

SUPERBS
Case Studies
Volume I

**Basic Patterns
of Sustainability**

Series editor

Lars Rydén

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Preface

The Superbs project attempts to make sustainable urban patterns visible and understandable. The project has for this purpose developed eleven model sites where ways to work with sustainability are examined and demonstrated. The character of the model sites varies. Some models are whole cities, like Turku, Uppsala and Kaunas, others are small neighbourhoods like Hågaby and Suchy Dwor, and a few are individual buildings as in Lüneburg and Hamburg. The model sites may be visited.

Each model site are examined by researchers and the resulting case study reports are published in several volumes. This volume is the first of the planned publications. At each site three different aspects of sustainable urban planning and community development have been explored. In addition some further material from so called resources municipalities where other relevant development patters occur, will be included.

The reports will contain material from Sweden, Finland, Germany, Poland, Lithuania, Estonia, Russia, and Latvia. The purpose of the case studies is first to serve as study material in education on sustainable community development, secondly to be used by others who find the approaches used worth repeating.

In addition to these reports a TV series - City 2000 - is produced with one 30 min program from each one of the eleven model sites. The TV series will be the visual companion to the reports and more than anything else bring the inhabitants of each place into the picture.

The reports in this volume constitute a considerable amount of work spread out over more than two years. I would like to use this occasion to express my gratitude to all those who, after many difficulties, finally have put together their results. I hope and believe that the efforts made were well invested. The reports together provide a highly interesting reading on efforts in many different countries in our region to deal with the outstanding problems of our time: environmental pollution, economic and sometimes social decline. It is about how insightful individuals, cities and universities have found new ways to develop meaningful patterns of living, patterns that we may all be proud of and that will last, be sustainable. Thank you for sharing it with us.

Lars Rydén
Series editor

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Abstracts and authors

1. A strong municipality - Madeleine Granvik

Uppsala is described as an example of the typical Nordic strong municipality. This includes an extensive self-government and local democracy with self-taxation and a planning monopoly. It is argued that a strong local community is good for approaching sustainability. *Madeleine Granvik is a geographer and research student at the Dept of Landscape Planning at the Swedish Agricultural University. She has worked with development of democracy and environmental awareness in cities in Sweden and Russia. Madeleine.Granvik@ipul.slu.se*

2. Cultures of municipal administration

Madeleine Granvik & Inger Christoferson

The traditional role of the municipality was to command and control. Sustainable development requires that the municipality co-operate with other actors, such as companies and NGOs, both for reasons of democracy and mounting resources; the new role contributes to a new administrative culture. *Inger Christoferson is a geographer working with analysis of societal development in the City of Uppsala. Inger.Christoferson@ksk.uppsala.se* *Madeleine Granvik is a geographer at the Swedish Agricultural University. Madeleine.Granvik@ipul.slu.se*

3. Urban growth and long term planning

Madeleine Granvik & Mia Forsberg

Sustainable development is addressed as a new challenge in strategic planning. The *Strategies and vision for Uppsala City 2012* is one example of a strategic planning document. The article describes the work with the plan, public participation and its main features. *Mia Forsberg is a geographer who worked with Director of strategic planning Carl-Johan Engström at Uppsala City in the final production of the plan. Madeleine Granvik is a geographer at the Swedish Agricultural University. Madeleine.Granvik@ipul.slu.se*

4. The city as a sustainable living system

Per G. Berg

Living systems in general and urban structures in particular find a large number of ways to make themselves sustainable. In this chapter the five properties for sustainability applied to the model neighbourhood Hågaby is described, and discussed as a general theory for sustainability of urban environments. *Per G. Berg is an Associate Professor and researcher on sustainability in urban environments at the Dept of Landscape Planning at the Swedish Agricultural University. Per.Berg@ipul.slu.se*

5. Demonstrating Sustainability in Human habitats - Per G. Berg

Methods to demonstrate resources for sustainability in the model area Hågaby are described. Physical, economic, organisational, human and cultural resources are studied using a mix of quantitative and qualitative assessments. *Per G. Berg is an Associate Professor at the Swedish Agricultural University. Per.Berg@ipul.slu.se*

6. Developing sustainability in Hågaby village

Per G. Berg

The results of the first four years of development (1996-2000) of the model project Hågaby are reported. Data include quantitative analysis of a series of practical projects such as solar energy, wastewater treatment, household composting, as well as social and economic aspects of a sustainable community life. *Per G. Berg is an Associate Professor at the Swedish Agricultural University. Per.Berg@ipul.slu.se*

7. Studying sustainability in municipal transformation - Gunnar Persson & Anders Bro

Strategies to achieve sustainability by municipalities in crisis are described, focusing on the small town of Hällefors. Strategies are either offensive where new investments are being made or defensive where the municipality adapt to a shrinking population and economy. The report builds on interviews and focus on mentality change. *Gunnar Persson (architect) and Anders Bro (social scientist) were researchers at Örebro University's project Novemus dealing with sustainability in urban environments. Gunnar Persson has since moved to become a city architect in Örebro. Gunnar.Persson@orebro.se*

8. Strategies for managing economic decline Gunnar Persson & Anders Bro

The change of economy in Hällefors, one of many towns dominated by a single large industrial company within traditional branches, is described. In few years the large employer decreased workforce dramatically. The municipality was forced to go from one source of income to develop many small companies based on local opportunities. *Gunnar Persson (architect) and Anders Bro (social scientist). Gunnar.Persson@orebro.se*

9. Managing housing policy in economic decline Gunnar Persson & Anders Bro

Housing policy in Hällefors town, with a decreasing population, and 10-20 % empty apartments, is described. Houses were taken down, investments for improved beauty and functionality, made in three residential areas. The ensuing decreased frequency of moving proved the investments to be worth while. Sustainability in Hällefors subsequent to the measures take is discussed. *Gunnar Persson (architect) and Anders Bro (social scientist). Gunnar.Persson@orebro.se*

10. Culture in municipal transformation

Gunnar Persson & Anders Bro

The transformation in Hällefors is described as a strategy, where the products of the town were no more steel and wood but rather culture, nature, and meals. The changes were inspired by Gestalt psychology's "the steps of human needs", as well as by 1880's Sweden, when authors and painters were very active. Culture is seen as a strong force in periods of change. *Gunnar Persson (architect) and Anders Bro (social scientist). Gunnar.Persson@orebro.se*

11. Migration in the municipality of Enköping Wendelin Müller-Wille

In some areas of Sweden urbanization has reversed during the 1990s. The municipality of Enköping is one example where new houses are largely built and new inhabitants preferably settle outside the town. Life outside the town is discussed as a sustainability strategy and results from a questionnaire reported. *Wendelin Müller-Wille is a scientists, geographer and farmer and member of the city council. wendelin.m-w@swipnet.se*

UPPSALA

Uppsala is situated on the Uppsala plain, 70 km north of Stockholm close to Ekoln Bay on Lake Mälaren, at the mouth of the Fyris River. It is now, as in former times, at the crossroads for travel in the region, by road, rail, air or sea.

Sweden has today 289 municipalities. Uppsala is the fourth largest of them, with 187,000 inhabitants in all, approx. 130,000 of them in the city centre. The size is approx. 2,523 square kilometres. The distance from north to south is slightly over 50 kilometres, and from east to west, 80 kilometres. It takes about 35 minutes to go by train to the capital, Stockholm.



Figure 1.1 Uppsala is situated in an area of high activity and growth in the Baltic Sea region.

Uppsala has a rich history. It was once the centre of Viking culture, a religious centre and in the earliest times, was the centre for Swedish democracy and nation building. Today, Uppsala, with its 15th century cathedral, is still the seat of the archbishop of the Church of Sweden. It is no longer the political centre, but Uppsala castle, originating in the 16th century, was once of central importance for the Swedish monarchy. Uppsala University, established in 1477 is one of the oldest universities in Northern Europe.



Figure 1.2 The view to the north seen from Uppsala castle with the 15th century cathedral in the foreground. (photo: Inga-May Lehman Nådin.)

Uppsala is thus filled with national heritage and in the centre of the city much of the old time charm remains, with the national cathedral and the Uppsala castle dominating the skyline. The Fyris River flows through the town, and there are numerous parks, gardens and other green spaces well suited to city recreation.

Today Uppsala is the fastest growing city in Sweden. It is a centre for high technology companies, the site for several state agencies connected to university research and teaching, and also has a large academic hospital and two dynamic universities. Economic life is characterised by this closeness to research and includes important companies in the field of high technology such as information technology, biotechnology, and pharmaceuticals.

As a city, Uppsala is undergoing major changes in urban structure. Strategies for sustainable urban planning are developed along the guidelines put forth in the recently adopted document, Strategies and Visions 2012. Discussion about the new tools for urban transformation, include developing multi-functionality in previously monotonous residential areas, as well as the “densification” of the city core. Urban healing, also in vogue, refers to building a city for people with a more efficient municipal transport, changing the former traffic-scapes to areas more friendly to pedestrians. Uppsala is already one of the most bicycle rich cities in the country. The municipality today is attempting to develop a city which is healthier, more culturally oriented and more ecological for all of its inhabitants.

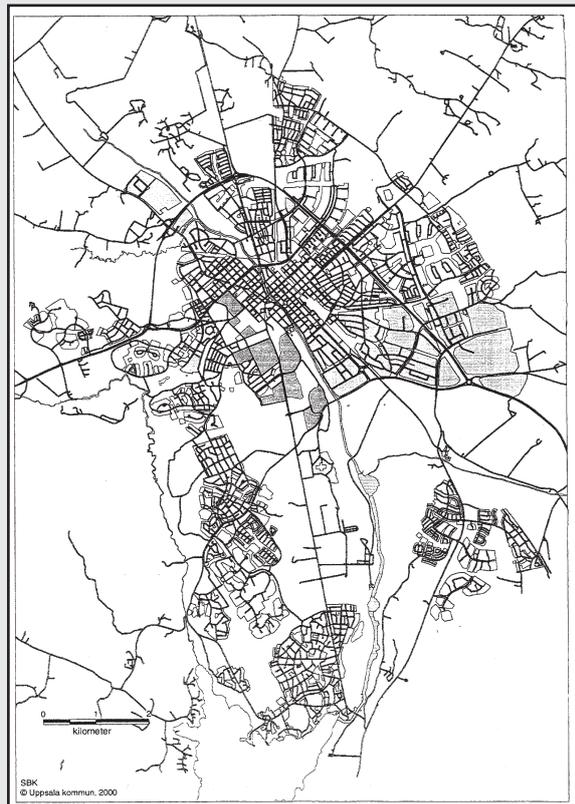


Figure 1.3 City map of Uppsala.

Uppsala has an international atmosphere with a well established multicultural environment. More than 100 nationalities are represented in the population. Many of the enterprises and institutions have broad international contacts and activities, including the two universities, Uppsala University and the Swedish University of Agricultural Sciences. The student population numbers close to 40,000. Among them are many international students participating in various programs e.g. the Socrates program.

1. A strong municipality

On the local economic and planning competence in Uppsala and other Swedish municipalities

Madeleine Granvik

1.1 History of municipal administration

- 1.1.1 The City of Uppsala and the Nordic municipality
- 1.1.2 The history of local self-government. The 1862 Local Act
- 1.1.3 The 1953-74 municipal reforms creating “super-municipalities”

1.2 Role and function of municipal administration

- 1.2.1 The municipality and its roles
- 1.2.2 The municipal organisation
- 1.2.3 Responsibilities of Swedish municipalities
- 1.2.4 Economic responsibilities - the right to tax and the right to charge
- 1.2.5 Legal responsibilities – the planning monopoly and the right of veto

1.1 HISTORY OF MUNICIPAL ADMINISTRATION

1.1.1 The City of Uppsala and the Nordic municipality

As all cities in Sweden, Uppsala has an extensive self-government and local democracy including self-taxation and a planning monopoly. This is typical of Nordic cities. In this case study, Uppsala will serve as an example of how such a locally strong municipality is organised, what its roles and duties are and how it interacts with its inhabitants. A background issue relevant to this case report is that many researchers argue that a strong local community is a good prerequisite or even a necessity for attaining sustainable development. The Nordic tradition of strong municipalities is one example of how this can be achieved.

1.1.2 The history of local self-government. The 1862 Local Act

Sweden has a long tradition of local self-government. The first act outlining the duties and powers of the local authorities, the *Local Act*, dates back to the year 1862. But even hundreds of years before that, in Medieval society, the roots of local self-governance were found in village communities, counties, landscapes and towns.

It was the king alone who instituted the new local government reform of 1862. The basic idea was that the municipalities were acknowledged as independent juridical entities. Their right to make their own decisions were broadened, and the State’s right to control the municipalities was restricted. The total local income was to be collected for the use of the entire municipality’s needs. The inhabi-



Figure 1.4 Uppsala city in 1950.

tants were members of the municipality, and all had the same rights and obligations. In reality it took a much longer time to implement this system e.g. everyone’s right to vote. The number of municipalities at this time was about 2,500 and in addition there were 90 cities.

1.1.3 The 1953-74 municipal reforms creating “super-municipalities”

During the decades after the 1862 reform, a new modern Sweden began to take shape and the Local Act legislation was revised several times. After the Second World War a series of reforms for strengthening the local government were passed by the parliament. In the 1950s, the number

The structure of city administration of Uppsala

City council

The highest decision-making body, the *city council*, has 81 members whom are elected by the municipality's inhabitants. General elections are held every fourth year. The city council meetings are open to the citizens, and the agenda is announced in the local newspapers ten days before the meeting.

Boards

In addition to the city council there are 27 *other boards*. There are 14 local municipal boards with responsibilities in their respective districts for family care, housing, social services, health care, schools, and recreation.

The 13 specialised boards are common to the entire municipality. Each board is responsible for a specific field e.g. civil defence, fire prevention etc.

Executive board

The city *executive board* consists of 15 members. Under it are committees for finance, personnel, children and youth, social welfare and care, and special assignment committees for industry and commerce, employment and citizen participation. In total, there are about 700 elected representatives (most of them working in their spare time) active in the local politics in Uppsala municipality.

of inhabitants in rural areas fell drastically. Urbanisation led to shrinking tax resources in the rural areas, which resulted in an inability to provide appropriate services to the remaining inhabitants. The parliament then decided to create new and stronger "super-municipalities". In the 1953 reform, the number of municipalities was reduced from about 2,500 to 1,000. Only in this way could the necessary resources for acceptable services be achieved.

The concept of "super-municipalities" was built on economic geography. Each municipality was obliged to form a territory with no less than 8,000 inhabitants, with its own local labour and housing market. The typical Swedish municipality, outside of the metropolitan areas, now included both built-up areas of various sizes and rural areas. The centre, often a small or medium-sized city surrounded by countryside, sometimes included smaller towns or hamlets. This municipal boundary reform was completed in 1974, where the number of municipalities ended up being reduced to 278. The same year, through government legislation, local self-government became a part of the constitution.

1.2 ROLE AND FUNCTION OF MUNICIPAL ADMINISTRATION

1.2.1 The municipality and its roles

The Swedish municipality can be described from several different perspectives and can be understood to fill many different roles. One perspective is the political and democratic, which first of all illustrates the municipality as a political arena and an institutional system for democracy and the will of the people. This view is derived from democratic theory, which is expressed in the local self-government's constitution. From this perspective, the political leadership and the organisational conditions which concern the democratic decision-making are put first.

Another role of the municipality is as a "controller" - to guarantee the policing functions and the legal rights for the local population. The municipalities carry on the exercise of public authority.

From a third perspective the municipality has the role of local administration of the welfare state, which nowadays is more and more related to the words efficiency, professionalism and client orientation.

1.2.2 The municipal organisation

The municipal organisation is based on a structure, which consists of:

- 1) A *city council* (the local parliament) the highest decision-making body of the municipality. The citizens through general elections elect the city council members every fourth year.
- 2) *The executive board* (the local government) with its committees.
- 3) *Specialised* and local *boards* are appointed by the city council. The chair of the committees represents the majority, the vice chair represents the opposition.
- 4) *The local municipal boards* have a geographical responsibility, and the specialised boards are common to the entire municipality. The executive board prepares the items, considerations, bills etc. and is responsible for the enforcement of the decisions taken by the city council. Under the executive board are committees, such as for finance, social services, health care, children and youth, etc.

1.2.3 Responsibilities of Swedish municipalities

Compared to other countries that express country-wide interests in national plans relative to local decision-making, Sweden is unique in that the municipal planning process is also the interpreter of national planning interests. The *national government's* role as a planning actor in Sweden is much less clear than in other countries. The national government's role is formally limited to reviewing issues, although in reality, it is much greater, since it is responsible for heavy financial investments in infrastructure.

The main principle of the *municipality* is to serve the common interest. The parliament determines the duties, rights and powers of the municipalities, i.e. what they must do, what they are entitled to do and what they do not have the right to do.

1. A STRONG MUNICIPALITY

The rights and powers that the Swedish municipality include:

- 1) a planning monopoly,
- 2) the right of veto,
- 3) the right to tax, and
- 4) the right to levy fees.

Traditionally, the fundamental responsibilities are set out in the Local Act. Duties of the municipalities include:

- 1) social services,
- 2) care of children and the elderly,
- 3) the educational system,
- 4) the planning- and building system, and
- 5) emergency services and civil defence.

In 1991, when the Local Act was last reformed, the following duties were added:

- 6) maintenance and protection of the physical environment,
- 7) transportation and communications,
- 8) technical services such as water, sewage and energy and
- 9) recreational and cultural programs.

Following is an introduction to the most important municipal tools: the right to tax, the right to levy fees, the planning monopoly, and the right of veto.

1.2.4 Economic responsibilities - the right to tax and the right to charge

The most important municipal tool is *the right to tax*. According to the government constitution, the municipalities have the right to tax in order to facilitate their duties. Taxes are paid to meet a variety of needs such as streets, health care, and education. Local income tax is about 30 crowns per 100 crowns earned. All tax payers are obliged to pay local income tax.

The Local Act states that municipalities have the *right to levy fees for services they supply*. In some cases, the fee is part of the municipality's general responsibility, and is then based on a privately based agreement according to civil law (e.g. water, sewage and gas charges), but in general, the right to levy fees is determined by a law or a constitution according to public law, which is necessary when it comes to duties municipalities are obliged to take care of, and when the citizens, according to law, are obliged to use certain services (e.g. cleaning and chimney sweeping). Fees can also concern the use of a place (e.g. harbour, car-park, or market), be in the form of a sanction (a fine), be related to covering administrative costs (e.g. for a building permit), or part of health care and social services, such as day-care centres, elderly care and care of disabled people.

1.2.5 Legal responsibilities – the planning monopoly and the right of veto

In Sweden, municipalities are responsible for the planning and management of land and water. This means in principle that a municipal planning monopoly exists. It is regulated by legislative procedures, such as the liability for consultation. The municipalities are granted a monopoly of physical planning but there exist certain restrictions

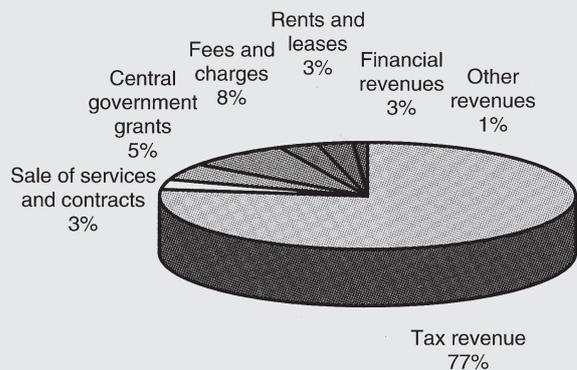
The City of Uppsala budget

The total 1999 budget was approximately SEK 6.4 billion. Major expenses are in the areas of social services, education, garbage disposal, and water. On every earned, taxable SEK 100, the municipal tax rate is SEK 21.03, the county council tax rate SEK 9.32, and the church tax rate averages SEK 1.22. This makes a total of SEK 31.57.

A major part of the municipality's activities are carried out through wholly or partly owned companies and foundations. The wholly owned companies are grouped together under the name Uppsala Stadshus AB. Together, the municipal companies have an annual turnover of SEK 2,400 million. A substantial part of the municipality's assets - approximately 7,500 million - is managed by the companies.

In total, there are about 11,000 people employed within the municipality's activities e.g. work in schools, day-care centres and elder care.

Revenues 1998



Expenditures 1998

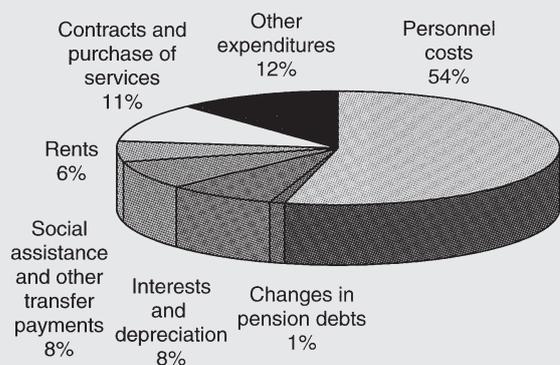


Figure 1.5 The budget - our money.

1. A STRONG MUNICIPALITY

whereby they have to take into account the interests of the State. The traditional role of municipal physical planning was regulation of land use. Now, the focus is on provision of the means for development and other opportunities.

The parliament has passed laws decentralising planning powers to the local level, in order to make it possible for the municipalities to take full responsibility for land and water management. The legislation concerned with planning is the Planning and Building Act (PBL) and the *Environmental Act*, of which chapter two regulates the use of land (earlier the Act on Management of Natural Resources, NRL). There are two main instruments that

are used for planning tasks, first the *comprehensive plan* and second the *detailed development plan*. These are being used for planning land and water management. In practice, the planning process also consists of several investigations and studies, which serve as a supplement to the comprehensive plan and the detailed development plan.

Several *organisations and authorities* are the *actors*, who are requested to participate in the planning process. An important part of the planning procedure is to gather opinions from different groups in society concerning a special topic. This is accomplished by referring a planning proposal to various bodies for consideration. In some cases, these groups are invited to participate at an earlier phase in the planning of the project. The groups often have their roots in older volunteer associations, which are respected civic organisations.

In some cases, national authorities must consult local municipalities, mostly in cases which concern construction. Most often, it concerns a specific topic that is of great importance for a municipality. Through the municipality's "*right of veto*" no building permits can be issued without permission of the municipality. This gives the municipality the right to say no to building plans they do not like.

Due to the Environmental Act, the National Government, in principal, has to ask the local council for permission to locate large industries within a municipality (there are some exceptions, for instance, when a facility is considered very important from a national point of view).



Figure 1.6 In the beginning of the 20th century Uppsala city built a tram system to improve the local communication.

The planning process

Comprehensive Plans

The task of a comprehensive plan is to describe land and water use in general. It must be comprehensive with respect to the geographic area of the municipality, and should also be comprehensive with respect to activities conducted within the municipality. By law, all municipalities are obliged to have a comprehensive plan, though the plan is not legally binding. This is a municipal document meant to express both national and local public interests. It is intended not only to unite national and local interests but also to give support to two review traditions, one that is municipal and local, and one that is governmental and judicial.

Detailed Development Plans

The detailed development plan is the implementation tool in the local planning monopoly, and describes building rights. It gives the municipality the opportunity to assess land use impacts. It is legally binding. It must show which areas are intended for public or private buildings, of the location of water bodies, and the implementation time. As well, the municipality is free to add its own requirements. The detailed development plan has a time limitation. It must specify an implementation period of at least five years, and at most 15 years. This type of plan is not a long-term planning instrument.