

# Vision, objectives and strategies for the regional development of Stockholm

## Programme for a new Regional Development Plan (RUFS 2010)

REPORT 16:2007

**The Office of Regional Planning and Urban Transportation (RTK) is responsible** for regional planning, overall traffic planning and regional development issues in the County of Stockholm. RTK works under the mandate of the Regional Planning and Urban Transportation Committee (RTN) and is part of Stockholm County Council.

**RTK helps to develop the Stockholm region** through development planning which is based on expert knowledge and on cooperation and communication leading to a common approach to regional development among stakeholders in the region. RTK and RTN are to ensure that conditions are in place and take the initiative to ensure that the overall vision and focus of planning in line with the current Regional Development Plan for the County of Stockholm (RUF5 2001) becomes reality. At the same time work is underway to draw up a new Regional Development Plan (RUF5 2010).

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# Preface

At the meeting of May 24<sup>th</sup>, the Regional Planning and Urban Transportation Committee (RTN) decided on the vision, objectives and strategies for regional development and the programme for a new Regional Development Plan for the Stockholm region (RUFS 2010). The new plan is intended as the replacement of the current plan RUFS 2001.

The final development plan will express the overall intentions for the region. The emphasis has therefore been placed on conducting a dialogue of the vision and the objectives and strategies around which the region's stakeholders can unite and how the ongoing planning work is to be run. Three rounds of consultation have been carried out with the goal of establishing common ground that matches the desires and expectations of stakeholders in the region, while also meeting formal requirements. This will create preconditions for effective and coordinated development work in the region.

It is important that the new development plan – like RUFS 2001 – gains the status both of a regional plan under the Planning and Building Act (PBA) and of a regional development programme (RDP) under the Ordinance governing Regional Development Work. The County Council is the regional planning body and the County Administrative Board is formally responsible for drawing up a regional development programme (RDP) for the county. Integrating the work of the County Administrative Board on the RDP with regional planning means the county gains a coherent development plan.

We look forward to working with you in the ongoing planning process.

Stockholm, May 2007

Erik Langby

Chairman of the Regional Planning and Urban Transportation Committee

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# Introduction

The County Council Assembly has commissioned the Regional Planning and Urban Transportation Committee (RTN) to draw up a new Regional Development Plan for the Stockholm region. The plan is scheduled to be finalised by 2010. This document reports the results of the programming and strategy phase.

The vision, objectives and strategies for the region have been drawn up, as has a programme for the planning work which is now underway. The goal is for a new draft of the Regional Development Plan for the Stockholm region (RUFS 2010) to be released to consultation by summer 2008.

While the new plan is being made, RUFS 2001, whose relevance was assessed in an actuality review in 2005, will continue to apply. The conclusion of the actuality report was that the current RUFS 2001 continues to be generally relevant. It should therefore act as an important starting point for work on the new plan. However, there is also a need to extend and supplement the development plan. In the directive adopted in March 2006 the Regional Planning and Urban Transportation Committee commissioned its administrative office to draw up a new plan.

Regional development planning is carried out in close cooperation with stakeholders in the region. Proposals for the vision, objectives and strategies for the region and the programme for the planning work have been drawn up through a wide-ranging process. This document concludes with a report of the results and conclusions of this process.

# Vision, objectives and strategies for the region

## The vision:

### Europe's most attractive metropolitan region

The Stockholm region is to be a good region in which to live and work. The region is to be attractive to visit. It must have favourable conditions for running many different kinds of activities.

In an international context, the Stockholm region is attractive and draws in new residents, visitors and investors. However, our region is less well-known than many comparable metropolitan regions in Europe and the world. If the rest of the world is to view the Stockholm region as attractive, its residents themselves must feel a sense of pride in their region and express this. The initial situation is favourable, with a good living environment, a strong economy and an innovative commercial climate. With confidence we are capable of rising to the long-term challenges.



## Challenges we face

A long-term perspective, of approximately 40 years, is relevant for our vision, objectives and strategies. The vision, objectives and strategies for the region are based on the following long-term challenges faced by the Stockholm region:

- Enabling population growth and simultaneously improving the region's environment and the health of its inhabitants
- Being a small metropolitan region and simultaneously an international leader
- Increasing security in the region at a time when the world is being seen as increasingly unsafe
- Reducing climate impact while also facilitating accessibility to enable economic growth
- Meeting the shortfall in building even as demand continues to grow
- Opening up the region while also reducing exclusion

*(Read more about the challenges and the programming team's work on developing these on pages 52–57)*

## **The region where people desire to work and live in the future!**

The Stockholm region will develop thanks to the people who live and work here and through those who visit the region. For the residents, a good living environment, openness and accessibility are clearly essential to the region's attractiveness.

However, these are factors which can be offered by many other metropolitan regions. We therefore need to continue to work on our specific circumstances – strengths and weaknesses. The relatively large proportion of inhabitants with a foreign background offers exciting diversity and makes openness and accessibility particularly important. Young people need access to education and work as well as a region which is dynamic and open to new trends and ideas. For those who work here – entrepreneurs, researchers and investors – a competitive innovative environment, secure investments and high accessibility are of the utmost importance. But again, these are offered by most metropolitan regions.

Our prominent position in the knowledge economy puts us in a class of our own. Efficient management of natural resources can also play a role in creating new business opportunities. Excellent opportunities to experience the countryside and enjoy outdoor recreation in the region should be turned into a competitive advantage. Modern companies want to be able to offer their employees and customers an interesting environment as part of their business strategy.

Sweden and the Stockholm region in particular has been an attractive destination for tourists and visitors, amid tough competition with a number of other cities. The secret behind our success may be the combination of attractive features. The Stockholm region is seen as a beautiful region which is ahead of the field in many respects, and, at the same time, is a manageable size.

However, for this region to become the most attractive offering general well-being and beautiful surroundings is not enough. The region must also have a strong identity.

Identity, attitude and emotion are what are likely to attract active older and younger, often experience-oriented, generations. Inhabitants, entrepreneurs, researchers and visitors have different characteristics and different needs. The objectives which will help us to achieve the vision reflect the values which, taken as a whole, express how we together can develop an already attractive metropolitan region into the most attractive region in Europe.

## **Comparison as encouragement and a value measurement**

The region's attractiveness can clearly be seen in the identity and spirit developed and exuded by its inhabitants and businesses. However, attractiveness can also be reflected by comparisons with other metropolitan regions. The Stockholm region works with and bears comparison with metropolitan regions around the world. In some respects, however, the underlying conditions vary considerably. The vision has therefore been restricted to the European perspective.

Today the Stockholm region is one of the 20 largest metropolitan regions in Europe in terms of population. One characteristic feature of the region is its peripheral location on the outskirts of Europe but also its central position in the Baltic Sea region. This gives the

Stockholm region specific conditions for development. Other metropolitan regions have different characteristics, e.g. their central location in Europe or a huge population.

In order to achieve our vision, we must determine which metropolitan regions it is relevant to compare ourselves with. This choice can be made on the basis of size, geographical location or economic and demographic structure, for example. These kinds of comparisons with metropolitan regions in Europe with similar conditions provide a good value measurement of the position of the Stockholm region. It is important to see these kinds of comparisons as a means of encouraging improvements in the region's development and not as a competition with other metropolitan regions. The Baltic Sea region and Europe as a whole will benefit from all the regions improving their conditions for development. This should also take place amid cooperation between the regions, partly in order to improve accessibility, efficient use of resources and innovation and partly to learn from each other's experiences.

## The objectives contribute to the region's attractiveness

The attractiveness of a region is expressed in a number of characteristics and values. In order to successfully steer development work, the most important values need to be highlighted in objectives. Four objectives viewed in combination express the attractiveness the region needs to be characterised by. Below we present the objectives and their content together with some indications of the current status regarding each objective.

### Objective – An open and accessible region

Openness to new ideas and social diversity characterises the region, which is cohesive and integrated. Inhabitants have rich opportunities for development irrespective of gender, age, genderual orientation, disability, and social and ethnic background. Accessibility is high both within the region and to and from other regions in Sweden and abroad.

#### Indications of the situation in 2007

Compared with other capital city regions, the Stockholm region is in ninth place in terms of population growth. From a European perspective the Stockholm region has very high international diversity measured as the proportion of inhabitants with a foreign background, and different languages, religions and ethnicity. Compared with the majority of metropolitan regions in Europe, the region has a high rate of labour market participation among both women and men, but the labour market is highly gender-segregated. The employment rate and level of pay is considerably lower for those born abroad than for the rest of the population. There is also ethnic and social segregation in the housing market and major gender-segregation in education.

International accessibility is not as good as in other metropolitan regions, partly because of the region's distance from major markets and partly because the region is not an important node in the European airport system. The region's transport system has not developed in line with population and economic growth. Investment in transport infrastructure is low in international terms.

## **Objective – A leading growth region**

The region has an environment which promotes dynamism and innovation and inspires people to start and develop businesses. The region has high employment rates, is knowledge-intense and has strong entrepreneurship. This ensures that the conditions are there for providing satisfying jobs for the region's inhabitants and for prominent players in research, business, culture and society to operate here.

### **Indications of the situation in 2007**

The Stockholm region is the twentieth richest metropolitan region in the EU (measured as regional gross domestic product per capita adjusted for purchasing power). It has one of the highest rates of investment in research and development among metropolitan regions. The region also scores highly in terms of the number of patent applications. The region also has one of the largest populations with a university degree, but when it comes to post-graduate qualifications, the region is considerably lower down the table compared with other metropolitan regions. The region is not as successful in the innovation sector as it is in R&D. The region performs worse than most other metropolitan regions when it comes to commercialising the extensive expertise available in the region. The region stands out by being the only peripheral metropolitan region which is an important location for international corporate headquarters.

## **Objective – A region with a good living environment**

The living environment is characterised by clean air and clean water and by a pleasant, safe and healthy residential environment with high scenic value. There is strong social cohesion where people trust each other and feel close to each other. Quality of life is high. There is a wide range of housing, jobs, education, services and culture on offer which more than meets demand and suits different lifestyles. Beautiful countryside on the doorstep, rich in animal and plant life, provides a wide range of opportunities for outdoor recreation. The living environment is designed to cope with changes in climate. The sense of security is high and integration between those born abroad and those born in Sweden is good. There is rich cultural variation. There is a wide range of high quality cultural activities on offer.

### **Indications of the situation in 2007**

According to a study (Urban Audit Perception Study) covering the inhabitants of 31 European cities, 95 percent of those interviewed in Stockholm were satisfied or mostly satisfied with life in the city, putting Stockholm in eighth place among the cities studied. Stockholm comes in twelfth when inhabitants assess their opportunity of finding a job easily, but is almost in last place when it comes to finding good housing at a reasonable price. On the other hand, inhabitants rate Stockholm highly on safety, cleanliness and low air pollution. The region is one of the top-scoring regions in these areas. Inhabitants are less satisfied with public communications. Here the region is ranked somewhere in the middle. Stockholm's residents are clearly dissatisfied with integration between those born in Sweden and those born abroad. Stockholm has the highest number of inhabitants who think that immigrants are not well-integrated into society. The opposite is true of inhabitants' assessment of green areas and cultural facilities, where Stockholm comes in first place.

Employment has begun to rise once more in recent years. However, the difference in the employment rate of those born in Sweden and those born abroad is very high, also seen from an international perspective. Worrying trends include worsening health among young women. An increasing number of young people are also excluded from education and the job market – this number is high also in an international context.

## **Objective – A resource-efficient region**

It is easy to live and work in the region. Inhabitants' needs are met efficiently and there is high participation in the labour market. The region's spatial structure and its transport, education and utilities infrastructure lead to an efficient use of natural and social resources. The different parts of the region are integrated and linked to each other in a way which ensures that their total potential is realised. Efficiency means low emissions of greenhouse gases and polluting substances.

### **Indications of the situation in 2007**

The region's size and high population density cause a great deal of traffic and environmental pollution. Compared with other regions which are similar in size, the Stockholm region has low emissions of substances which disturb or harm the environment. The region has low emissions of carbon dioxide per capita and these are falling slightly, but as a result of population growth, the county's total emissions of greenhouse gases are increasing. In general the air meets the EU's environmental quality standards. However, they are exceeded on some streets which experience heavy traffic.

The region has comparatively high employment among both women and men, but the labour market is highly gender-segregated. There is a lack of labour in several areas, and a risk that this will increase once those born in the 1940s reach retirement age.

## **Mutually reinforcing objectives**

The four objectives together cover economic, social and environmental issues, which provides breadth in terms of development aims – a breadth which is necessary from the point of view of sustainability. The objectives largely reinforce each other. If we succeed in developing a region which is resource-efficient, this will contribute towards the objectives for an “open and accessible region” and “a good living environment”. However, the objectives also contain aims which are difficult to achieve simultaneously. For example, it is difficult to reconcile greater accessibility with lower emissions of greenhouse gases. External developments as well as weaknesses and problems in the region itself influence our opportunities for achieving these objectives. This ties in with the challenges presented. These are dealt with in the regional development strategies, which set out the ways of reaching the objectives and eventually the vision.

*(The sustainability perspective as the starting point for development work and the way this perspective is incorporated in the planning process (e.g public health and equal opportunities) is described in more detail on pages 45–47).*

## Strategies – ways of achieving the objectives

Strategies are needed which answer the question of how the objectives are to be achieved and which act as a pointer for development work in the region as a whole. The main task of the strategies is to provide guidance as to how the challenges facing the region can be tackled. The strategies must be seen as a whole; they cover different aspects of what needs to be done to achieve the objectives. One strategy, for example, addresses the importance of the spatial structure for regional development. Other strategies – e.g., enhancing life chances and developing ideas, renewal and innovation – are primarily focused on social and economic conditions. The strategies are interdependent and – when their implementation is coordinated – mutually reinforce each other. The strategy for developing ideas presupposes, for example, that the education system has the correct capacity and quality and that people are able to fulfil their potential, which is carried out within the framework of other strategies.

### Strategy – Safeguard assets to meet future needs

Managing natural resources. Managing and developing cultural and environmental assets and assets in the built environment. Developing effective utilities infrastructure and transport systems which reduce climate impact.

The strategy is to manage the region's natural resources (land, water and energy resources) and to make the utilities infrastructure (water, waste water, waste and energy) and the transport systems for people and goods more efficient and more climate-friendly so as to reduce pressure on land, air and water and the impact on the health of the region's inhabitants. The region's cultural and environmental assets and scenic value and its built environment must be managed and developed in order to create a good living environment.

The strategy meets the challenges of enabling population growth and simultaneously improving the region's environment and the health of its inhabitants, and of reducing climate impact while also facilitating accessibility to enable economic growth.

The motivation behind the strategy is that economic growth and a growing population combined with increased energy prices and increased climate impact will demand more efficient use of resources in the Stockholm region. The spatial structure in the region, with densely populated areas, rich access to clean water and major natural and cultural assets, together with the investments made in infrastructure, provide an excellent starting point for implementing the strategy.

Water supplies must be guaranteed in the long term. The region's land resources must be managed such that cultural and environmental assets are safeguarded and so that long-term needs for a variety of purposes can be met efficiently. Energy for heating is to continue to move toward being based to a greater extent on renewable energy sources to reduce the climate impact of the region. The region's excellent district heating infrastructure is to be exploited to a greater extent. The utilities infrastructure is to be adapted to ongoing changes in climate and become more robust. Use of the transport system is to be made more efficient, partly through a range of incentives and fares.

Through cooperation with other regions in the Baltic Sea area, the region will enter into agreements and implement measures leading to a considerable reduction in environmentally harmful emissions in the Baltic Sea.

## Strategy – Increase sustainable capacity and quality in strategic areas

Increasing capacity and quality primarily in the transport and education systems and the housing sector.

The strategy is partly to manage and develop existing capital and resources in these strategic areas and partly to remove lack of capacity and quality problems. The strategy is to lead to increased capacity and greater quality, primarily in the transport and education systems and to increased housing to meet short and long-term needs. The strategy meets all six of the challenges.

The motivation behind the strategy is that development of the regions is being inhibited by the fact that the transport apparatus, the housing stock and the education system have not kept pace with the increase in population. In addition, quality is poor in certain respects, e.g., poor educational results in schools, and neglected and unhealthy residential environments.

In the transport system we need to develop resource-efficient solutions and create effective links between different transport types. International links in the transport system are also to be improved. The transport system of the future must be developed so as to ensure that it is less dependent on fossil fuels.

In the education sector quality is to be increased partly through greater efficiency and provision which is better tailored to the demands of the labour market. Cooperation between schools and industry is to be boosted.

In the housing sector we will seek to provide a varied range of housing, offering a safe environment, varying forms of tenure and tailoring to different groups, e.g. young people and the elderly. Less attractive areas are to be developed into good environments in which to live. Building new homes will help to increase the attractiveness of these areas. We will promote making the building and planning process more efficient in order to reduce construction costs and reduce the time taken to complete housing projects.

Interaction with the state is required in order to put in place stable rules which offer an incentive for investment in greater capacity and high quality. It is particularly important that national policy takes the special conditions of the metropolitan region into account. One example is the need for alternative ways of funding and organising the major projects to increase the capacity and quality which are necessary in a metropolitan region. It is equally important to put in place efficient processes for implementing plans and initiatives.

## Strategy – Develop a multi-core spatial structure with dense zones

Seeking to ensure spatial concentration of housing, businesses and functions within a greater regional perspective through a multi-core structure with high density.

The strategy is to develop a multi-core spatial structure with densely populated zones in which people, businesses and functions are concentrated. This promotes the efficient use of resources, accessibility and dynamism. The strategy supports the development of valuable cultural and natural environments – including the green wedges – by concentrating new building work in particular areas. The strategy also involves expanding the functional region and better coordinating development work in a larger region. The expanded functional region will also bring with it the advantage of a large and differentiated labour market.

The strategy meets all the challenges previously set out, although the challenge of increasing security in the region at a time when the world is being seen as increasingly unsafe will be met to a lesser extent.

The motivation behind the strategy is that population growth in the Stockholm region and the neighbouring counties will go hand in hand with greater demand for land for building, and for transport and utilities infrastructure. This demand must be channelled so as to promote development and social values without threatening environmental assets. The fact that the region partly has a dense, multi-core settlement structure means that there are excellent opportunities to develop an already efficient spatial structure further.

The structure of the transport system is crucial to developing a multi-core, densely populated spatial structure. Well-situated, densely populated and accessible areas – cores – are to be developed in the intersections between radial and transverse parts of the transport network. The transport system is to be developed so as to support a multi-core and densely populated structure. The planning of housing and communications is to be coordinated. The cores are to be developed so as to become safe environments with the characteristics of a town, which are attractive places to live and work. The cores will also fulfil a function as innovative environments. The central regional core is a major resource for the region and for Sweden as a whole. This vital resource must be protected and developed.

The location of activities in the region (new business start-ups, education, culture, technical infrastructure, services and the public sector) is to be stimulated so as to support a multi-core structure.

The green areas close to the densely populated cores and other natural and cultural environments are to be protected and developed to the greatest possible extent so as to contribute towards the environmental assets of the region and improve the health of its inhabitants. Urban sprawl is to be combated.

The transport system and the fares system, as well as well-developed information and communication systems, are central tools for underpinning regional enlargement. Communications between the larger towns in East-Central Sweden need to be developed so that they are better able to function as complementary nodes in a network.

## Strategy – Strengthen cohesion

Reinforcing processes for a cohesive region with social and cultural diversity – breaking with segregating processes.

The strategy is to reinforce the integrating processes which are underway or, where this is insufficient, initiate new processes to keep the region together. Geographical accessibility between the different parts of the region must be increased and meeting places created. The strategy is also to break with those processes, primarily in the education and labour market, which lead to the social, ethnic and geographical segregation of its inhabitants. Social and cultural diversity must be supported in these markets and in different parts of the region.

The strategy meets all the challenges in different ways; it is likely that the strongest link will be with the challenge of opening up the region while also reducing exclusion.

The motivation behind the strategy is the processes which create increased segregation in the region, including in the labour market and the housing market and in education. Strengthening the position of immigrants in the labour market is particularly important. Segregation in the housing market and social imbalance are other problems motivating the strategy.

Developing social capital – trust between people – is crucial to boosting cohesion in the region. Social capital is to be reinforced by creating more meeting places to support contact between people from different backgrounds. Social capital is also generated in bridging institutions such as workplaces, voluntary organisations and schools. Processes and social arenas which can play a role in boosting social capital must be identified and supported.

Processes in the housing market which lead to segregation must be reversed so that housing instead contributes towards integration. The main cause of ethnic segregation in the housing market is the majority population avoiding settling in areas which are considered to be “immigrant areas”. The attractiveness of these areas therefore needs to be improved in order to also attract the majority population. Housing provision in the various parts of the region must be diversified and widened to support diversity and integration.

In higher education there is considerable social imbalance. People from a working class background go on to higher education to a lesser extent, which affects their work and income in later life. It is necessary to achieve more even recruitment. One important factor is thus to improve access to higher education.

Cohesion between different parts of the region must be improved. The existing housing and transport infrastructure provides a basis for keeping the region together through good accessibility, primarily to the centre of the region. However, the availability of and access to different activities in – and between – other parts of the region also needs to be improved.

A region must be created in which all the parts have excellent development opportunities. Preconditions for development must be improved in those parts of the region where needs are greatest and where investment will have the greatest benefit.

## Strategy – Promote personal growth

Bridging and removing barriers so that people can achieve their potential.

The strategy is to remove various kinds of barriers. These may be linked to gender, age, disability, sexual orientation or social and ethnic background. However, they may also involve deficiencies and barriers which affect everyone. All inhabitants must be able to realise their chances in life and achieve their potential.

This strategy primarily meets the challenges of opening up the region while also reducing exclusion and of meeting the shortfall in building even as demand continues to grow, and also the challenge of reducing climate impact while also facilitating accessibility to enable economic growth.

The motivation behind the strategy is that the region's inhabitants are its foremost resource. The region's attractiveness depends on inhabitants feeling that they have opportunities for development. Many inhabitants in the Stockholm region are unable to participate in society on the same terms as others due to visible and invisible barriers. They are excluded from the labour market, do not receive a salary corresponding to their expertise, are unable to exploit their expertise or have few social contacts. For example, there are major differences between those born in Sweden and immigrants, and between men and women. Poor life chances can have effects in the form of ill-health and exclusion. The potential for economic growth is not realised when everyone's expertise is not exploited.

The barriers experienced by inhabitants must be removed to enable them to increase and exploit their expertise. It is necessary to design systems which value and recognise expertise irrespective of origin, gender, age, disability, sexual orientation or social and ethnic background. It is also necessary to combat gender-based education choices which subsequently lead to a gender-segregated labour market.

Barriers to entering the labour market and the housing market must be reduced. In an open region, all forms of discrimination must cease. Particularly vulnerable are groups which risk being discriminated against on several grounds, for example on grounds of gender and ethnicity. Discrimination affects the individual's opportunities as well as the region's opportunities for achieving an effective supply of labour.

Exchanges and contacts between inhabitants must be supported with the aim of creating stronger social networks. It is particularly important to create meeting places where people with different backgrounds can meet and forge contacts. Stronger social networks and participation are also important in improving public health.

Many of the areas termed "vulnerable" have in common the fact that they are isolated from their immediate surroundings. They have good links to the regional centre but poor links to areas with a different social profile. This results in a physical restriction of people's life chances, in the sense of social exchanges, which could be improved by transport and physical infrastructure.

## Strategy – Develop ideas, renewal and innovation

Creating general preconditions and robust environments for renewal, innovation and entrepreneurship.

The strategy is to focus on the general preconditions for renewal and innovation. Today's favourable conditions, e.g. the strong scientific system, advanced markets, a function as an international meeting place and the high level of expertise, must be developed.

The strategy primarily meets the challenge of being a small metropolitan region while at the same time seeking to be an international leader, as well as the challenge of opening up the region while also reducing exclusion.

The motivation behind the strategy is that the Stockholm region must gather together its resources to survive amid global competition and thus take on a leading role despite its limited resources. There are deficiencies in the innovative environment, partly when it comes to commercialisation. The Stockholm region does, however, have its strengths, including research and development, a highly educated population, highly developed scientific systems and prominent multinational businesses, which make it well placed to successfully implement this strategy. One essential prerequisite is openness to new ideas and impulses from abroad and from inhabitants with a foreign background in the region.

Highlighting the general prerequisites for creating an attractive innovative environment will make it possible to adapt the strategy to those ideas and innovations which are competitive in the market. Strategic public initiatives must work hand in hand with the focus and prioritisations of the players in the market. Processes for commercialising ideas and innovations must be developed. A good commercial climate must be created and entrepreneurship and effective management promoted.

The region must exploit its central location in the Baltic Sea region and the attractiveness this offers for the location of foreign companies' corporate headquarters and development operations for the market in the Baltic Sea region and Northern Europe.

# Programme for planning work

## Purpose of the programme

The programme for the planning work

- is based on the vision, objectives and strategies for the region,
- provides guidelines for the planning process, and
- sets out the formal requirements and long-term assessments on which the planning is based.

## Development planning improves attractiveness

Regional development planning is to make a vital contribution to realising the vision of the Stockholm region as Europe's most attractive metropolitan region. Development planning focuses on long-term perspectives and offers an arena in which many stakeholders can join forces to carry out this development work together. Development planning needs to change in pace with changes in the outside world, new challenges and the new needs of the region's inhabitants and many stakeholders. At the same time our region has a tradition and an awareness of the conditions which are appropriate for long-term physical planning and cooperation. Work on the current plan RUFS 2001 provided valuable experience in development issues. Work on a new development plan demands both continuity and innovation.

## Greater cooperation and clearer implementation

Regional development planning is to act as a tool to create effective and coordinated regional development work. Stakeholders in the region need to work together to a greater extent on a number of different issues and mobilise the resources the region has to offer. When many people are involved, the planning process must highlight important links and exploit synergies, and provide guidance in the event of conflicting objectives and opposing interests. The planning work is to be carried out in forms which help to make things happen: planning must identify and bring together key stakeholders capable of driving issues forwards. Win-win situations must be striven for.

The development plan is to be an umbrella for the region's development work, irrespective of which stakeholder is behind the work in question. It is an instrument for the region's stakeholders to use in their work – individually and together – on offensive initiatives. It is to provide a foundation for sub-regional cooperation, municipal comprehensive and detailed planning at municipal level and for measures in other types of inter-municipal and cross-border cooperation, as well as for discussions and negotiations with state bodies. The plan must also demonstrate how central national objectives can be achieved in the region. On some issues, the plan will have to adopt a position on the focus development work is to take. On other issues it must provide a basis on which other stakeholders can take up a position.

It is an advantage that ongoing RUFS work is taking place in parallel with Sweden's national infrastructure planning and the regional transport and infrastructure project "On the right track". Transport planning and town planning must be coordinated. The plan is

an important basis for creating a coherent approach among decision-makers in the region, but can become even better by further supporting processes between key stakeholders to implement the plan. One problem in the current RUFS is that implementation of initiatives under the plan is not guaranteed. A stronger link between implementation and planning is desirable. Work on the programme has been based on three time perspectives, 40, 20 and 10 years. In the shorter time perspective of up to 10 years the planning work is to offer an arena for identifying strategic development areas which are prioritised for implementation and in which action plans can be developed. The 10-year perspective also provides better links to many development processes, such as the structural fund periods.

## Underlying conditions for planning work

It is not possible to predict the future for the next 40 years. We need to be prepared for different development paths. Relevant long-term assessments and awareness of changes in the outside world are therefore important underlying conditions for planning work.

### Population growth set to continue

The problems of capacity in the transport and housing sectors and in the education system are due to a failure to expand and adapt the social system to the major population growth of recent decades and also to financial restrictions in the 1990s. The region must manage to meet the shortfall in building at the same time as relatively strong population growth is increasing demand. According to current predictions, the population in the County of Stockholm is expected to increase by between 220,000 and 325,000 by the year 2020 and by between 315,000 and 535,000 by 2030. In East-Central Sweden as a whole (the counties of Stockholm, Uppsala, Sörmland, Västmanland, Örebro, Gävleborg and Östergötland) predictions indicate population growth of between 290,000 and 410,000 people up to 2020 and between 420,000 and 670,000 people by 2030. According to the highest prognoses this would mean just over 2.4 million inhabitants in the County of Stockholm and almost 4.4 million inhabitants in East-Central Sweden as a whole by 2030. The region will face at least the same capacity problem as in the past few decades. In addition the numbers of children and young people will vary considerably, requiring adaptation in many sectors, primarily in the education system.

### Global economy

Globalisation is nothing new, but has reached a historic high in the 21st century. Foreign trade and multinational companies have long been established forms of commerce between different economies. Internationalisation is so prevalent that the global economy has been fundamentally transformed. Direct investment and the financial economy are taking on increasing importance. Multinational companies can now be found in almost all sectors. New production and supplier networks across national boundaries are expanding fast. More and more sectors, including the research and service sectors, are being opened up to foreign competition. Another factor in globalisation is the role of developing countries in the global economy. In concrete terms these countries are helping to increase the labour force, initially in manufacturing but also in the service sector. It is likely that within five to ten years China will be the world's largest exporter of goods. Indian expansion is primarily seen in the service sector, e.g. in information and communication

technology (ICT). For the Stockholm region these changes in the outside world can have the following consequences:

- They can change the underlying conditions for the Stockholm region as a centre for decision-making, research, innovation and industry. Competition to become a “centre” is increasing between similar regions primarily within the OECD area.
- Competition from China and India is also increasing, e.g. in ICT, for services which can be carried out using ICT and for subcontractors in the manufacturing industry. Increased start-ups, for instance software development in China and India, can also be predicted, as can an increasing interest on the part of Asian companies in purchasing Swedish companies.
- Exporters of investment products are gaining access to larger markets in China and India. The increasing standard of living in Asia is going hand in hand with a growing consumer market for differentiated brands. In addition we will soon be seeing an increase in the production of services, in the Chinese economy in particular.
- Increased travel flows from Asia to Europe, for business and pleasure.

## Climate change and energy

Global climate change is affecting living conditions around the world. A rise in temperature of only a few degrees can have a major impact on agriculture and forestry, social structures, the economy and the ecosystem. Scope for tackling these problems is shrinking all the time in terms of time and finances. The main cause of climate change is the combustion of fossil fuels. Industrial countries are currently responsible for 80 percent of global carbon dioxide emissions. Given the fast economic growth in China and India, for example, competition for oil, natural gas and raw materials has particularly increased in recent years. Despite short-term price fluctuations, oil is set to become more expensive in the future thanks to greater demand and lower availability. Compared with other industrialised nations, Sweden today has low carbon dioxide emissions in total, per inhabitant and in relation to GNP. Energy policy up to now, with a large amount of energy derived from hydroelectric power and nuclear power, has played a major role in reducing carbon dioxide emissions. As far as Sweden is concerned, climate change is judged to involve increased precipitation and more extreme weather, resulting in an increased risk of flooding, although periods of drought and water shortages cannot be excluded. At the same time, the agriculture and forestry industries in the Nordic countries may see an improvement in growing conditions. It is difficult to tell with any greater accuracy what the results and effects of climate change will be in the long term. Possible changes include:

- Greater risk of flooding in low-lying areas of the region, but also a risk of drought and low water in Lake Mälaren, which may lead to increased salt water intrusion.
- The transport system and the housing market in Stockholm will be affected by rising energy costs.
- Changes in the region’s energy supply may create changed needs for physical infrastructure for bringing in and distributing solid and liquid fuel.
- “Climate refugees” and increased tourism primarily from Southern Europe.

## Social tension and changed values

Social tension and values are affected by the way in which inhabitants experience change and events in their world and the world around them. Social tensions which can currently be seen as a threat are firstly between those “for” versus those “against” a multi-ethnic society, and secondly between the generations as the burden placed on the younger generation for supporting the older generation grows.

Events and changes in the outside world can also affect social cohesion and prevailing values. Terrorism, global conflicts and the spread of diseases such as tuberculosis, malaria and HIV and the growth of organised international crime threaten to place society under strain. Seen as a whole, events of this nature can create a feeling of insecurity, which can lead to inhabitants attempting to recreate security and safety by sealing themselves off to a greater extent – in a region, or in a social or ethnic group. This could result in greater social tension between groups.

However, it is not certain that an apparently unsafe outside world will create social unease in the Stockholm region. Cohesion may even improve, if the region can be characterised by a reduction in social and ethnic segregation right from the start.

New lifestyle trends, which are often universal among young people in large cities in the rich western world, can influence development in the region in that many young inhabitants change their attitudes and values regarding work, leisure and society. Individualism can become prominent and group allegiances change quickly. At the same time a community of shared values can grow up around the concept of diversity. Potential changes include:

- Changes in lifestyle and the creation of identity which can lead to new forms of segregation with the division being between the generations and groups with different lifestyles – it is important to live with people who have the “right” lifestyle.
- Particular jobs are ruled out because they do not fit in with the selected lifestyle.
- Consumption patterns and views of leisure and experiences may change in quantitative and qualitative terms.
- Changes in lifestyle can also lead to a focus on renewal, which boosts dynamism and innovation, thus promoting development in the region.

## The planning work

### The function of the plan

The function of the regional development plan in summary:

The plan is to:

- act as an umbrella for regional development work and a tool for the region’s stakeholders in working together within the larger functional region of East-Central Sweden.
- set out the vision, objectives and strategies which, taken together, provide guidelines for the focus and priorities of work towards sustainable regional development.

- clarify potential conflicts between objectives and conflicts of interest and point out positions or a basis for how such conflicts are to be resolved in order to reach a position.
- provide facts, forecasts and analyses regarding physical structure and regional development issues.
- point out approaches for regional coordination of land and water use and for localising housing and facilities.
- address national objectives which are relevant for the region and issues concerning cooperation between and within national, regional and municipal bodies.
- provide a basis for and act as a pointer for strategic planning at sub-regional and municipal level.
- point out the actions which must be taken within the framework of regional development planning and which must be taken within other sub-programmes and processes.
- be able to be monitored in terms of measures and results and processes and state how this monitoring is to be carried out.

One key function for the development plan is to express the overall intentions of the region and specify the region's aims and interests in relation to the aims and interests of the state. This thus gives the state a basis for prioritising national initiatives in the region.

At the same time it is important that the new development plan – like RUFS 2001 – gains the status both of a regional plan under the Planning and Building Act (PBA) and of a regional development programme (RDP) under the Ordinance governing Regional Development Work. RUFS as a whole is a regional plan under the PBA. In the County of Stockholm, the County Administrative Board is responsible for drawing up regional development programmes (RDP). The County Administrative Board and the County Council have agreed that RUFS 2001 constitutes the RDP for the County of Stockholm. The new plan is to be drawn up and necessary agreements entered into so that it can also constitute an RDP.

The PBA and the Ordinance governing Regional Development Work set requirements in terms of content and the process. In terms of factual content, the PBA states that the regional plan "...may, if it is of importance for the region, indicate fundamental features of the use of land and water areas and recommend principles for the location of buildings and constructions...". Furthermore, national interests and certain general interests are to be taken into account in planning. The Ordinance governing Regional Development Work does not regulate the factual content but emphasises the importance of taking into account national objectives in the regional development programme and stating the focus and prioritisation of work towards sustainable regional development. The focus of planning should primarily be guided by the interests and needs of the region, with the national objectives being taken into account in relation to these interests and needs.

The programme for the planning work starts out from formal requirements governing the process under the PBA, in which the stages of planning work are guided by the requirements of consultation and exhibition. The RDP sets other requirements for the process:

- National coordination and local and regional cooperation for sustainable regional growth.
- Cooperation is not only to involve the national bodies responsible for the region. The programme must also be drawn up “in consultation with municipalities and county councils, businesses, organisations and the government agencies concerned”.
- Cooperation with other counties is also to be taken into account.

## Geographical and time perspective

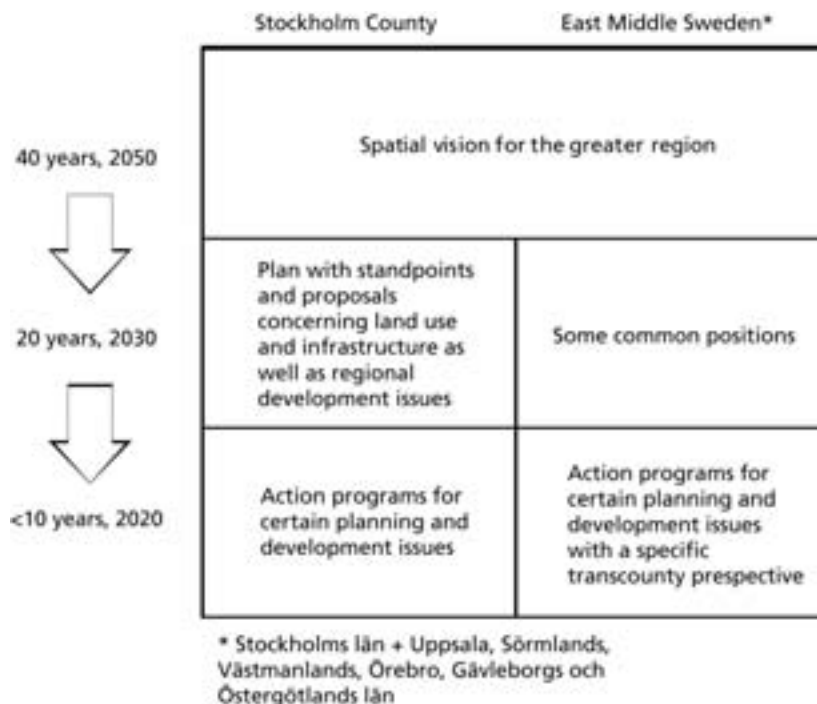
The Stockholm region and its neighbouring counties cooperate and exchange experiences extensively. This is particularly the case between Stockholm and the adjoining counties of Uppsala and Sörmland, parts of which form part of the same functional labour market region. However, there are also considerable functional links with the counties of Västmanland, Örebro, Gävleborg and Östergötland, as well as natural links, for example in water catchment areas. It is these kinds of links which should form the basis of planning and development work rather than administrative boundaries. This is irrespective of the formal division into regions today and in the future. The new regional development plan must be capable of dealing with more factors outside the formal county boundary than RUFS 2001. At the same time, Stockholm County Council, as the regional planning body, is only responsible for the administrative area of the County of Stockholm. The function of a regional development programme (RDP) is also based on existing counties but requires consultation with adjoining counties. This means that the formal decision on the new regional development plan, as the situation is today, can only apply to the current County of Stockholm.

The new development plan should address three time perspectives:

- A long-term perspective of approximately 40 years. This time perspective is relevant for developing a target view of the spatial structure in East-Central Sweden.
- A mid-term perspective of approximately 20 years. In this time perspective, which is partly related to the comprehensive land use planning carried out by the municipalities, positions regarding key planning and development issues are assessed.
- A short-term perspective of up to 10 years. In this time perspective the presented implementation of prioritised measures will be assessed.

All three time perspectives are to reflect the vision, objectives and strategies. Here there are expectations of considerable unanimity in the county and also cooperation with the adjoining counties and the whole of East-Central Sweden. Secondly, the process must lead to positions being adopted on prioritised planning and development issues. Here the relevant time perspective is judged to be approximately 20 years, i.e. up to 2030. The starting point is the County of Stockholm. For planning and development issues with a wider geographical perspective, a coherent approach across county boundaries is sought. Thirdly, the process is to lead to action plans with identified measures for particular planning and development issues. The time perspective for an action plan should be a maximum of 10 years, i.e. up to 2020. Action plans may be included in a new RUFS but may also be independent if this is judged to be more appropriate. The starting point for action plans is the county, but in cases regarding issues with a broader geographical perspective, action plans too should be able to be run across county boundaries.

The three time perspectives and the two geographical perspectives are summed up in the diagram below:



## The planning process

It is important to the quality of the plan that all the relevant prerequisites and perspectives are taken into account. Sustainable development is a given and common starting point for regional development planning. Planning for sustainable development is characterised by a holistic approach and a long-term view, paying particular attention to the region's robustness and adaptability in the face of new situations and challenges. Another important aspect is that planning work is run in a manner characterised by openness and a willingness to actively seek cooperation across sectoral boundaries in order to clarify key links, resolve any conflicts between objectives and identify synergies.

### Working methods and process objectives

In order to ensure a holistic approach and thus be able to make the right decisions, many stakeholders must be given the opportunity to participate and contribute. The aim is for a wide range of stakeholders to benefit themselves from participating in working on the plan and in the next stage sharing responsibility for implementing the plan. In order to be able to meet the needs of many stakeholders (partly expressed in the up-to-dateness review of the current RUFs 2001) and increasing demands made of development planning, work needs to be organised and run on a process-oriented basis. This means that development planning is to incorporate a chain of activities in a way which creates value for stakeholders in the region. Process-orientation focuses on the main process – of achieving the vision for the region of becoming Europe's most attractive metropolitan region.

## **Objectives of the process**

### *Overall objective:*

- Establish effective and coordinated development work in the region.

This objective indicates that cooperation and work methods shall persevere regardless of regional organisational change, fluctuations in the economy or intermediate periods in the development planning.

### *Process objectives*

- Draw up a regional development plan which is seen as a shared plan and is of great value to the development work.

A development plan is to focus on the core tasks in the region's development, set out a common way of working and build important values for the region's stakeholders into its structure.

- Develop models for implementation and ongoing improvements.

When many stakeholders take responsibility for the whole, this enables models to be identified for implementing the development plan. In the concrete work of realising the development plan there must be scope for ongoing improvements to the development work and openness to realising new ideas. The integrated sustainability process also offers opportunities for analysing different alternatives and evaluating the planning work in different steps.

## **Stakeholders in the process and roles at strategic level**

The Regional Planning and Urban Transportation Committee (RTN) leads work on the new regional development plan. The Office of Regional Planning and Urban Transportation (RTK) runs the process at strategic level in conjunction with the County Administrative Board and the management of the municipalities in order to ensure a joint process and joint responsibility. During the process, the County Administrative Board, as the body which is formally responsible for the Regional Development Programme (RDP), will reach the necessary decisions in parallel with the Regional Planning and Urban Transportation Committee.

## **Stakeholders and roles at operative level**

In order to implement the programme for the planning work, planning teams will be formed to implement planning tasks linked to various combinations of issues. The composition of the teams will be determined by the nature of the planning tasks. Great emphasis will be placed on making use of existing constellations in the region. The teams will have clearly defined mandates and be provided with the expert and process support they need in order to fulfil their mandates.

In order to ensure a holistic approach, two coordinating teams will be set up. Their task is to ensure that the vision, objectives and strategies are borne out throughout the planning work and that different issues are seen in their entirety, taking into account synergies as well as conflicts. The coordinating teams also have an important task in terms of ensuring that the steps in the integrated sustainability process are followed and that the result of the environmental assessment is integrated in the development plan.

In addition to the planning and coordinating teams, RTK will continue the extensive dialogue rounds established during the programming and strategy phase. Stakeholders invited to participate in dialogue will continue to include municipal officials, the Vice Chancellors' Conference, administrative and company managers within Stockholm County Council, government bodies, interest organisations and regional councils or equivalent in surrounding counties. In the planning phase sub-regional cooperation, cooperation between zones and groupings gathered around functional issues, will be offered opportunities to contribute to the planning work.

The views of different groups in society of the current situation and the future are important as guidance for the planning work. The dialogue with entrepreneurs and young people initiated during the programming and strategy phase will be extended during the planning work. Entrepreneurs and inhabitants have pointed out key development areas for their lives and businesses in the region. As the planning work addresses more concrete questions, the forms which dialogue takes can be developed in a way which gives entrepreneurs and inhabitants the opportunity to become involved and influence questions which are relevant to their everyday lives.

### **An integrated sustainability process**

The integrated sustainability process partly involves thinking from several perspectives in advance and planning for future generations and partly involves subsequently examining the result. This requires that objectives and development aims are clear, such that the focus of planning and proposed measures can be related to and evaluated against them.

Sustainable development is not a final objective but is more to do with development which ensures that the region:

- manages capital and resources for future generations,
- retains and develops desirable and necessary features,
- maintains and develops robustness and adaptability.

Within the framework of the integrated sustainability process, a formal environmental assessment is also to be carried out.

In order to safeguard a holistic approach and long-term view in planning, the planning work will be structured so as to follow the model for an integrated sustainability process. This model consists of four steps: analysis of the current situation, description of the desired future situation, testing and monitoring, which are carried out both consecutively and in parallel. This provides opportunities to carry out repeated evaluations of different alternatives and make choices and adjust the proposed plan step by step.

*Survey and analysis of the current situation:* Status description, analysis of development, producing long-term demographic and economic assessments and a needs inventory (problems, challenges, opportunities).

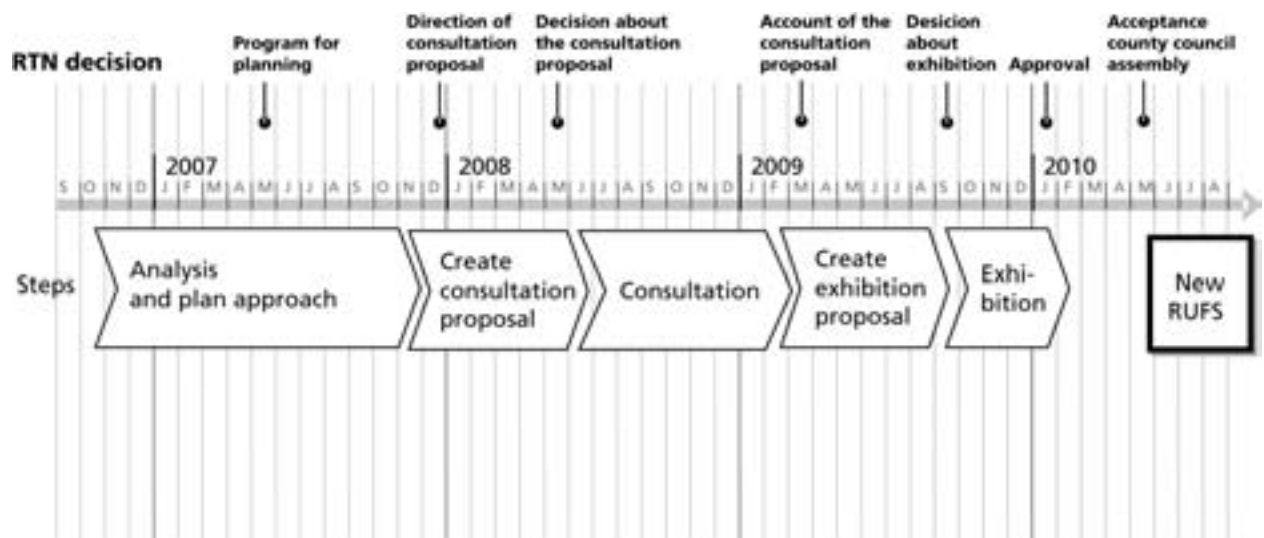
*Description of potential and desirable future:* Developing planning and development initiatives based on demographic and economic assumptions and the vision, objectives and strategies for the region's desired development.

*Testing alternatives:* Producing alternatives on the basis of these efforts and evaluating whether the objectives have been met and the consequences from a sustainability perspective.

*Finalising the plan:* Drawing up alternative physical structural proposals and proposals regarding regional development issues, after modifying the objectives if required. This is followed by a further evaluation of whether the alternative objectives have been met and the consequences, including an environmental impact assessment. The proposed plan then becomes the subject of consultation and an exhibition proposal is then drawn up on the basis of this consultation.

*Monitoring and ongoing learning:* Monitoring measures, processes and results leads to lessons being learned ahead of a new planning round.

## Phases and results in the planning work



### Phase 1: In-depth analyses and developing approaches (up to December 2007)

Result: Conclusions of testing different alternative approaches. Proposed decision on the focus of phase 2.

**Long-term assessments:** The office works on and completes the work of drawing up long-term assessments of population and employment trends at county level and potential development in the respective municipalities in the County of Stockholm. Points of view are drawn up on the basis of the dialogue carried out by the office in spring 2007 with civil servants in the municipalities within the County of Stockholm. A dialogue is also carried out with civil servants in the adjoining counties.

*Delivery:* The long-term assessments are drawn up to provide an initial value for models, geographical analyses and the planning and development approaches. The long-term assessments will be finally agreed during a dialogue round with the executive boards of the county's municipalities, among others, in January/February 2008 (see phase 2).

**Planning and development approaches:** The office and the planning and coordinating teams formed will draw up planning and development work supported by the focus stated

in the programme for the planning work. Work on this will be structured in a way which enables alternative proposals to be presented during the consultation process.

*Delivery:* The first task of the planning and coordinating teams is to point out concrete planning objectives and approaches during autumn 2007 to form the basis for dialogue. They will subsequently expand these in more depth. The integrated sustainability process is to incorporate analysis and evaluation of how well the planning and development approaches correspond to the region's vision, objectives and strategies and the criteria for sustainable regional development.

**Environmental assessment:** An environmental assessment under the Environmental Code is to begin with consultation to determine the limits of the assessment. Consultation takes place in conjunction with communicating the vision, objectives, strategies and the programme for the planning work to the region's stakeholders following the decision of the committee. The result of the consultation will form the basis for the environmental assessment carried out in phase 2.

*Delivery:* Consultation report regarding the delimitation of the environmental assessment and the decision of RTN and the County Administrative Board regarding carrying out an environmental assessment and its scope.

**Decision on the focus of the consultation proposal:** The work is to lead to a proposal for a decision by RTN on the focus of work on the consultation proposal and consultation. RTN is to set out the main alternatives which are to be developed based on the evaluation of the various approaches.

*Delivery:* The office submits to RTN a proposal for a focus decision which is to contain:

- a concrete version (adjusted if necessary) of the region's vision, objectives and strategies for the planning work in the form of proposed planning objectives and positions which the plan is to present,
- proposals and justification for choices on key regional development issues and principles and the focus of the region's physical structure,
- a report of outline alternative proposals for physical structure,
- the focus of a spatial target view for the larger region.

## Phase 2: Drawing up consultation proposal (December 2007 – May 2008)

Result: Proposed development plan for consultation.

### **More in-depth underlying data and dialogue ahead of the consultation proposal:**

RTN's decision on focus forms the basis of additional work and modifications to the planning approaches and alternative proposals. The planning and coordinating teams draw up underlying data for a dialogue in the region during January/February 2007. This timescale enables the submission of opinions which can influence the final consultation proposal. The relevance of the planning and development proposals drawn up in relation to the objectives is the focus of the dialogue.

*Delivery:* Dialogue is carried out with the executive boards of the County of Stockholm's municipalities, the County Administrative Board, government agencies, regional councils, etc. during January/February 2008. The dialogue is focused on the outline

proposals for physical structure and the central choices made on different development issues. The relevance of the outline proposals and choices provides an indirect test and final determination of the long-term assessments. The dialogue also enables alternatives to be tested, as an important part of the integrated sustainability process including environmental assessment. The dialogue round also provides an opportunity to introduce arguments concerning possible areas where action plans can/should be drawn up.

**Drawing up the consultation proposal:** The office works on the opinions from the dialogue round (Jan/Feb) and completes the planning work with a view towards drawing up a consultation proposal in May 2008. The consultation proposal is the first document which shows the direction the final plan will eventually have.

*Delivery:* Proposed consultation document with proposed environmental impact assessment for a decision by RTN.

**Decision on consultation.** Phase two ends with a decision by RTN to commence consultation on the proposed plan and the proposed environmental impact assessment.

*Delivery:* Decision on consultation.

### **Phase 3: Consultation (June 2008 – March 2009, with circulation from June – November 2008)**

**Result:** Completed consultation documented in a consultation report.

**Consultation period, formal circulation:** Consultation on the proposed plan takes place through formal circulation over six months (June – November 2008). Consultation also includes the environmental impact assessment, which is part of the integrated sustainability process. During this period, all stakeholders will be given the opportunity to state their opinion of the proposed plan. During the consultation period, information meetings and dialogue seminars will be held to the extent necessary to ensure that the consultation process is an open and shared experience for the region's stakeholders.

*Delivery:* Consultation document and consultation management which enables the region's stakeholders to take on board the consultation proposal and submit informed opinions.

**Consultation period – additional steps in the implementation dialogue:** In parallel with the consultation process, the office will continue the dialogue on potential action plans, on the basis of the ideas presented in January/February 2008.

**Consultation report:** The office collates and analyses the result in a consultation report setting out how the stakeholders' opinions have been taken into account and how they influence the proposed regional development plan or the justification for an opinion not being adopted within the framework of the development plan.

*Delivery:* Phase 3 ends with RTN adopting a position on the consultation report and deciding the focus for drawing up the exhibition proposal.

## Phase 4: Prepare an exhibition proposal (March 2009 – September 2009)

Result: Final proposed regional development plan.

**Produce the exhibition proposal.** The final proposed plan is drawn up on the basis of the consultation report plus supplementary underlying data. The region's stakeholders are involved in the work on the exhibition proposal and given the opportunity to contribute at dialogue conferences.

*Delivery:* Phase 4 ends with a decision by RTN on the exhibition of the final proposed plan.

## Phase 5: Exhibition (October 2009 – January 2010)

Result: Opinions which RTN and the County Council Assembly are to take into account in their decision to approve and adopt the plan.

**Exhibition:** The plan is exhibited for three months at various locations in the region. The plan is sent out for consultation to all those who took part in the planning work. After the exhibition, opinions will be examined and processed in relation to the final plan. The County Administrative Board's statement will form part of the final plan.

*Delivery:* Phase 5 ends with the County Council Assembly examining the regional development plan after RTN has approved the proposed plan together with the separate summary of environmental aspects. The regional plan gains legal status after examination by the government where necessary.

## Content of the plan

### **Planning and development issues in one context**

RUFS 2001 was the first regional plan to address both strategic development issues and physical planning – a regional development plan. This has paved the way for a cohesive and integrated approach to planning and development issues. In this coming plan, the region's physical structures and different types of functional links will be addressed from a holistic perspective. Ongoing regional enlargement also makes it only natural to incorporate a perspective which transcends county boundaries.

The planning process is to lead to decisions being reached concerning the spatial structure and to adopting strategic positions on important planning and development issues.

### **The strategies coordinate different issues and provide guidance through the planning process**

During the programming and strategy phase, the vision, objectives and strategies for the region's total development work have been drawn up. These are to act as pointers for the regional development plan.

This section focuses on what is to be achieved within the framework of a new RUFS under each strategy. The planning and development issues have been selected on the basis that a regional development plan must have a long-term perspective and, in a single context, address different areas where there is a need for coordination. A long-term view,

a holistic perspective and the opportunity to achieve results through coordinated action across administrative boundaries and between different bodies give the planning work legitimacy.

## **Strategy 1 – Safeguard assets to meet future needs**

The Stockholm region's excellent access to the countryside, clean water, fresh air and rich natural and cultural environments close to densely populated areas is important to the attractiveness of the region and the health and living environment of its inhabitants. Opportunities to meet the needs associated with anticipated population growth through conversion of summer houses to permanent homes, increased density and additional building within existing developed areas are not unlimited. Therefore, assets in the built and the unbuilt environment must be safeguarded to meet future needs.

Efficient use of land, water and natural resources is fundamental to the long-term development of the region. It is necessary to create readiness for future development by joining forces to manage and develop the region's physical structures and assets – land, water, housing and facilities – in the long term. The transport system and the utilities infrastructure need to be more robust, resource-efficient and environmentally friendly. Viewed from a long-term perspective, planning of the region's physical structures needs to include a clear policy for the green and blue structures and for the unbuilt land surrounding the city, including the coast and the archipelago.

The strategy is closely linked to strategy 3, which provides guidance for developing a cohesive spatial structure which is fit for purpose.

## **What the regional development plan is to set out**

The regional development plan is to set out:

- how the county's unique environmental assets, including the built environment can be managed, developed and safeguarded,
- how long-term good management of environmental, natural and land resources can be achieved, and
- how the utilities infrastructure and the transport system can be more robust, resource-efficient and contribute towards reduced climate impact.

### **Developing the county's unique environmental assets and means of safeguarding them**

The region's environmental assets can be found in the unbuilt and the built environment. These assets and functions are to be made visible, clarified and communicated in the plan. This is particularly true of the natural, cultural and recreation resources in the land and water landscape, their long-term value as a fundamental resource for various industries and for the local and regional ecocycles. Assets and functions are to be described in an economic and social sense as well as from an ecological point of view.

It is necessary that green structures and water issues are addressed such that they are integrated with the planning of housing, infrastructure and other development issues, so that competition and conflicts are dealt with and also so as to reinforce each other and

create synergies. Water and green structural issues also need to be addressed across municipal and county boundaries.

### **Good management of environmental, natural and land resources**

For the County of Stockholm the regional development plan is to set out methods for good management of land, water and energy resources as well as the built environment, including forms of cooperation and financing. These methods concern how resources can be used, safeguarded and developed in the long term for a range of functions and needs, especially from the point of view of landscape and climate.

The plan is to set out criteria for a settlement structure which builds further on the region's values and offers people a good built environment. This means that the environment is attractive, healthy, varied and safe. People must be able to live a good life, while retaining or developing the region's assets. A settlement structure is set out that corresponds to resource-efficient and good management of developed and undeveloped land, water and infrastructure. This sets out the prerequisites for efficient use of capacity in the transport system and for public transport. The settlement structure is also to contribute towards transport solutions which are more resource and energy efficient. The initiatives proposed are to be analysed specifically in relation to new climate conditions in the short and the long term.

The plan is to describe claims on land and areas in order to preserve natural, cultural and recreational assets. These include, for example, rural areas close to densely populated areas, silent and large undisturbed areas, primarily within the County of Stockholm. Principles for safeguarding these assets are to be proposed, such as protection, management, information and development initiatives.

It is particularly important to boost the protection of water – blue values – which is currently poor. This particularly concerns the drinking water supply and marine assets. The plan sets out water-related “asset centres” referring to ecological, social and economic water assets.

Attention should also be focused on rural development, including the coast and the archipelago, which represents values other than the city. The plan is to set out updated underlying data on different rural areas close to the city and their role in a perspective which transcends county boundaries.

Strategies from the sub-regional plan for the coastal and archipelago area are to be incorporated in the regional development plan, including principles for managing water issues in coastal and archipelago areas.

### **More efficient use of resources and robustness**

The plan is to state how the transport system and the utilities infrastructure for energy, waste, water and drainage, and the provision of materials such as gravel, stone, etc. can be more robust, resource-efficient and contribute towards lower climate impact. Principles are to be highlighted for a total lifecycle and ecocycle perspective for these systems, linked to the construction of infrastructure. The aim is to reduce the load on land, air and water and help to improve the health of the region's inhabitants. Furthermore, needs are to be pointed out regarding transitional and organisational measures for the key facilities due to climate change.

The plan is to present a series of objectives for reducing emissions of greenhouse gases, including potential means of reducing these. The plan is also to assess how different means can affect demand for passenger and goods transport.

The energy sector accounts for a significant proportion of emissions which affect the climate. By addressing energy issues coherently, it should be possible, with today's energy costs and methods, to find the impetus to radically reduce energy use and increase environmental efficiency. The need for expanded production capacity for electricity and heating can be offset by improving energy efficiency in housing and in the transport system. The plan should highlight these opportunities. In general, energy issues in the transport and housing sector should be addressed more coherently than has previously been the case.

Some of the county's population do not have access to robust water and drainage services. The plan is to shed light on how these needs can be met through connection to the central system or using local solutions.

Waste issues should be integrated in the plan as part of the regional – and larger regional – infrastructure. Underlying data should be produced in the form of a summary and report of flows and amounts which it is important to be aware of in physical planning. Links to plans for land, water and infrastructural aspects of waste services should be described.

Objectives and means for management of construction material provision/excavated waste should be identified and developed and linked to work on a new materials provision plan for the County of Stockholm. Underlying data should be produced in which material flows, transport and the need for intermediate storage facilities is analysed.

## **Strategy 2 – Increase sustainable capacity and quality in strategic areas**

The expected population growth in the region will require capacity increases in many different respects. Particularly pressing are the needs relating to education, accessibility and housing.

This strategy prioritises capacity and quality issues for the three areas listed above. Needs are to be assessed based on the actual and socioeconomic scope, given the business world's need for investment. Locating future capacity in the strategic areas is guided by strategy 3.

## **What the regional development plan is to set out**

The regional development plan is to set out:

- how large the socioeconomic and actual scope for investment in the housing sector and transport infrastructure is, given the business world's need for investment,
- how the long-term needs within education can be met,
- how good housing provision for all, with attractive homes and environments in which to live, can be ensured, and
- how capacity and quality improvements for increased accessibility in the transport system can be implemented.

**Scope for investment**

There is a huge need for investment in the region. The housing sector and transport infrastructure require major investment, both to meet the region's continued growth and to compensate for previous lack of investment. Sound assessments of the scope for investment are required as the basis for investment planning. These assessments are an important foundation on which to base the investment proposals to be presented in the plan.

**Higher capacity and quality in education**

The need for higher quality and flexible capacity in education at all levels cannot be overstressed. The need for initiatives from the state is to be presented in the plan, for example on the issue of higher education provision and vocational training, as well as proposals for regional initiatives.

Based on an analysis of the various universities' strategies, the plan is to report what can be done jointly, for the benefit both of the region as a whole and the individual academic institutions. Higher education, business and the labour market are dealt with together.

The plan should present the need and demand for education, how the education system can handle the varying size of the child and youth population, how the region can become an attractive place of study for students and how different courses can be made more attractive for women and men.

**Good housing provision for all, with attractive homes and environments**

The plan is to report long-term trends and demand for housing. The plan is to show where plan preparedness is needed in order to meet the demand for housing in the long term. The plan is to explain how the housing supply can be provided for all types of household and how attractive environments in which to live can be created. Changes to existing residential environments must be taken into consideration.

The plan is to analyse measures for providing a varied range of housing in different parts of the region, establishing functional local housing markets and ensuring that the entire housing stock is well maintained and socially successful.

The plan is also to report on incentives, conditions, rules and instruments for housing construction and housing refurbishment aimed at ensuring high capacity and quality improvements in the housing market.

**Capacity and quality improvements for increased accessibility**

The plan is to report on the demand for transportation as the basis for evaluating measures. For multiple time horizons, the plan will set out how capacity and quality improvements for increased accessibility may be brought about, by eliminating bottlenecks and gradually expanding the rail and road networks. The need for expansion is to be assessed against the opportunities for improving the efficiency of the transport system. Measures to ensure good traffic conditions in the regional centre and to expand and hold together the region are to be presented.

The plan is to state how public transport can cope with rising passenger numbers. Opportunities to improve the competitiveness of public transport are to be presented, along with ways for the interaction between different types of transport and principles can increase.

From the perspective of a larger region, the plan is to propose how communications can be developed for the transport of goods and people and strengthen communications with other regions within and outside the country.

In order to strengthen the region's international competitiveness and help create more efficient transport, measures are to be proposed for increasing accessibility and competitiveness in the region's ports, terminals and airports, along with their land-based links. The need for infrastructure measures to meet any new and/or increased need for land and to increase accessibility is to be assessed, along with measures to enable a switch from transport by road to transport by rail and sea. Arlanda Airport's potential for increased passenger and freight traffic is to be examined. From a national perspective, the plan needs to point out the opportunities for providing the capacity for business flights and various specialist flights to and from public airports.

Criteria for siting terminals and other transport-intensive facilities needs to be presented in order to secure areas in good locations and help to establish more efficient use of infrastructure. The plan should also account for how local coordination of transportation intensive facilities and cooperation between stakeholders can contribute to limiting the transport work and disruption.

The plan should also show how conditions for funding and implementing infrastructure investment can be strengthened.

### **Strategy 3 – Develop a polycentric structure with dense zones**

Continued growth in population and employment is predicted for the Stockholm–Mälars region. Space is going to be needed for more housing, activities and infrastructure. A central planning task is to make principled, spatial decisions based on various long-term needs. Rapid growth creates a greater need for long-term decisions on how land should be used. In particular, the value of “virgin” land is likely to increase in the future. There is therefore a need for strategies, dialogues and tools for making decisions and minimising potential conflicts between objectives. The current expansion of the region makes it only natural that certain issues are considered from a cross-county perspective. In general, demands are increasing within the existing settlement structure, but perhaps most clearly in attractive zones, around cores and in some of the towns in Mälardalen. Specific requirements regarding the location of housing, activities and functions linked to physical, social, environmental and economic conditions are expected to increase and become more differentiated. Space needs to be set aside for activities such as utilities infrastructure, which are of key importance in regional terms.

It is desirable for growth to be channelled into creating a generally attractive and effective whole that is sustainable in the long term. This involves increasing the density of good quality housing in populated areas, establishing new areas where good public transport is available, securing water resources and developing and preserving green structures. Housing and commercial functions should be placed in locations that are fit for purpose, in areas which provide conditions for a good living environment, for functions vital to the region and for business.

This strategy is supplemented by strategy 1, which provides guidelines on good management of land and water resources, including the built environment.

## What the regional development plan is to set out

The regional development plan is to set out:

- how long-term spatial development in East-Central Sweden can be coordinated based on a long-term and wide-ranging target view,
- how land use, the transport system and the utilities infrastructure can be broadly coordinated in the County of Stockholm and how space for long-term population and employment growth can be secured, and
- how space can be secured in the long-term for strategic facilities and systems.

### **A broad target view of long-term spatial development in the larger region**

A broad target view of long-term spatial development in the larger region of East-Central Sweden must set out spatial development at an overarching level. The interplay must be set out between the multi-core structure in the County of Stockholm and the urban system that prevails across the whole functional region. A shared target view may help to achieve coordinated development of regionally significant towns, areas with dense urban settlements, urban zones, station communities, other settlements and rural areas, and coordination with the transport system. It may also help to ensure that land which will be needed for future settlement purposes, transport systems and utilities infrastructure is not set aside for other long-term use.

As well as a shared approach to the development of the built environment and the transport system in the larger region, a consensus must be reached on the value of preserving and developing water areas, beaches and green areas.

The plan is to set out the correlation between transport infrastructure and settlement structure, and how this can help ensure that the characteristics of a location are taken into account, and that cores of settlement are developed at various geographical levels. The plan is also to set out how access to cores and nodes can be improved and the effects they may have on the siting of settlements. The future role of the Arlanda area in a multi-core structure in a larger region is to be highlighted.

### **Long-term physical development that is fit for purpose in the County of Stockholm**

The plan is to propose a long-term physical structure for the County of Stockholm that is fit for purpose and provide planning documentation describing how the region's physical structures can be developed in the long term. The plan is to present the correlation between the transport infrastructure, settlement, the green structure, utilities infrastructure and water, and how this can help ensure that the characteristics of a location are taken into account, and that cores and zones are developed at various geographical levels. The plan is to set out how access to cores and nodes can be improved. In particular, the plan is to describe how regional cores, including regional centres, can be developed and promoted.

The plan is to provide an overview of long-term land use for housing and activities. The plan is to set out the conditions for a varied range of housing, workplaces and activities in the various parts of the region, and discuss conditions for increased integration of functions. The plan is also to show how activities and housing can be combined with infrastructure that is fit for purpose. A particular focus is to be placed on the scope for increasing population density in the various parts of the region, and on conditions for good environmental qualities.

Long-term trends, conditions and needs relating to activities of various kinds are to be set out, along with ways that good environments for development activities, functionally critical activities and services can be merged into a good settlement and transport structure. The plan should examine which activities may be interested in developing in cores and in various locations in the regional zones. Underlying data on key conditions for stimulating R&D-intensive environments should be reported separately, along with initiatives for ensuring that the environments are developed in an innovative direction.

The plan is to set out key green areas for nature, culture and recreation, along with the extent and important functions of the green wedges close to the urban areas. Principles are to be set out for how the wedges, together with the region's water areas, can be safeguarded, developed and managed as part of the city's urban environment.

The plan is also to describe how the urban environment and public spaces such as squares, parks and green areas – particularly in the regional cores – can contribute to renewal and innovation, social contact and health.

#### **Long-term claims on land for strategic facilities and systems**

The region's utilities infrastructure for water, waste water, energy and waste is vital, and requires long-term planning. A regional perspective is also needed for the siting of other unpopular facilities which relate to the city.

The plan is to describe the long-term needs and setting aside of land for the facilities, cables and pipelines that may be required in the future. It is vital that space is set aside for any future energy system. Space also needs to be set aside for the expansion of the transport system. The plan is to include regional facilities such as ports and terminals.

Initiatives within the framework of this strategy for water and waste water involve setting out long-term claims on land for the water and sewage system.

For energy plants and their related systems, the plan is show claims on land to ensure that they are robust in the long term and able to meet future capacity and quality demands.

There is also to be an analysis of the potential for energy efficiency gains and savings, along with conditions for the use of new energy technology in the region. Expansion of district heating in the region is to be promoted. The plan is also to describe the need for incentives and instruments for achieving regional objectives, and future conditions and rules for functioning energy markets in the region.

Based on an analysis of material flows, transport and the need for intermediate storage facilities for construction materials/excavated waste, the plan is to set aside strategic locations for sea ports, etc.

### **Strategy 4 – Strengthen solidarity**

An attractive region is open, inclusive, cohesive and diverse, and the regional development plan should play its part in achieving this. Networks of relationships between people in the region and the trust people have in each other and social institutions must be strengthened. The relationships, networks and trust in society are often referred to as social capital – and it is this that needs to be developed to create a more cohesive region.

A region that is open and attractive to outsiders has a good social climate, which is to be promoted by the planning initiatives expressed in this strategy. The planning is to

strengthen the region's social capital by highlighting effective and workable initiatives in working life, security, exercise of authority, social arenas, culture, urban environment, accessibility in the transport system and functioning housing and labour markets. The strategy for improving social cohesion is closely linked to the strategy for enhancing life chances. A generally positive development of the region's social capital promotes life chances for the majority of inhabitants.

## **What the regional development plan is to set out**

The regional development plan is to set out:

- how opportunities for meetings between people of different backgrounds can be increased,
- how culture, urban environment and nature can contribute to inhabitants' health and the region's attractiveness,
- how housing provision can help integration,
- how access to digital networks can be improved and provided equally, and
- how physical cohesion can be strengthened and good conditions for development can be created in all parts of the region.

### **Developing the region's social arenas**

Social arenas (or meeting places) include the cityscape, transport interchange nodes, shopping centres, clubs and societies, political parties, educational establishments, web forums, workplaces, libraries, cultural centres and nightclubs. These environments have to feel safe and welcoming for everyone who wants to use them. The regional development plan is to set out how such social arenas can be developed and strengthened.

### **Increased enjoyment and safety**

The physical environment in the region should be such that people never hesitate to use public spaces, whatever their age or gender. The plan is therefore to set out clear objectives regarding safety. Safety is a key attractiveness factor and a prerequisite for many other things. The regional development plan should also set out how cultural life, the outdoor urban environment and the region's rich natural resources can contribute to people's health and the region's attractiveness, as well as highlighting and strengthening regional identities and a sense of belonging. The proximity and high accessibility of services, culture, parks and green areas, exercise facilities, walks and meeting places is vital in helping to change people's patterns of movement, increase physical activity and so improve health, particularly through everyday activities. Places where culture is created are important for the attractiveness of the region and for social cohesion. The plan is therefore to set out how these and other places can be improved to meet this function to a greater extent. In all these respects, the region is to be fully accessible to disabled people.

### **Housing provision can help integration**

Research shows that the majority population creates ethnic segregation through avoidance; they simply do not settle in areas which are considered to be "immigrant areas". Based on the conditions in the housing market, the regional development plan is to discuss how housing provision can contribute to good life chances for everyone, increased integration and less housing segregation.

**Strengthen access to virtual space**

The regional development plan is to set out how the region's IT use is to be developed to ensure that the digital divide between inhabitants in different parts of the region and residential areas is narrowed. One of the Stockholm region's leading social meeting places is the Internet. Eighty percent of the region's inhabitants are web users and a large proportion of these have not only made friends on the Internet, but also gone on to meet them in "real" life.

800,000 county residents have regular contact with public agencies over the Internet and society's institutions can develop ways of engaging with residents in virtual space.

**Strong physical cohesion and good conditions for development in all parts of the region**

The accessibility of the transport system in and between parts of the region is a key factor for the physical cohesion of the region. The plan is therefore to set out how the transport system can link up the different parts of the region in a way which enables expanded social networks and offers more opportunities for enjoying the entire region's rich offerings. Areas which have or risk suffering negative development are to be highlighted in the regional development plan. Major differences have been found in the level of social capital in different parts of the region, and the social capital appears to be distributed in the same way as other capital. The plan is to provide data on socioeconomic conditions as the basis for assessments as to where development initiatives would be of greatest benefit. Opportunities to cut the social imbalance in recruitment to higher education are to be particularly highlighted in this context.

**Strategy 5 – Promote personal growth**

The region's dynamic, renewal and participation on the global stage are entirely dependent on the people who live here, for longer or shorter periods of their lives, being able to reach their full potential. The regional scope for action is extensive when it comes to supporting inhabitants in growing up, educating themselves, settling into working life as an employee or entrepreneur and developing their skills. The regional development plan must therefore highlight ways of identifying and surveying the region's combined human resources, and what the region offers its inhabitants in terms of work, development and creating activities.

The Stockholm region's attractiveness is being held back by its own inability to fully exploit the human resources and skills available. One element of combating this involves planning initiatives aimed at combating discrimination against vulnerable groups. Economic integration and self-support, primarily through work, are necessary for people's life chances to be enhanced. The development plan is to set out the opportunities which the region offers its inhabitants, and show how the region can be developed into a modern and internationally renowned region of diversity. Gender, age, disability, sexual orientation and social and ethnic background must not prevent people reaching their full potential.

The strategy for enhancing life chances must be carried out in close partnership with the strategy for strengthening cohesion. These are, to a large degree, mutually supportive strategies.

## What the regional development plan is to set out

The regional development plan is to set out:

- how inhabitants' qualifications and skills can be highlighted,
- how municipalities and county councils can develop their role as employers in a region of diversity,
- how the region identifies and makes use of the special resources of a multi-ethnic region, and
- how a modern, globally accessible public service and communications interface can be developed for inhabitants and potential visitors.

### **Qualifications and skills assessed fairly**

The whole region benefits from the qualifications of every individual in the labour market being assessed fairly. The regional development plan is therefore to set out clear criteria and systems which can help to strengthen the individual's opportunity to have his or her qualifications recognised by employers and educational institutions.

The municipalities have a central role to play with regard to young people's opportunities through their responsibility for schools, youth policy and adult education. The education system, work experience placements and supportive measures of various kinds are crucial for young people's basic competence and opportunities to enter the labour market, as well as their opportunities for a "second chance" and for improving their skills. The regional development plan is to present workable solutions for young people who find it difficult to enter the labour market, and particularly for those who find themselves excluded from studying and work. The development plan also needs to set out how gender-based educational choices can be combated.

### **Wider role as employers in the public sector**

Municipalities and county councils are crucial, in their role as employers, to the creation of an integrated region where people meet each other. The public sector should use the best human resources available, and in this respect has an advantage in that other employers sometimes reject good skills on unreasonable grounds. The regional development plan is to set out how capacity can be improved in organisations that initially tackle diversity, in order to become diverse organisations in the future. Another aspect of this is that trust in the public sector will increase if the agencies improve their linguistic and cultural skills.

The plan is also to set out how a region-wide follow-up system for diversity and equal opportunities can be created on the basis of the personnel balance sheet. The system is to allow comparisons over time and between different public sector employers. More general regional integration measurements are also necessary. The regional development plan is dependent on the ability to measure and clarify regional contexts regarding exclusion, segregation and discrimination which can be followed up and compared over time and between different parts of the region.

### **On the path to a world-class region of diversity**

Many individuals in the region have larger networks internationally than in their own local environment. These networks could be a major asset to companies and to the region. In order to become a world-class region of diversity, with widespread international prominence, the region must be able to identify and make use of the special resources of a

multi-ethnic region. The plan is therefore to set out how this asset can be exploited to a greater extent. The plan should also provide guidance on how tempting offers are to be designed to attract temporary international expertise and labour.

### **Efficient and trustworthy agencies serving inhabitants**

With a multilingual and multicultural population, it is also important that the public institutions have the skills to communicate with the local inhabitants. It is not solely the responsibility of the inhabitants to be able to communicate with public agencies, since the public agencies actually belong to the inhabitants. The new regional development plan is to set out how a modern and globally accessible public service and communications interface can be developed for inhabitants and potential visitors. An even spread of trust in public institutions can be created, if the institutions learn to communicate with many different types of inhabitant. The regional development plan must also take into account how the region's various stakeholders can engage with local inhabitants on the Internet, and how meetings between inhabitants can also be promoted within this medium.

## **Strategy 6 – Develop ideas and capacitate ability for renewal and innovation**

No region can have a good business climate or remain innovative without consensus surrounding commercial conditions. This also requires all the region's assets in the form of skills, capital, management and decision-making capacity, physical assets, talents, creativity, etc. to be activated and actively communicated. A recent OECD study emphasises the need to update the innovation system, improve the business climate and make the region more well-known worldwide as a place to do business.

For this strategy, the focus of the planning should be on developing important conditions for the region's renewal and innovation. How the interplay between different stakeholders operates is a key factor for renewal and the development of ideas. In this area, the emphasis is on knowledge flows between commercial and financial players, entrepreneurs, universities and public decision-makers. The challenge is to maintain the region's leading position in the global economy.

The physical prerequisites for innovation and renewal are dealt with in strategy 3.

## **What the regional development plan is to set out**

The regional development plan is to set out:

- how enduring and strategic contact between the public sector and the private sector can be achieved,
- how research and educational institutions and companies can be strengthened in the competition for talented people and resources,
- how entrepreneurial diversity, differentiation of the economy and the business climate can be improved, and
- how the Stockholm region can be developed as an international market and meeting place.

### **Innovation and renewal rely on an ability to make decisions**

There is a need for more strategic futures work and prioritisation in the region with a focus on renewal and innovation. The plan is to show how enduring and strategic contact between the public sector and the private sector can be achieved.

For this work to be effective, the regional development plan is to outline regional strengths and conditions for promoting new sources of growth. In particular, the conditions for smaller growth companies should be addressed.

### **Conditions for innovative activities to be improved**

The regional development plan is to address the region's innovative environments, educational institutions and companies' R&D activities from a holistic perspective, in order to meet the need of various activities to be attractive in the competition for talented people and resources. How conditions in the region are to be improved for academic institutions and companies to operate successfully is an issue to be dealt with in the plan. In this respect, the possibility for companies to locate their R&D activities in the region, and for universities to interact with companies, and to work with and compete with other academic institutions and research institutions is of great importance.

The plan is to report on the need for the provision of knowledge, so that the region can continue to attract and retain activities with high levels of added value and knowledge content. The plan is to clarify how the region's ability to retain companies' R&D activities can be strengthened. The region cannot count on the knowledge-intensive businesses here today remaining here forever, and nor can it count on new start-ups, as global competition for R&D investment increases. In this respect, the region's position as a centre for Information and Communication Technology (ICT) has a crucial role. The plan is therefore also to outline how the ICT infrastructure can be strengthened so that Stockholm can maintain its position among the world's leading ICT regions. Social services for staff with an international background in research-intensive activities are an important factor for the region's attractiveness.

### **Towards Europe's best climate of renewal and innovation**

The Stockholm region is able to offer particular values for companies in the form of diversity, breadth and specialisation in the business world. These values are of great importance for the region's attractiveness, which is why the plan is to set out how these particular values can be developed.

The regional development plan should also outline how conditions can be improved for entrepreneurs, whatever their gender, ethnicity and type of company, to run their activities. As the basis for this, there is a need for more nuanced knowledge about conditions for entrepreneurship in the county, and about individual differences, for example between women and men and between people with different ethnic backgrounds. The plan is also to identify what can be solved within the region and what needs to be addressed nationally.

The ability to foster renewal and entrepreneurship depends on the whole chain from pre-school to advanced research. Initiatives to strengthen this ability may involve creating more positive attitudes and improving opportunities for individuals to move from employment to self-employment and back to employment, increasing interest in entrepreneurship and inventions among children and young people, developing partnerships between schools and business, and making the most of immigrants' knowledge regarding expanding markets. Initiatives in this area may therefore have

different target groups and purposes, but with the common aim of promoting creative thinking and actions among inhabitants, whatever the arena. The plan is to set out what initiatives would be relevant in this area.

**Destination: The Capital of Scandinavia**

The regional development plan is to set out how the Stockholm region can develop as an international market and meeting place. The key is to develop the Stockholm region's attractiveness internationally by offering competitive conditions for international figures in research, academic education, cultural life and business leadership. The Stockholm region has the prerequisites to be the most important meeting place in the Baltic Sea area. The region's tradition as the most important location in the area for international companies has a role to play in this respect.

The regional development plan is to highlight the tourism and experiences industries (entertainment/culture), and meeting arenas (trade fairs, conferences, decision-making), and state how these activities can be promoted and obstacles to growth combated, as these industries are vital to the international status and attractiveness of the County of Stockholm in relation to other metropolitan regions. The development plan is also to set out how the tourism infrastructure can be developed.

# Presentation of the results and conclusions from the programme and strategy phase

This chapter contains a run-through of the work so far on sustainable development and different perspectives which the regional development plan is to take up. There is also a presentation of key questions from dialogue round three and how these issues are being handled. Views from dialogue rounds one and two are also reported on, followed by summaries of documentation from the dialogue meetings in the third dialogue, and an examination of the results from the work of the programming teams. Finally, there is a summary of questionnaires surveying the views of business people and inhabitants on the region's development, and a survey of the municipalities' visions, objectives and strategies.

## Working with a holistic approach and perspective

### Planning for sustainable development

The sustainability perspective is a point of departure in the work on the new RUFs. Sustainable development is development that protects values and qualities for the benefit of current and future generations. Sustainable development takes in economic, environmental and social dimensions, and how these relate to each other. This goes back to the Brundtland Commission's definition of sustainable development as: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". Planning for sustainable development is a given and shared goal. Good planning provides many opportunities to safeguard values for future generations.

The sustainability perspective requires an approach characterised by openness and a willingness to actively seek cooperation across sectoral boundaries in order to identify important correlations. The work on a regional development plan offers just such an approach, with the opportunity for mutual and long-term illumination of various issues related to planning. Within the programme and strategy work, some important steps have been taken on the path towards integrating the sustainability perspective into planning work.

### **Holistic and long-term approach vital**

As a basis for the proposals presented, various correlations between visions, objectives, strategies and planning issues have been discussed. Already relatively simple pictures of correlations have helped achieve a more holistic approach and highlighted the need for logical structure in the vision work, for example. Different correlations also suggest the importance of being able to address long-term issues. This perspective comes into particularly sharp focus in a city which has structures and systems that can take decades to change. If the long-term perspectives cannot be addressed, the plan also risks being out of date already by the time it is adopted in 2010.

### **The ability to handle challenging times**

Robustness is a concept that highlights the ability to handle challenging times and adaptation to new situations. It is a question of maintaining certain qualities and generating desired values into the future, despite challenging times in the region and the wider world. As part of the programme and strategy work, knowledge has been acquired and a dialogue carried out on opportunities and threats in the world at large. This has provided a picture of the areas where the region is vulnerable in the shorter and longer term. The pictures painted also highlight the issues which need to be dealt with in the future.

### **Carefully considered strategies require clear objectives**

Clear ambitions regarding objectives and development are necessary to ensure that the plan leads towards sustainable development. Without clear objectives, it is not possible to formulate carefully considered strategies. Carefully considered strategies in turn offer guidance on the measures which must be prioritised. Work on a vision, objectives and strategies has been broadly and clearly organised, which is vital from a sustainability perspective.

### **What is most appropriate for regional development planning?**

Regional development planning is one of several tools which can lead to sustainable development. In order to achieve success, it is important to choose to handle those issues most appropriate for regional development planning. The planning risks being watered down if it has to cover everything. This means that analyses of the regional dimensions and the regional role in the area provide an important basis on which to set priorities. In the programme and strategy work, this selection process has been pointed out in the dialogue, based on a number of criteria regarding what is appropriate for regional development planning to address.

## **Handling perspectives**

There are many different perspectives which must or should be given consideration in the work on a new RUFS.

### **Equality**

In order to provide for an equality perspective, background material, divided according to gender, has been drawn up, showing the conditions and circumstances of women and men, and the differences that exist. There is a partnership in place with Stockholm Jämt – an equality project being run by the County Administrative Board. The Office of Regional Planning and Urban Transportation, the County Administrative Board and the Stockholm County Association of Local Authorities have jointly drawn up a proposal for a regional equality strategy for use in the regional development planning and other areas. The ambitions regarding equality in the work on RUFS 2010 are clarified in objectives and strategies for the region and in the programme for planning. It is important to continue applying an equality perspective in the ongoing planning.

### **Public health**

Public health is affected by many different conditions which are dealt with in the regional development planning. Not least planning of the physical environment requires a public health perspective. However, social conditions and employment are also of major importance for public health. Knowledge about public health conditions in the county has

been obtained in part from the Forum for Public Health set up by the County Council, with which there is a formalised partnership. The aim of strengthening public health has also been clearly set out in objectives and strategies. Relevant public health aspects of the planning are stated in the programme for the planning.

### **Individuals, groups, inhabitants**

Other perspectives which are being discussed and to a certain extent applied include individual, group, inhabitant, diversity and integration perspectives. The greatest importance has been attached to the inhabitant and integration perspectives. These perspectives have meant that the vision, objectives and strategies, as well as the programme, are based on the values and needs of inhabitants and companies. The vision on attractiveness is an example of this. The perspective also makes it clear that it is the current and future inhabitants and companies in the county who are to benefit from the results of the planning. Individual, group and company perspectives have been applied to the strategies for developing ideas, renewal and innovation, and for enhancing life chances, where groups in society are highlighted, and the barriers which individuals within these groups experience are brought into focus. The differences between Swedish-born inhabitants and immigrants are well known. Here, the aim is to develop new strategies for improving integration and immigrants' position in society. Integration and diversity are key issues in the continued planning work.

### **Generations**

An important perspective is also the circumstances and needs of different age groups – particularly children/young people and older people. The planning will primarily focus on conditions for young people. Improving the opportunities of young people in the labour market, and a high-quality education system are examples of important issues to be considered in the ongoing planning.

### **Disability**

Ensuring that inhabitants with a disability have the same opportunities as other inhabitants stands as part of the objective of achieving an open and accessible region. The strategy on enhancing life chances also states that various types of barrier relating to disability are to be overcome and dismantled. The conditions and circumstances of people with a disability will, to a certain extent, also be given consideration in future planning.

## **Key questions from dialogue round three**

The dialogue carried out has given rise to a number of key questions, regarding how the proposals for a vision, objectives, strategies and programmes, as set out in the supporting documents for the third dialogue, are to be developed, based on the views put forward. The changes made to the proposals are commented on under the headings vision, objectives, strategies and programmes for the planning phase below.

### **Views on the vision**

An opening question asked in the dialogue is why RTK has limited itself to Northern Europe. The vision of being the most attractive metropolitan region in Northern Europe is an ambitious one. However, several municipalities have commented that the vision should relate to the whole of Europe – not just the northern part. The perfectly justified

question being asked is which metropolitan regions in Southern Europe we do not bear comparison with? The answer to this is that if we succeed in becoming the most attractive metropolitan region in Northern Europe, we will by definition also be near the top for the whole of Europe. Since it is important to have a vision that is perceived to be on the offensive, sights have been set higher – “Northern” has been dropped.

In the dialogue, the vision drawn up by the Stockholm Business Alliance has been shown widespread support. SBA’S vision is to be Northern Europe’s leading growth region by 2010. RTK believes that being a “leading growth region” is an important objective to aim for in the regional planning work and a good vision for SBA’S work to promote business. However, a vision for the total development of the region should express wider ambitions than just economic growth. The social and environmental ambitions that exist in the region should also be informed by the vision. We therefore maintain that attractiveness is a better umbrella concept, which can easily be made more concrete through objectives covering economic, social and environmental development. Considering the directives on sustainability perspective issued by RTN, a vision and objectives which only aim for growth are not sufficient.

Another question is why we have proposed a vision that compares our region with others. Comparison with other regions is important and stimulating – we need to relate our attractiveness to that of others, in order to gain a relevant yardstick. It is important to make comparisons with other cities. Idyllic rural regions such as Provence and Tuscany have a different type of attractiveness, comparison to which serves no purpose. Relevant regions to be used for comparison will be identified as part of the ongoing work.

In respect of the proposed vision, the question has also been raised of how the vision relates to competition and cooperation with other regions. The vision suggests that we have to be successful in a competition on attractiveness. In order to be successful in this competition, the region and its stakeholders must both compete with and cooperate with stakeholders in other regions. It is clear that we need to work with other regions to develop our accessibility, efficient use of resources and innovation capability, and to learn. We do compete for certain corporate investment, events and research resources, for example. However, it is much more important for the region’s economic development that the wider world enjoys positive development, and that trade and other exchanges increase.

The dialogue surrounding the vision has also touched on the question of attraction. The vision means that the region’s attractiveness is to be improved for those who live and work in the region. Being attractive in comparison with others also means the region attracting inhabitants, companies, investment and tourists from other regions.

## Views on the objectives

The five objectives proposed in the supporting documents for the third dialogue were considered, on several occasions during the dialogue, to be imprecise. At this level, we need objectives which promote the core values that are to characterise the region in the long term. More precise planning objectives will be developed during the planning phase, and these will be more closely linked to the impact which the regional development plan is intended to have. In order to clarify the content of the objectives at a general level, an indicative status report has been drawn up for each objective. In addition, the content

description for each objective has been reviewed. With these adjustments, we believe that the objectives are sufficiently clear to be able to act as pointers.

In the discussions, the issue has also been raised of whether it is possible to have more Stockholm-specific objectives. Many cities are striving towards the same core values – openness, accessibility, good living environment, etc. It is difficult to be unique in one's ambitions at this level. The difference lies in the circumstances and the strategies which can be used to achieve these objectives. The more concrete planning objectives to be developed during the planning phase will be more clearly linked to the Stockholm region.

Some stakeholders have also commented on the number of objectives, expressing the view that there are too many, and that there is a certain amount of overlap. Against the background of the support shown for SBA'S work on being a "leading growth region", it is important that this is made clear in a headline objective. This objective primarily covers the issues in the dialogue material which were addressed in the objectives "dynamic and innovative" and "prominent". Replacing these two objectives with "leading growth region" also gives one less objective – which is a positive move. However, it is important that the content of the objectives "dynamic and innovative" and "prominent" is carried over into the new objective. In addition, a desire has been expressed to have a greater emphasis on the importance of social cohesion. Social cohesion has therefore been added as an aspect of the content description for the objectives on living environment, openness and efficient use of resources.

RTK is to follow up the objectives and make comparisons with other cities in Europe. More systematic follow-up work will be launched later on in the planning process.

## Views on the strategies

In the dialogue, a desire was expressed for strategies which give clearer guidance. The strategies must give guidance on how we should act on important planning and development issues, and how we are to handle the long-term challenges. A review of the strategies has been carried out in order to create a more uniform approach and a more even, and somewhat higher, level of concretion. The programming team's results have been used in this respect. The contribution of the strategies to growth and social cohesion has been given particular consideration, due to changes to the level of the objectives.

Some participants expressed the view that the multi-core strategy has not moved on from RUFS 2001. This development of the multi-core strategy will take place in the planning phase – with a particular focus on the perspective of the larger region and a clearer market perspective. As a basis for the continued planning work, the office has, over the past few years, implemented several major multi-core-related projects. The projects include concrete work on developing the Flemingsberg core and amassing more in-depth knowledge on the multi-core approach from the perspective of a larger region. Several stakeholders have also stressed the importance of developing the infrastructure. Developing capacity and quality in strategic areas is one of many strategies which focus on the importance of the infrastructure – and how it is to be developed.

In common with the objectives, the importance of social cohesion has been stressed in the strategies. A strategy for guiding initiatives which lead towards a more socially cohesive region has been requested. A strategy with this focus has therefore been added. Inspiration has been taken from the strategy to expand and hold the region together in the current RUFS. Some stakeholders also raised the issue of the Stockholm region's role and

opportunities in the Baltic Sea region. The region's role and circumstances need to be set out in terms of several different geographical areas and perspectives. The Baltic Sea perspective is an important one to consider. A description of this issue has therefore been added, and the opportunities of the region are to be taken into consideration and exploited in the planning. A more international perspective has also been applied throughout.

## Views on the programme for the planning work

The issues highlighted during the dialogue as being particularly important to address during the planning work are infrastructure, energy, integration and culture. These issues are considered in the proposal reported in the supporting documents for dialogue 3. The major change made to the programme is that the brief RUFS points set out in the supporting documents for dialogue 3 have now been developed into more detailed descriptions of the content of the planning.

In some cases, the reception of refugees has been highlighted. The operational aspects of receiving refugees will not be addressed in the planning phase. However, the County Administrative Board has recently received a mandate in this area. At some point further on in the planning process, regional agreements may also be considered in this area.

Several stakeholders have emphasised the importance of the development plan tackling "unpleasant", but vital facilities in the planning. A key benefit of a RUFS is that it can set out locations for regionally important facilities. The supporting documents for dialogue 3 did not explicitly set out the types of facility and activity intended for consideration. This programme comments on those types of facility and activity.

Many municipalities have stressed that regional expectations and expansion at the municipal level need to be discussed. RTK is introducing a process for this at the level of municipal officials during spring 2007. The assessments will then be subject to political consideration later in the process – at meetings with the executive boards of the municipalities in winter 2008, and during circulations of the consultation proposal.

Dialogue with the regional executive boards in the surrounding counties has shown that there is an interest in collaboration, and that the county-based work on regional development programmes should be linked together. We will therefore continue to focus on – and seek collaboration based on – functional links. When it comes to the transport system and water issues, it is clear that the county is too small a unit. The ambition of drawing up a target view for spatial development in East-Central Sweden is being made more concrete.

On several occasions, the dialogue has also revolved around the use of the plan, and who will ensure that the plan is implemented. The aim is to contribute to implementation within the framework of the prevailing institutional situation. This means that the process is to promote strong regional development work. In addition, action plans will be initiated, where these are considered appropriate for boosting implementation. Ideas on which action plans should be initiated will be presented during winter 2008. These ideas will then be developed into a proposal for drawing up action plans in certain areas. These proposals are part of the consultation proposal, and will therefore be circulated for assessment. We do not know what the outcome of the Committee on Public Sector Responsibilities will be, and will not be tackling this issue within the framework of the planning work.

Leadership and the power of implementation are considered vital challenges. Integration issues and climate issues were highlighted as being so important that they could form the basis for separate strategies. The work itself is designed in a way that supports implementation. The climate issue is given significant attention in several of the strategies.

## Guiding views from the first and second dialogue rounds

The first dialogue focused on conditions in the wider world which affect our region. The factors which received most attention were globalisation, social tensions and changed values. Other significant factors were climate change and energy. Transport, growth and integration were also considered crucial areas to address within the framework of the regional development planning. With the threats and opportunities we see in the wider world, long-term demographic assessments and analyses of the region's own circumstances suggest a number of major challenges which have to be tackled.

Six challenges – inspired by the dialogue in the first phase – were presented in the supporting documents for the second dialogue: for example enabling population growth while at the same time managing the region's environmental values. In the second dialogue round (November/December 2006), these six challenges were deemed relevant and important. The conclusion was therefore that these challenges could form the basis for developing regional objectives and strategies.

However, the dialogue also produced proposals for adjusting the challenges and making them more concrete. To address these proposals, programming teams were formed, with representatives from many stakeholders and perspectives in the region. One task for the teams was to develop and clarify the challenges.

During some dialogue meetings, other challenges were also proposed, including the challenge of an ageing population. However, it was our assessment that this is and will be less of a problem in the Stockholm region than in other parts of Sweden, and therefore does not constitute a real challenge for the region. Even so, it remains an important aspect to take into account in the region's demographic development. Another example is the challenge created by the major social differences in the region. In this case, it was deemed appropriate to expand the challenge regarding exclusion among inhabitants born abroad to also include exclusion on the basis of social background. The adjustment of the challenge also has a great impact on the strategies which should be drawn up.

The challenges are important when it comes to producing regional development strategies. The strategies provide guidance on how the challenges are to be addressed. The challenges also set out the areas in which the strategies are to be developed. Strategies are not drawn up to cover "everything" – but focus on addressing the most important challenges.

The results of the dialogue showed a need to develop a vision for the region's development. Many have pointed out that the City of Stockholm, as by far the largest city in the region, has an important role to play in work on the vision. There is therefore collaboration on the vision work being carried out by the City of Stockholm: Stockholm Vision 2030. The vision developed by the Stockholm Business Alliance for Stockholm to

be “Northern Europe’s leading growth region” is another example. It is desirable that the vision for the region and for its largest city express similar ambitions.

During the dialogue, several people also pointed out the importance of the vision being clearly linked to our region. Many also advocated a brief vision. RUFSS 2001 provides a good basis for determining which values should be highlighted in the vision. Values such as openness, accessibility and innovation continue to be important. In the dialogue, it was made clear that the proposal for a new vision and objectives should not represent a change in direction for the development work, but should express the region’s ambitions more clearly than is the case in the current plan.

Many were also positive about the aim of enabling the vision, objectives and strategies to provide a pointer for a region greater than the County of Stockholm. The second dialogue saw the presentation of ideas on the treatment of various factual matters in the planning work. At this point, the links between challenges/strategies and factual content were not clear. The ideas on factual matters were considered, quite rightly, by several stakeholders to be rather “loosely” conceived. The second dialogue was largely more about what is important for the success of the region – and less about which issues are suitable for long-term development planning. It was an important task ahead of the third dialogue to clarify the links between strategies and content in the planning.

## Results of the programming teams’ work

When the region’s ambitions for development are considered in relation to the region’s circumstances, the influence of the wider world and assessments of future trends, a number of long-term challenges become clear. The challenges were discussed in the second dialogue and have formed the basis for the development of a vision, objectives and strategies for the region. The challenges have also been developed through work in the programming teams, which comprised officials representing various stakeholders, with different areas of competence and perspectives. Their task was to examine specific issues in more depth, providing good examples of how the challenge may be handled, and looking at how the challenge is linked to the strategies. A seventh programming team worked on how the regional development plan can be made to have a greater focus on implementation.

## Challenge 1 – Enabling population growth and simultaneously improving the region's environment and the health of its inhabitants

*Continued strong population growth produces increases land exploitation, use of transport and energy consumption. The challenge is to find solutions for the region's population growth, while at the same time improving the region's environment and the health of its inhabitants. Stockholm's physical star structure, with densely populated zones, nodes and green spaces in between, provides good conditions for large-scale, environmentally friendly solutions for various infrastructure systems, e.g. public transport and energy, and proximity of urban areas to nature, clean water and fresh air.*

### **The views of the programming team**

The challenge is to handle existing and expected conflicts between environmental and health issues and the region's predicted expansion, and to work proactively to develop today's environmental values. There are many regional values which conflict with each other or which conflict with municipal or local interests. The values can also come together and lay the foundation for improving the situation. However, conflicts between objectives are rarely analysed openly, usually being reported in parallel with or apparently independently of each other, as there is a desire to achieve consensus. These values, conflicts or synergies must be identified and dealt with in various ways in the plan. Key issues are transport and traffic, the level and nature of density in the settlement structure, the location and handling of commercial, space-demanding and disturbing activities and a more precise understanding of the environmental and health issues that apply to the region. The concepts of density and attractiveness must be presented and clarified, in terms of what they mean for the various parts of the region, e.g. attractive housing. The image of attractiveness needs to be made stronger, with the environmental and health aspects also set out. There is a need for deeper and more nuanced knowledge about the pros and cons of building high-density and low-density developments, with consideration given to environmental and health aspects such as noise and air quality. Lifestyle issues need to be made more prominent and taken into account in planning, since the lifestyle of the inhabitants has a major impact on energy consumption and environmental trends in a metropolitan region. Mobile and environmentally friendly lifestyles must be set in a regional context. The concept of cores needs to be developed and clarified, since its meaning continues to be unclear to many people, and there may be objective-related conflicts between regional and municipal interests. The plan should address sub-regional aspects, populated zones, nodes, links and spaces between populated areas.

## Challenge 2 – Being a small metropolitan region and simultaneously an international leader

*From an international perspective, the Stockholm region is a small metropolitan region with limited resources to achieve prominence in many fields. Based on our unique circumstances, we can achieve leading positions by gathering a critical mass of resources and attracting investment, skilled labour and visitors to the region. The challenge lies in creating good conditions for planning the provision of knowledge and for the labour market.*

### **The views of the programming team**

The Stockholm region cannot unequivocally be considered a small region. Stockholm has the opportunity to be a region of a size that offers positive proximity in many respects. At the same time, it is necessary to grow in certain areas in order to meet global competition. The challenge lies in creating good conditions for planning the provision of knowledge and skills and for the labour market. The organisation, rules and attitudes of the labour market must be changed, so that mobility increases, and so that those who are currently excluded find it easier to obtain work.

## Challenge 3 – Increasing security in the region at a time when the world is being seen as increasingly unsafe

*The region's greater contact with the wider world is likely to bring with it new types of risk, but the real security challenge is to create trust between inhabitants and trust in the institutions of society. There are major variations in perceived security between different parts of the region, and between men and women. In an open and cohesive region, these differences must be considerably reduced and eventually eliminated entirely.*

### **The views of the programming team**

People's perceived security is a crucial aspect of the region's attractiveness. When people who feel safe meet and have trust in each other, the region's creative and innovative capabilities increase. People who do not feel safe have less scope for action and fewer opportunities to realise their life's ambitions. For the concept of attractiveness as it relates to metropolitan areas, the "security" indicator carries great weight. The concept encompasses minor and major crime and the risk of terrorist attacks. For people to really realise their life chances in a dynamic metropolitan regions, they need to feel safe. This requires trust in the social institutions, being able to trust that you will be treated fairly, have a place in the labour market and so share the benefits of welfare. Having a sense of trust and security is a quality of life issue for the individual. When individuals trust each other and institutions, the combined social capital of the region also increases – capital which may be both individual and collective.

## Challenge 4 – Reducing climate impact while also facilitating accessibility to enable economic growth

*The region has a peripheral location in comparison with other cities and markets in Europe. The region suffers congestion on the roads, while energy prices and environmental demands limit the scope for action. The challenge is to achieve good accessibility which has less impact on the climate and which also encourages economic growth.*

### **The views of the programming team**

The threat of future climate change and the need to reduce any impact on the climate should be part of all planning from now on. Finding objectives which clearly indicate the need to break current trends is likely to be of crucial importance to attitudes to the ongoing work on implementing change. In order to formulate realistic emission targets, the team recommends sectoral emission targets which reflect the specific conditions of the various areas in question. Objectives for climate adaptation should also be drawn up, and these should set out how regional planning aims to handle risks associated with current and future climate change.

Both existing and planned new housing and infrastructure must be adapted to future climatic conditions. Good levels of readiness and good flexibility help to reduce vulnerability.

As part of the planning work, different possible measures must be assessed with regard to their potential, practicality and cost. In addition, the division of responsibility between different stakeholders must also be clarified. Another important issue is the investigation of how different measures may affect different groups of users.

Funding for measures aimed at cutting greenhouse gas emissions is likely to be a key issue in the continued planning work.

Regional enlargement, a larger catchment area and market, as a way of creating economic growth depends on increased transport work. However, the multi-core concept in RUFS 2001 can be seen as an attempt to break the trend for ever increasing commuting distances. If this is to apply to all travel, the cores must be seen as attractive, i.e. of a certain minimum size to be able to provide a sufficient number of functions and facilities. The issues which need to be addressed therefore relate largely to how large the cores need to be, how the networks and transport links between different cores should be designed, what distance there can or should be between the cores, etc. The task of the structural analyses which need to be carried out is to identify the structure which overall is considered to provide the best conditions for sustainable development. It cannot be taken for granted that future changes will be able to take place without changes in our travel habits, our way of transporting goods and perhaps in some respects also our lifestyle.

## Challenge 5 – Meeting the shortfall in building even as demand continues to grow

*The transport infrastructure and housing stock in the region have not been developed in pace with population growth. The challenge lies in meeting the shortfall in building even as demand continues to grow. The resources for carrying out the major investments needed, financially and personally, risk being put under extreme pressure.*

### **The views of the programming team**

An examination of the problems shows a need for improvements in a number of areas. Public transport needs to expand to take pressure off the roads. Increased capacity between the northern and southern halves of the region is another key need. Today's housing and labour markets are restricted and business growth hindered by the region being split in two. There are complex correlations between the transport infrastructure and the construction of housing in the County of Stockholm. Investments large and small in the transport system have an impact on housing expansion. A lack of investment in roads has a negative impact on the labour and housing markets. In the slightly longer term, the transport infrastructure is vital for future housing construction in the region. There is a general interest in new forms of funding. There is a positive attitude towards partnership, while at the same time there are complaints that forms of funding are a matter for the transport authorities to solve.

The overall conclusion from a number of interviews with municipal representatives is that they are successfully planning for housing construction which largely meets the demands they have identified. However, those interviewed see risks and potential obstacles which may have a negative impact on planning. These particularly include:

1. Lack of coordination with the planning of infrastructure investment
2. Uncertainty in interpreting environmental and noise standards
3. Long processing times due to generous appeals system

## Challenge 6 – Opening up the region while also reducing exclusion

*The Stockholm region is to be an open region, where people are able to enhance their life chances, whatever their background. This is not currently the case, for example in the labour and housing markets. The challenge is to make the region open and accessible, while also retaining its cohesion and offering everyone the opportunity to enjoy the region's values and assets. The immigrant population is an important resource for the region to make use of, and not a problem.*

### **The views of the programming team**

Increased openness often relates to the opportunities and attractions which draw migrants, investors and visitors to the Stockholm region. At the same time, openness in people and institutions is a crucial factor in combating exclusion. If the region can successfully open itself up, while also reducing exclusion, then conditions for individuals and companies to move to the region will improve, while existing residents and companies will, to a greater extent, choose to remain in the region. Another benefit is that more tourists and business travellers from around the world will choose to visit the region.

Openness is a useful concept in setting objectives which reduce exclusion. An open region has a labour market for all, where inhabitants are seen as a resource, whatever their background. People in an open region can live wherever they want, whatever their ethnicity, while at the same time, place of residence should not affect people's chances in life.

Trust between people is both a prerequisite for and a way to achieve openness. An open region features a high degree of interaction across spatial and cultural boundaries. An open region is free of discrimination and has a strong focus on equality. Infrastructure and communications create meeting places for people from different parts of society. An open Stockholm region has a population with contacts and networks across the whole world.

In order to achieve an open region, initiatives should be implemented with the aim of strengthening trust in relations between inhabitants and public bodies, and of increasing security in general. The region should identify how clear and coordinated work to combat all forms of discrimination can be achieved. In order to open up the region, initiatives during the planning phase must continue to be oriented towards working with the region's stakeholders to create a plan with genuinely shared ownership, and with a strong focus on implementation.

## **How RUFS can be made more implementation-oriented**

The work of this programming team has focused on transport. Within national transport planning, the state is carrying out long-term planning which will lay the foundation for the Swedish National Road Administration and rail administration Banverket's long-term investment plans in the form of economic frameworks and focuses. RUFS should perform an important function by reflecting regional transport strategies and investment needs in the region. The RUFS process should therefore pave the way for joint analyses, with both the state, in the form of the transport authorities, and regional stakeholders involved in influencing the design. This will lead to common points of departure when it comes to planning by the various parties, which will make it easier to prioritise and implement measures. Within the framework of the analyses, priorities should also be set, so that RUFS is not perceived as a wish list, but as containing measures which can realistically be implemented up until the years 2020 and 2030.

In RUFS 2001, areas for road and rail investment were marked out on maps, even though the planning had not reached a stage of formerly choosing new routes. This had advantages and disadvantages. One advantage is that this gives notice to municipalities, who can set aside land in their comprehensive land use plans. A disadvantage is that this can lead to faulty expectations about the alignments of a particular route, despite important processes and decisions remaining, for example under the Environmental Code. The issue of how detailed reports of road and rail investment should be in RUFS were discussed by the programming team, but no solution was reached.

## Summary of notes from meetings during the third dialogue round

A dialogue was carried during the period 20 February to 30 March 2007. A total of at least 57 different meetings and events took place during this time. Many constructive comments were made on the proposed vision, objectives and strategies. RTK was well received, gained a positive response and above all collected many good ideas ahead of the upcoming planning work. RTK wants and needs to return.

The point of departure was the supporting documents for dialogue 3, in which RTK presented the proposed vision, objectives and strategies for the region and proposed programmes for the planning work. This section provides a summary of the views put forward.

The dialogue was carried out with the following groups of stakeholders:

- The executive boards of the County of Stockholm's municipalities
- Young people
- Business leaders
- Interest organisations
- Municipal officials
- Government agencies
- Academic institutions and student organisations
- Administrative and company managers within Stockholm County Council
- Regional executive boards in surrounding counties

Under the Ordinance governing regional development work, the County Administrative Board is tasked with drawing up a regional development programme (RDP) for the county, covering a specific timeframe. As this is integrated with the work on a new RUFS, specific discussions have been held with the County Administrative Board. Talks have focused particularly on the requirements that apply for a new RUFS to function as the county's RDP.

### Dialogue with elected municipal councillors

*"We must, to a larger extent, focus on those who make up the system, and employ new tactics for reaching out and stimulating the debate. We need to develop our regional consciousness, think like our citizens, because municipal borders do not mean much to them."*

RTK visited all 26 municipalities in the county. The dialogue was carried out with municipal executive boards or their drafting committees.

Many of the municipalities' councillors expressed the view that the vision was good, but that a more concrete definition of its content was necessary. The proposed vision chimes well with many of the municipalities' own visions and is therefore easy to sign up to. At the same time, there were some comments that the vision feels too modest. Why not take

it a bit further? Globalisation was highlighted as an opportunity, with opinions being expressed that the region could perhaps be promoted as “the gateway to the Baltic” as part of the vision. The risk of having several different regional visions and the link with Stockholm Business Alliance’s vision were also discussed.

A common view was that the attractiveness concept could be developed, and that competition should be toned down in favour of cooperation with other regions. The desire was expressed for a definition of exactly what the Stockholm region comprises. In order for the plan to gain acceptance in other parts of the country, the region’s unique position must be set out. Attractiveness is not in itself unique. The Stockholm region must make clear what sets it apart from the wider world.

Opinion varied on the objectives from “clear” and “well formulated” to “too many” and “vague”. Some thought there should be more objectives that were specifically for Stockholm. The cohesion of the region was considered by many to be such a vital issue that it should be highlighted more clearly in the objectives.

The strategies must set out clear ways to move forward. They should also provide guidance on how to get planning processes moving. The importance of the plan also relating to other ongoing processes was also highlighted, as well as the importance of the ongoing sub-regional partnerships being taken into account within the framework of the work on the regional plan.

The lack of a role for the rural areas close to the city was commented on. Some expressed concern about everything being too Stockholm-centric. Many commented on the Committee on Public Sector Responsibilities, and expressed a great deal of dissatisfaction with state initiatives in the Stockholm region.

The majority of people emphasised the importance of having the power to act. A plan has to be created which means everyone carrying out work on their home ground. There were comments that the proposals focus too much on physical issues. Important aspects to emphasise in the ongoing planning process are the environmentally friendly region, and the region as a spearhead for diversity. Environmental and climate problems must be given even more prominence and it was proposed that a regional climate strategy be introduced. A focus on infrastructure, energy and culture was requested, along with clarification on how to deal with integration problems. Similarly, there was a requirement for ways of handling “unpopular but vital facilities” in the region.

Cohesion within the region – linking up the various parts of the region – is considered important. The perspective of the larger region is considered relevant to many issues. On the refugee issue, there is a distribution problem between the northern and southern halves of the region. Communications are high on the agenda, and many issues have to be solved across municipal borders. Many of the councillors highlight cooperation as a prerequisite for being able to realise the vision. It is a way of working that may help ensure strong regional development work. The approach of holding a dialogue with each municipality was appreciated.

Many of the municipal councillors thought that the citizens ought to be consulted to a greater extent. In particular, the perspective of new generations should be emphasised. Proposals included questionnaires, opinion polls, media and various ways of reaching out and kick-starting the debate.

## Dialogue with local young people

*“I would like private and public life to be more closely merged. So I could answer a questionnaire about the future of the Stockholm region while I am at a café or walking to the post office or the shops.”*

The citizen dialogue was carried out in the form of eight focus groups of young people aged 15–30. A total of 64 young people took part. In trialling the citizen dialogue, it was found that there is great interest among young people today in getting involved in issues concerning society, and the majority of the group participants stated that they would consider getting involved in issues concerning the future of the region. Most of the young people had no mental picture of where the Stockholm region starts and finishes, and they did not know what decisions are taken at regional level. The benefits of the Stockholm region in the eyes of the young people included proximity to both city and countryside, which gives people access to two lifestyles in one. Another advantage expressed by the young people was that, for its size, Stockholm is easy to navigate around and that there are no great distances between different places.

The disadvantage of the Stockholm region was seen to be poor communications between the suburbs. The young people expressed a desire for better transverse communications, avoiding the central hub. Another disadvantage brought up was that Stockholm is segregated according to age, background and finances, and that activities are concentrated in central Stockholm. Young people thought that the best way to create an attractive region is to make sure that the people who live there are happy. They expressed a wish for more direct democracy and participation through new channels:

- The Internet is a good forum for giving opinions and coming into contact with the people responsible for various issues.
- Citizens’ offices where you can have a coffee, sit and read, work, obtain social information and make direct contact with politicians.
- School/workplaces/clubs and societies.
- Competitions where people are invited to comment on various proposals.

## Dialogue meetings with interest organisations

*“The most important objective is a good living environment. It concerns the inhabitants and is the basis for everything else.”*

Two broad meetings were held, with a large number of organisations invited. One or more representatives from a total of around 35 organisations attended.

Many participants stated the need for more concrete specifics in order for the region’s stakeholders to be able to relate more easily to the content of RUFS. For some, the visions and objectives feel abstract and far removed from their own activities.

The concept of attractiveness was discussed. Some thought that the vision could be perceived as boastful, while others thought that it was time to stop being so modest. Other comments were that the attractiveness concept should include a drive towards integration with Europe, and that Stockholm should represent “a city with happy inhabitants”. Many expressed the view that an important regional task is to promote immigrants as an asset and an opportunity.

It was considered important to have joint objectives that are fully endorsed by the region's various stakeholders. Objectives on integration and a good living environment were highlighted as being important, as they concern the local inhabitants and are the basis for everything else. Some participants would like to see more aggressive environmental objectives. Another comment related to the importance of identifying conflicts between objectives in the planning work.

Keeping the process alive is an important challenge for the continued planning work. An initial strong push on a broad front may engage many stakeholders, although some wished to stress that the dialogues must not become sham democracy. Many consider it to be a vital regional task to encourage municipalities and regions to work towards a consensus on the region's development and share ideas on the future of the region.

## Dialogue with business leaders in the Stockholm region

*Improve the region's business climate at all levels. Maintain and develop the region's skill levels, but invest more in vocational training. Strengthen links between companies and research institutions and increase cooperation between schools, businesses and government agencies. Reduce road congestion and build more housing.*

Eleven dialogue meetings were held with business leaders around the Stockholm region. Each meeting had an average of 20 participants.

The region is not currently seen by business leaders as a unified concept. Many felt that the region lacks organisation, structure and leadership. The business leaders expressed a desire for a broader region, a Mälardalen perspective. The region's interests should be more strongly asserted in relation to the national level. There was strong support for a multi-core approach and a call for the infrastructure and transport system to be improved. The business leaders saw a need for broad regional coordination of sub-regional partnerships.

Development of the region's skills was seen by many business leaders as vital for a good future. There is a need for cooperation, openness and flexibility in the education system, and for measures to achieve a flexible and adaptable labour market.

Communications need to be improved, according to the business leaders. A strongly competitive communications system is needed, in order to boost the attractiveness of the region. A particular need for transverse communications and bypasses was expressed.

In terms of the business and innovation climate, many consider cost levels to be too high, compared with other regions in Sweden. The business leaders thought that new creative attitudes should be created in school, and that invention, start-ups and small business growth need to be strengthened and encouraged.

The region's attractiveness could be improved by marketing the archipelago and major projects or events. One comment on environmental and sustainable development was that a lifecycle approach is not a restriction, but should be the engine of the region's development. It was also thought that better policies for integration and ethnic diversity are important for sustainable development.

## **Dialogue with municipal officials**

The vision of the Stockholm region being Northern Europe's most attractive region was considered far too vague. However, it was pointed out that the proposed vision is well in line with many of the Stockholm municipalities' own visions. Issues which arose included where exactly the borders of Northern Europe lie, and what it means to be the most attractive region. One proposal was for a vision in which the Stockholm region is urged to become one of Europe's most attractive regions. The participants felt that this wording would encourage cooperation and tear down unnecessary walls which may create obstacles to constructive regional partnership. Sustainable development in the region was considered an important condition for being seen as attractive from a long-term perspective. The objectives were thought to be far too tame and universal. The strategies should clearly set out ways to move forward and provide guidance.

## **Dialogue with administrative and company managers within Stockholm County Council**

Many thought that the proposal contained too many objectives which partly overlapped each other. The plan should relate more to people's life and health. A good life should be chosen as the actual vision. The participants would like to see a citizen-related perspective. The health of young women was highlighted as one problem that needed to be solved.

## **Dialogue with the City of Stockholm's executive**

It should be clear that this is an integrated region where people live in one municipality, work in another and have children in a third, etc. The conclusion to be drawn from this is that there has to be cooperation between the municipalities. Integration and labour market issues were mentioned as concrete examples of areas for cooperation. The municipalities need to allocate responsibility amongst themselves for difficult issues, and find solutions which provide "win-win situations".

## **Dialogue with government agencies**

The proposed vision links up well with the visions which several of the agencies use in their activities. A wish was expressed for a clearer presentation of what RUFs means for the county's inhabitants. There was a great deal of focus on making the region attractive to visitors and to companies who may wish to move into the region. The county's inhabitants want a society which is good to live in. It is the people that make the region. Cultural heritage in its broadest sense is also closely linked with this. The role of culture in the county's growth needs to be examined more closely, along with issues of cultural environment.

There was a desire for a clearer perspective on the physical planning. The planning process needs to be clear all the way down to land use. It is vital to take into account the links between the different types of transport infrastructure, in order to achieve an overall structure that is fit for purpose. Stockholm needs to emphasise the importance of air traffic for internationalisation. The flipside of this is the impact of air travel on the climate. The material takes a good approach to sustainability issues. A desire was expressed for a clearer link to the cultural environment and cultural heritage.

The dialogue material successfully reflects the fact that the region must be open and accessible. Accessibility within the region is well represented, as is the international perspective. However, it is important that accessibility to other regions within the country is also highlighted as an essential objective.

## **Dialogue with academic institutions and student organisations**

Issues discussed were: Are we educating for a Swedish labour market, or are we educating inhabitants for a global labour market? Are we educating the county's young people or are young people moving here for their education? Once educated, do people stay in the region? Do highly-educated individuals move here? The target of 50 percent of school leavers going into further education must apply. There is currently too great a proportion of people who neither work nor study.

Airport issues, relations with the wider world and cooperation around the Baltic Sea region are highlighted as vital issues, along with the poor health of young women. Cooperation between different institutions and activities should be developed, with a focus on what the region's inhabitants need, not what the labour market needs.

## **Dialogue with the "Stockholmssoppan" partnership**

The discussion revolved to a large extent around the region's lack of power to act. A region with the power to make decisions is a prerequisite in order to achieve the objectives. It was suggested that more – like the partnership's various organisations – should be able to get behind what is good for Stockholm. A region with the power to act could constitute a separate objective. Institutional conditions are important and should be included in the strategies. The need was expressed for regional coordination of the overall range of education options, particularly vocational training and education for migrants from other countries. Stockholmssoppan includes the following organisations: the Stockholm Chamber of Commerce, the Stockholm District of the Swedish Trade Union Confederation, the Federation of Private Enterprises, the Salaried Employees' Union, the Confederation of Swedish Enterprise, the Stockholm Craft and Small Business Association and the white-collar union SIF.

## **Dialogue with surrounding counties**

In the dialogue with the surrounding counties, participants expressed a need to be able to draw concrete conclusions. It should be clear from the plan which strategies and actions are necessary in order to meet the objectives. The importance of involving the inhabitants was emphasised. The surrounding counties have good experience of forming partnerships with representatives from the world of business, politics and trade unions, and of maintaining a dialogue with citizens.

More general planning between regions is considered necessary. Good communications need to be seen as a core issue for a larger labour market region. One idea put forward was to have a single principle with responsibility for public transport across the whole of Mälardalen. It was agreed that there should be a move towards a dense and multi-core environment, and that it was important to get responsible agencies such as the Swedish

National Road Administration and the rail administration Banverket involved in this work. Links to Arlanda were emphasised as being critical. Poor accessibility is a threat to the development of the entire region. The Citybanan rail tunnel and the Förbifart Stockholm bypass were therefore mentioned as being extremely important transport issues for the surrounding counties. It was also considered important to develop a multi-core structure from a Mälardalen perspective. Supply of labour and commuting were highlighted as key areas, with a need for more research on commuting behaviour. The issue of integration was also high on the agenda.

The importance of better links with business and the business climate was brought up, with the perspective of a larger region thought to be more natural. The importance of considering the OECD's conclusions – on the importance of a joint strategy and socio-political leadership – was highlighted.

## Summary of the views of municipalities, companies and inhabitants on the future of the region

RTK asked companies and inhabitants how they see their own future and that of the region. RTK also surveyed the visions, objectives and strategies expressed by different stakeholders. What objectives and long-term visions have the region's municipalities developed in different areas and at different levels? Below is a summary of the surveys carried out.

### The municipalities in the county

- In general, the municipalities take a holistic view of their development and future. Their visions are aimed at offering inviting, attractive and safe living environments for inhabitants, activities and companies, but are often limited to addressing the physical structure. In some cases a broader approach is taken, with the development of knowledge and competitive opportunities in Europe taken into consideration.
- All the municipalities display a regional approach in some respect. Some highlight their regional identity in the visions, and some present regionally-oriented strategies.
- The degree of regional focus appears to be related to previous experience and the nature of the issue. It is less in areas where the municipalities have a large degree of self-determination, or where, for reasons of competition among themselves, they find it more difficult to justify any action. It is most common for the municipalities to have certain regionally-oriented ambitions within the established regional planning issues, where discussions have been taking place for a long time, or where agreements on cooperation are clear. This applies primarily to areas such as transport and infrastructure, housing and the environment.
- Many municipalities point out regional conflicts when it comes to the objectives of transport development and the environment, as well as conflicts between expansion/extension and existing residential environments or strategic resources in the form of natural and cultural environments.

## Companies' visions and objectives

In a questionnaire in 2006, RTK asked a sample of companies in the Stockholm–Mälär region what they feel are important areas for development. The results show an overwhelmingly positive assessment of conditions and circumstances in the region. In brief, they want to:

- Improve the region's business climate.
- Increase understanding of companies' conditions.
- Improve business services in municipalities and government agencies.
- Maintain and improve current skill levels and invest in vocational training.
- Strengthen cooperation between large companies and research institutions.
- Cut congestion on the roads.
- Built more housing.
- Increase links between schools, businesses and government agencies.

## Inhabitants' visions and objectives

In a questionnaire in 2006, RTK asked 1,250 people in the Stockholm–Mälär region how they felt about the region. Three out of four feel completely satisfied with their lives. Employment, security, public health and the environment are the most important factors for the future, according to the inhabitants. More results in brief:

- No marked differences between the people living in the Stockholm–Mälär region.
- The majority do not feel that it will be either a much better or a much worse region to live in over the next 10 years.
- However, young people in particular feel positive about their future.
- The region's strength lies in its proximity both to city life and nature.
- Key factors for residents in the County of Stockholm: activities, employment, cultural life, entertainment and educational options.
- Key factors for residents outside the County of Stockholm: housing, conditions for families and older people, security, closeness to work and environmental and transport issues.
- Human relationships, family and friends are valued most highly in life. Work and leisure are considered equally important, while politics and religion are least important.
- Two out of three want permanent employment. The attitude to self-employment is positive, and two out of three would consider running their own company.
- Expansion and extension are a way of solving the transport situation in the Stockholm–Mälär region.
- 70 percent believe that we will be affected by climate change and the damaged ozone layer.

# Annex 1: Environmental impact assessment of RUFS 2010 – assessment of need

The responsible decision-making body must decide whether there is a need for an environmental impact assessment under the Environmental Code for regional plans and regional development programmes (RDP). The environmental impact assessment may lead to an environmental impact statement (EIS), which in turn will form the basis for a decision on the plan in question.

The County Administrative Board has decided that, under the Environmental Code, an environmental impact assessment is necessary for a new RUFS as a regional development programme (RDP).

The office suggests that RTN takes a corresponding decision for a new RUFS both in its capacity as an RDP and a regional plan, since these are to be completely integrated. The office also suggests that work on an environmental impact assessment under the Environmental Code should be initiated.

## Assessment of need

A new regional development plan for the County of Stockholm will, like the currently applicable RUFS 2001, act both as a regional plan and a regional development programme.

Both a regional plan and a regional development programme are types of plans for which an environmental impact assessment may be required under the Environmental Code. An environmental impact assessment is to be carried out if RUFS 2010 is considered to steer – or lay the foundation for – planning and consideration in accordance with the Environmental Code, the Planning and Building Act, the Public Roads Act and other legislation.

RUFS is not binding, but through the presentation of knowledge and arguments for priorities, it must be considered that ensuing planning and consideration is affected. It is a formal requirement that the authority responsible for applying the Environmental Code must have the regional plan available and in its decision state what line it takes both on the regional plan and relevant comprehensive land use plans. Experience of the current RUFS 2001 also shows that it has, in practice, been used as a basis for the decisions of authorities and courts and so has had real importance and influence.

## Conclusion of the assessment of need

The conclusion of the assessment of need is that the new regional development plan must be considered to lay the foundation for future consideration of activities and measures such that an environmental impact assessment is mandatory (chapter 6, section 11 of the Environmental Code, section 4, no 1 of the Ordinance on Environmental Impact Assessments, section 4 of the Ordinance on Land and Water Management).

The environmental impact assessment process starts with a delimitation, where consultation with concerned stakeholders is to help identify significant positive and negative environmental impacts and also generally focus analyses and statements. Consultation on an EIS must be integrated with the consultation on the planning process.

## The Office of Regional Planning and Urban Transportation's reports

A complete list of RTK's publications since 1997 can be found on its Swedish website at [www.rtk.sll.se/publikationer](http://www.rtk.sll.se/publikationer). For publications in English, go to [www.rtk.sll.se/english/publications.htm](http://www.rtk.sll.se/english/publications.htm).

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