function, a pathfinder for international entrepreneurs, builders and contractors involving large and small companies and consultants and to gain visibility for the Ön project.

#### Evaluation of the innovations

- The novelty of the Umeå case is evaluated to be locally high, but in the European scale medium since ICT based interaction has in recent years been on the agenda of many cities.
- The network has a very high potential to have a strong, even systemic effect on local practices. The transferability of the network is high: it could easily be adapted to other cities as well.
- The use of the ICT method has widened the number of participants and comments. Different interest groups (e.g. young people) have been reached. This has improved the quality of planning.
- Inter-organisational learning is possible through the network actions. Commitment to the network helps the realisation of the quality issues defined in the earlier planning phase (i.e., a 'continuum' could be created).
- Organising a local professional forum in order to catalyse transform of urban practices.

## 2.5 Toppila Shore competition – external evaluation, participation and feedback

*Method: International architectural competition*

A Nordic invited architectural competition was organised in a residential block located in the Toppila Shore area (Länsi-Toppila). Four architectural offices were invited: two from Finland, one from Sweden and one from Denmark. The competition was organised as a public-private partnership. The initiative was made by the city of Oulu. The city selected a private partner, the construction company SRV Yhtiöt Oyj which organised the competition in co-operation with the city.



**Figure 8. Location of Toppila Shore and photos from the area.**

Toppila Shore area offers an excellent opportunity for densifying the city structure, enhancing the valuable estuary area cityscape and high quality urban living near the waterfront. The city plan of the first area is currently in the preliminary plan phase. The InnoUrba competition area is located on the south side of Toppila Shore, and is included in the first phase of city planning. The objective of the competition was to find a solution as a basis for further development of the area, the city plan proposal and implementation of the area.



**Figure 9. Toppila city plan sketch.**

The InnoUrba Steering Group commented on the proposals during the second InnoUrba Workshop March 12<sup>th</sup>-13<sup>th</sup> 2009 in Umeå. The proposal Toppila Light House got the highest overall rating in the commentary. According to the external evaluation:

- The competition has given a higher quality and new inspiration, and might inspire the planning of other blocks in the area. The four different solutions would never have been presented without an architectural competition.
- The competition only deals with the last part of a planning process; more transparency and dialogue should be involved. It could be better to have a competition in the start of a process – to start on a blank paper. More public influence could be allowed in the competition programme.

The competition proposals were shown for public April 6<sup>th</sup> – 14<sup>th</sup> 2009 in Oulu swimming hall and in the project web page ([www.ouka.fi/tekninen/innourba](http://www.ouka.fi/tekninen/innourba)). This was the first time in Oulu that public opinions could be given during the competition jury evaluation. 113 public opinions were given. The public gave the highest overall rating for the proposal Toppila Light House.

Comments on the proposal:

- Continues well the lines of existing buildings. The plan is closest to the city plan sketch.
- Good cityscape. Looks normal, liveable and cosy.
- The mass and courtyards have been divided into several units with a human scale. The courtyard gives shelter from the weather. City and sea have been combined well.

In addition to evaluating the proposals the public was asked about further planning of the area, and whether the results were successful. A lot of comments on further planning of the area were given, mostly about conditions caused by the northern location the maritime character of the area, greenery areas, and versatile local services. Almost everyone thought that the competition had been successful and more competitions should be arranged.

Comments on the method:

- An architectural competition is a way to get personality and variation to new areas in a city, and also differences to other cities.
- More open architectural competitions should be arranged.
- Comparing the proposals will help with planning the right kind of solution.



Figure 10. Winning entry of the Toppila Shore competition, 'Seasons' by White Arkitekter.

Competition results were announced on April 23<sup>rd</sup> 2009. White Arkitekter from Sweden won the competition. The jury evaluation summary on the winning proposal 'Seasons':

A strong, original and memorable entry with a lot of potential to become a major and memorable townscape focus for the area as well as providing a very liveable and sympathetic neighbourhood for future residents. The architectural language of the scheme would act as a strong catalyst for developing a more appropriate character to this former harbour area than the usual standardized approach of so many new housing developments. Despite some technical challenges the proposal is strong and flexible enough to accept alternative dwelling solutions.

There were no contradictions in the competition jury results, external evaluation or public opinions.

Planning of the competition area will continue now that the construction company and the planner have been brought together. Negotiations on a plan draft have been started between SRV Yhtiöt and the competition winner White Arkitekter in April 2009. Realisation will be done on the basis of the competition in Nordic co-operation.

The goals and activities of the Toppila Shore case relating to the InnoUrba project:

- To test a Nordic architecture competition as a method on a residential area with special values.
- To get fresh ideas for the planning of the buildings and environment.
- To use a Nordic reference group as an external commentator in the evaluation phase.

#### Evaluation of the innovations

- The novelty of invited international competition method is locally high but in the European scale medium since the method has been already tested in some cities. The competition format has though been modified (citizens' interaction, integrating private sector to the competition) in innovative ways.
- The competition entries show high architectonic and urban qualities. The competition format has a high potential to be used again in Oulu, and is easily transferable to other places.
- Development of the evaluation process. Both expert and public opinions have been gathered (on paper and on the Internet pages) and noticed in the process.
- City's courage to test a new method in planning has provided excellent results. This could inspire other cities to organise an international architectural competition.
- Using international expertise in the competition (two of the four competitors, one professional member of the jury).
- Giving a chance for an architectural practice from another Nordic country (one of the competitors).
- Involvement of the private sector in the competition and thus enforcing their commitment to the realisation of the results of the competition.

### 3 Co-operation without borders

#### 3.1 Public-private-partnership and public-private-co-operation

PPP (Public-private-partnership) or public-private-co-operation can be initiated by the municipality or city. For example the development area Kildebjerg Ry in Skanderborg has been organised as a PPP. In Oulu the public-private-co-operation is quite wide especially in the central areas. The co-operation agreement is done covering the planning phase. The land use contracts are used as development tools – setting the implementation phase. The contract includes e.g. goals, principles, surveys, services, maintenance, parking and costs.

#### 3.2 Public tenders

Public tenders are a good and much utilized possibility for companies when entering new foreign markets. However, currently the practices, even on the level of tender documentation required, are very different and in many cases very country or even city specific. Producing the correct documentation for a foreign tender can increase the tendering procedure costs to levels that may hinder or even block completely a company's interest to participate in the procurement. The price levels and work tasks of the planning vary in different countries. Harmonisation of public procurement procedures on land-use planning and construction activities would be a very important step forward and make entering the markets remarkably easier. Naturally the companies have to be of a certain size and level of expertise that internationalization and entering foreign markets possible in general.

#### 3.3 ARKEX – preliminary study on Finnish architecture export 2009

In a recent study ARKEX – preliminary study on Finnish architecture export 2009 the current situation and development needs of exporting architecture have been studied. Results have been compared to the Netherlands, France, Germany and Denmark and four Finnish organisations in the creative field. 12 Finnish architectural offices working with building design and land use planning were interviewed.

Exporting Finnish architecture is at the moment in the hands of only a few (30-40) companies. Export projects range from small (holiday cottages) to large (concert halls, land use plans). The most important means of export include personal networks, competitions and co-operation with local contractors and companies. Export is often considered to be one of the supports to the local main market. According to the interviews both the fees and the risks are higher abroad.

Finnish architecture export is usually done to countries where there are less architects in proportion. Russia and the Baltic countries are the most common, but there are also projects for example in Asia and Africa. The new planning culture is seen as challenging especially in pilot projects. The biggest differences can be found in the architect's responsibilities and bureaucracy. In Nordic countries the planning system is easy to understand and works well.

The possibilities for success in foreign competitive tendering were considered weak. A network for enhancing the possibilities and sharing the expenses on marketing and making tenders was hoped-for.

According to the interviews Finland is still known as a country of architecture, but the old reputation is in need of updating and a new spearhead is required. Also securing the preconditions and developing local markets by opening markets for importing architecture are considered important.

Support offered by the business service system was seen as useful but the bureaucracy and flexibility should be developed. A 'user's guide' with information on local methods, bureaucracy, the planner's responsibilities, practical issues and culture for each country could be created. Also PR and manager activity on the field of architecture was considered important. Existing PR companies are expensive for private companies, and there are no publicity agents in the field of architecture currently.

In the benchmarking countries the Netherlands and Denmark the local architect associations take care of promoting export. In France and Germany there are separate national promoting export organisations. The means of support include marketing, promotion events, arranging exhibitions, seminars and meetings between planners, investors and clients, a public database of planners and their projects. Promoting is funded by ministries, membership fees, donations and sponsors. In the Netherlands the state supports young architects by giving them assignments and the government funds exhibitions and publications.

Finnish organisations in the creative field (Favex, Frame, Neogames and Musex) have done significant progress in export. They organise training, information and marketing campaigns and support their members' participation in professional and marketing events. The organisations are funded mainly by ministries, membership fees and public service organisations like Finpro, TE-keskus and Tekes.

The ARKEX -study suggests the following long and short term means of enhancement for export:

- Creating a strategy for architectural export with development actions and definitions of policy.
- EU Project or individual actions as an enhancement for export, for example a study on prerequisites of starting an export organisation, improving information, supporting participation on architectural competitions.

The ARKEX -study can be found at [www.luotu.fi/sites/default/files/ARKEX%20selvitys%202009.pdf](http://www.luotu.fi/sites/default/files/ARKEX%20selvitys%202009.pdf)

### 3.4 Business and market implications

A market research study on construction and architectural companies about the challenges and markets in Nordic countries was carried out in January – February 2009. The municipality of Umeå prepared the questionnaire for the research. In Oulu and Skanderborg the questionnaire was completed using the Internet. In Umeå the municipality arranged face-to-face discussions with entrepreneurs.

The questionnaire included questions on the following themes:

- Which are the most important factors on committing to expanding markets to other Nordic countries
- What is the effect of different standards, quality requirements and local traditions on setting up business in other Nordic countries
- What is the effect of distance and transportation possibilities on setting up business in other Nordic countries
- How important are the local contacts for success
- What is the most decisive factor for being successful in investing in other Nordic countries
- What could a city/municipality do in order to encourage and facilitate establishing business in other Nordic countries

According to the answers, the most important factors on committing to expanding markets to other Nordic countries include cost level, competitiveness, market-based demand, familiar network and workforce availability. Also the company's own capacity, the capacity utilization rate and the possibilities to increase production volume are important. An already existing strong network of relevant partners is critical if a company wants to enter a new market. For architect companies a competition can be the way to get in to a new market.

It is beneficial to have local partners who are familiar with the national standards and traditions. The Nordic countries have, for the most part, a similar culture and business legislation and are familiar with a functioning payment system. It is decisive to have a good awareness of requirements for being able to deliver, so that no risks need to be taken. However, some answers indicate that some of the information is discovered only when the projects proceed, and sometimes there are big challenges. Public co-operation with institutions in the Nordic countries for conformity would be for a great benefit for the companies so that they would dare to establish new activities.

Local contacts and local awareness were considered very important or decisive in almost all the answers. Local contacts are always essential, also in the home country. One has to know the culture, local techniques and ways of working. In big projects it is decisive to have local co-operator partners. Language can also be a problem.

According to the answers, the most decisive factors for being successful include economic profitability, right timing and resources, right price level (a good mix of product – price), variety of customers and projects, investor deals and good planning and implementation organisation as a whole, being visible on the market, co-operation between the local and own workforce, fast acceptance from the new market and a clear strategy from the company's side combined with sustainability. The basic factors in setting up business that were mentioned in the survey include basic financing, a thorough analysis before establishment, service reliability and persistence. Also a positive vision and support from the home country are considered beneficial.

The measurements a city or municipality could take in order to encourage and facilitate establishing business in other Nordic countries:

- To be a door opener and act as an intermediary to the potential clientele; express a positive willingness that such an establishment is good. A city should recommend the other cities an actor with a good reputation amongst their colleagues. Municipalities that work in bringing out fine reference places/buildings help to make exporting easier for companies.
- It is important to get support from municipalities on the home ground.
- Inviting companies from all Nordic countries for information on the city's possibilities and establishment possibilities for new companies, "selling the city", would be a good way to help exporting. A permanent conference/fair could be created for the purpose.
- Border cities and the big cities of the regions could increase their mutual communication by getting co-operators and creating ready networks. Inviting foreign companies to participate in architectural competitions and to start a business in the city is a good practice.
- Publishing the contract topics also in the other Nordic countries and requiring Nordic co-operation in projects of adequate size (in the limits of EU and national legislation) would be a concrete step forward.

A summary of the survey can be found at [www.ouka.fi/tekninen/innourba/publications/Business\\_summary\\_050509.pdf](http://www.ouka.fi/tekninen/innourba/publications/Business_summary_050509.pdf)

### 3.5 A forum that promotes innovation: Co-operation Network of Sustainable Planning

A temporarily organised network for sustainable housing has worked in Umeå since the spring 2008, mostly with energy questions. During 2009 the network has got more structure and direction through a common vision, objectives and declarations of intent from the members. The network is based on a common initiative from the market and the municipality, and its focus lies on common development of knowledge. Entrepreneurs, construction companies, real estate owners, energy companies, banks, real estate agents, planners and architects contribute to the network. Currently the network has about 50 members and a steering group has been formed by the members.

The network shares knowledge and experiences via an overall vision on building and managing in order to develop a market with a sustainable direction. The declarations of intent from the members create also one proactive development within the sector with activities and projects in a sustainable direction.

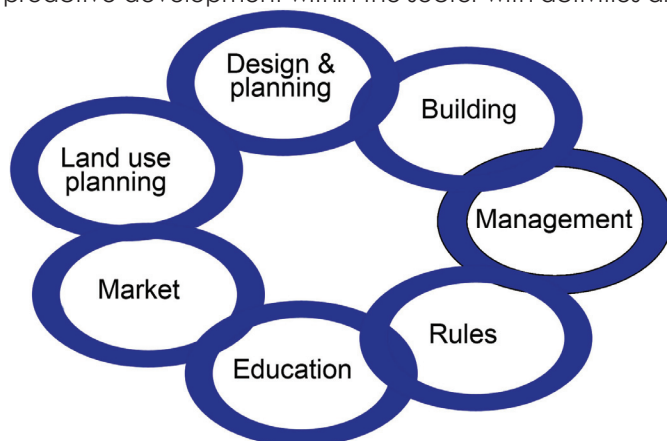


Figure 11. The Co-operation Network of Sustainable Planning.

In the planning of Ö On the network will be used in order to communicate, develop and evaluate the quality programme that is being prepared.

Hopefully the network can inspire other municipalities and organisations to develop similar networks in order to exchange of experiences and inspire each other.

## 4 Recommendations for the harmonization of land-use planning

### 4.1 Starting and organising a project

- Planning based on project work enables interaction and a flow of information between the different departments and organisations. The various interests may be recognized in the early stage of a project.
- Project work and jointly set objectives may quicken the proceeding of a project. The project has a start and an end, according to the time scale of the project.
- It should be recognized that planning is a learning process. There should be enough time for any possible changes in the process.
- Communication between other interest groups, such as neighbouring municipalities, private partners and residents, should be initiated at as early a stage of a project as possible.
- Larger public-private-co-operation projects require a different type of approach, for example, a co-operation agreement or even a development company.
- Co-operation with universities with, for example, research and development projects is recommended.

### 4.2 Innovative planning methods

- The area to be studied through an innovative planning method should be carefully selected. In addition, the method to be used should be carefully considered. It should be noticed that different methods need more resources (e.g., planning/preparation, time and money).
- The use of innovative methods makes the so-called collaborative planning possible. The outcome of the planning process is more acceptable and there may not be resistance as in a normal planning process.
- Varied planning alternatives and new viewpoints may be reached by the use of innovative methods. The quality of planning could be increased.
- Innovative, open and communicative activities could enrich the planning processes and practices (e.g. co-operation with international partners, networking etc.).



Figure 12. The starting meeting and the awards ceremony of the Toppila Shore competition.

### 4.3 Using consultants, alternative plans and architectural competitions

- Guidelines for consultants working with land use ensure the quality of planning. Selection of the consultants should be based primarily on quality and only secondarily on price.
- Consultants could be used also in the realization of the public participation. However, the municipal planner must be the contact person for residents and not become invisible.

- In addition to the legal procedures, the use of alternative plans enriches the study of the planning task. The result could be a synthesis of the best ideas among the alternatives. There should be enough time for discussion.
- Use of the architectural competitions has had good results. To reach the best solution, the planning problem should be clearly defined. Production of several alternative ideas is possible through a competition.
- The Architects' Council of Europe has prepared recommendations for design contests. It is stressed that the awarding of contracts for architectural services must focus on the quality of the service and of the technical offer. The recommendations can be found at [http://safaei/archive/170\\_ACE\\_competition\\_recomm.pdf](http://safaei/archive/170_ACE_competition_recomm.pdf) (more info: [www.ace-cae.org](http://www.ace-cae.org))
- Rules for architectural competitions by the Finnish National Association of Architects, 2007, can be found at [http://safaei/archive/170\\_Competition\\_rules\\_2008\\_ENG.pdf](http://safaei/archive/170_Competition_rules_2008_ENG.pdf)
- In some cases a limited competition could be utilized. The Finnish National Association of Architects has prepared rules for this kind of competition. This kind of competition enables the organiser to look for plan alternatives in a short time for an area where planning is just starting, and requires less resources from participants as the necessary competition documents are limited, for example 2-4 A3-size panels. A typical competition period could be 4-8 weeks and the evaluation period 3-4 weeks.
- Whenever a consultant is working abroad, a local contact, for example an architectural office, is useful.



Figure 13. Anebjerger Play public event.

#### 4.4 Participation and disseminating information

- In addition to the legal procedures, additional methods could be used. Participation through the Internet has been a success. The participation and information flow should be initiated in an early stage of a project – otherwise the information comes too late.
- The master plan level should involve more participation. A challenge is how to make the master planning phase more inviting and relevant to the local people.
- When creating new web-based interaction forms, the amount of compulsory identification, which is often seen as a barrier, should be cut to a minimum. Participation must be made quick and easy.
- Visualisation of the plans, for example with 3-dimensional models created with a tool like Google Earth, helps to understand the plans, eases communication between residents, planners and decision-makers and increases public interaction.
- The innovative methods improve the participation and reaching the ordinary people. The Internet has proved to be a good instrument but a mixture of methods should be used (i.e., normal/traditional information and innovative methods).
- Consultants could also be used in the process interaction with the public.
- The timing of innovative planning methods should be carefully planned, for example, how the participation is organised in relation to the proceeding of the planning project. The method and results based on it are more useful if the method is used in an early planning phase. It should be carefully defined how the results of the method are going to be used in planning. There should be a 'continuum'.
- An event like Anebjerger Play (see chapter 2.3) is a good way to encourage citizens to participate.



- The use of innovative methods improves real-time participation and interaction. The organisers should inform the participants about the proceeding of the planning process – how the results of the interactive planning method are used, how the development proceeds etc.
- The response to the public participation should be quick and justified.

#### 4.5 Organising quality

- The linkage of planning and building supervision has made possible the construction of a good quality living environment. The quality of the implementation phase should also be regarded, for example, by guiding plans and guidelines for construction.
- A steering group of the construction phase can be named to ensure the guidance of a specific area.
- In PPP (Public-private-partnership) cases, there should be made quality agreements.
- Quality consists also of well-being of the planners. There should be a possibility to develop one's professional skills, as well as, the operation of the organisation.

#### 4.6 Public procurement

- Harmonisation of public procurement procedures on land-use planning and construction activities would be a very important step forward and make entering the markets remarkably easier.
- The evaluation criteria used in public procurement should be made transparent and equal for international participants, e.g. the quality criteria applied to planners should be explained in detail.
- Considering public procurement and language, if there is a common will to open the Nordic markets for planners and designers, the procurement documentation should include at least a summary of the contents in more than one language.
- The technologies used in planning in different cities should be interoperable and the background material should be flexible enough to be processed in different applications (base maps etc.)

#### 4.7 Decision-making

- Jointly made decisions and guiding planning strategies (e.g. implementation programme and a settlements strategy) make the planning actions easier. It is significant that the political decision-making is in line with the land use planning strategies. Hence, the development of the land use planning is foreseeable and controllable.
- The role of a municipality or a city in taking the initiative to use new planning methods is significant. For example, establishing international relationships may make new planning projects possible.
- A city or a municipality can act as the initiator in an innovative project, and should take advantage of the possibility. It requires looking outside one's own organisation; networking and including private partners. It is easier to understand private companies when the municipality or city understands internationalisation.
- Internationalisation should be a strong part of the field of know-how in land use planning. The personnel of the municipality or the city should have a wide knowledge on international projects.
- Border cities and the big cities of the regions could increase their mutual communication by getting co-operators and creating ready networks. Publishing the planning and contract topics also in the other Nordic countries and to require Nordic co-operation in projects of adequate size (in the limits of EU and national legislation) would be a concrete step in Nordic co-operation.
- Recommending local consultants, planners and constructors in other Nordic countries will help to create Nordic networks and ease the planning work.
- Maximizing the possibilities for public participation in an interesting way can be made possible by ensuring sufficient resources for planning in the appropriate phase.
- The city planning personnel could disseminate information on open tenders to their Nordic collaborators in other cities through informal networks.
- All recommendations mentioned also in chapters 4.1-4.4 are influenced by decision-making.

#### 4.8 Private companies

- Construction companies could promote internationalisation by organising competitions in co-operation with municipalities and contribute to export e.g. by favouring and recommending planners from their countries in international projects.
- Companies could contact the municipalities more freely with development ideas and projects right at the beginning of projects.



Figure 14. Workshops on the planning of Ön.

## 5 Next steps

### 5.1 Ideas and proposals to be developed in the next project

The next project will be highly beneficial as all the good practices can be combined and tried in practice. A new project is a good way to make sure the ideas found in the InnoUrba project will not be forgotten. Preparations for a new project could be started in 2010. It has been found that in the next project the following steps should be taken:

#### 1. Organisation

- The project should have 3 - 5 partner cities or municipalities.
- Ministries (Ministry of Employment and the Economy, Ministry of the Environment) and environmental centres should be involved in the project from the beginning as a link to legislation.
- Public-private partnerships would allow wider possibilities for entrepreneurship. Land use planning should lead to good business in the implementation phase.
- Oulu and Umeå have made a co-operation agreement, and a contract is being prepared with Skanderborg. Co-operation includes for example yearly meetings, study trips and staff exchange. Co-operation agreement practice should be introduced to the possible new partners.

#### 2. Case studies

- Working with case studies is a good way to make sure that the ideas will be realized.
- Case studies should be somewhat similar; in the same phase of planning and similar in the size of the planning area.
- Analysis on further development in InnoUrba case studies would help to set the goals for the next project.

#### 3. Public participation

- Public participation should be tested with an event like Anebjerg Play (see chapter 2.3) in an early phase of planning. The same game rules should apply for all the case studies, but scenarios could be different according to local conditions.
- To maximize gathering local knowledge and public interest for participation, case studies of planning projects in the starting phase should be selected.
- A possibility for public commentary on the architectural competition or alternative plans should be arranged.
- Consultants could also be used in the process of interaction with the public.

#### 4. Architectural competition / alternative plans

- A Nordic architectural competition should be organised to make sure that all the possibilities for cross-border co-operation and internationalisation are utilized.
- The organiser can be the municipality / city or a public-private-partnership where the municipality / city is one of the partners. The municipality / city can have a strong role in selecting the competitors.
- A limited competition (see chapter 4.2) could be utilized.
- An accurate competition programme is crucial for having successful results. The competition programmes should be compared.



Figure 15. InnoUrba Workshops.

#### 5. Network of sustainable housing and management

- The network could be joined by the cities and municipalities participating in the next project.
- The case studies could be presented to the network during the project for external evaluation. Presentation could be for example in the beginning and after plan drafts have been made.

#### 6. Funding

- Funding programmes and providers that will be taken into account when planning the next project include Nordic Innovation Centre, EU Interreg IVB and IVC programmes, EU 7th Framework Programme for Research and Development, and also other EU instruments directed at international co-operation.
- Also different funding instruments offered by ministries in the partner countries will be taken into consideration.

## 6 References

Chapter 2.1:

Hall, P. & Landry, C. (1997). *Innovative and Sustainable Cities*. European Foundation for the Improvement of Living and Working Conditions, Ireland.

Landry, C. (2000). *The Creative City – a Toolkit for Urban Innovators*. Earthscan Publications.

Martinotti, G. (1997). *Perceiving, Conceiving, Achieving the Sustainable City. A Synthesis Report*. European Foundation for the Improvement of Living and Working Conditions, Ireland.

Morley, D., Proudfoot, S. & Burns, T. (eds.) (1980). *Making the Cities Work. The Dynamics of Urban Innovations*. Croom Helm, London.

Perlman, J.E. (1990). "A dual strategy for deliberate social changes in cities." *Cities*. Vol.7 no. 1 pp. 3-15.

**Pictures:**

- Front cover: White Arkitekter AB / Arken Arkitekter AB, Municipality of Umeå / GBL Gruppen, Municipality of Skanderborg
- Figure 1. Municipality of Skanderborg
- Figure 2. GBL Gruppen, Municipality of Skanderborg
- Figure 3. Municipality of Skanderborg
- Figure 4. Municipality of Umeå
- Figure 5. Arken Arkitekter AB, Municipality of Umeå
- Figure 6. Arken Arkitekter AB, Municipality of Umeå
- Figure 7. Municipality of Umeå
- Figure 8. City of Oulu / Timo Lajunen
- Figure 9. Arkkitehdit M3 Oy, City of Oulu
- Figure 10. White Arkitekter AB
- Figure 11. Municipality of Umeå
- Figure 12. City of Oulu / Jere Klami
- Figure 13. City of Oulu / Virpi Rajala
- Figure 14. Municipality of Umeå
- Figure 15. City of Oulu / Jere Klami

**InnoUrba Project:**

InnoUrba Project Manager Jere Klami, City Planning Architect, City of Oulu, technical centre

University of Oulu, Department of Architecture, Laboratory of Planning & Urban Design

Helka-Liisa Hentilä, Professor, Head of Department  
Leena Soudunsaari, Architect, Researcher

InnoUrba Steering Group and Project Group

City of Oulu Kaija Puhakka, City Surveyor, Chairman, technical centre  
Matti Karhula, City Planning Manager, technical centre  
Sari Matinheikki, Programme Coordinator, Innovations and Marketing

Municipality of Umeå Olle Forsgren, City Architect  
Christer Johansson, Administrator for building permits  
Tomas Strömberg, City Planner  
Stina Fahlgren, City Planner

Municipality of Skanderborg Bente Hornbæk, Head of Planning and Business Development  
Inger Espersen, Town and Landscape Planner  
Jens Mastrup, Kildebjerg Ry Ltd

Administrative consultant Heidi Ruuska, EU-Project Coordinator, Oy Culmentor Ltd.

[www.ouka.fi/tekninen/innourba](http://www.ouka.fi/tekninen/innourba)