

# Planning programme proposal

Revision of the land-use part of the municipal masterplan 2021



Lørenskog  
kommune

# Table of contents

<b>1. Introduction .....</b>	<b>3</b>
<b>2. Background and guidance .....</b>	<b>4</b>
<b>3. Main theme when revising the land-use part .....</b>	<b>7</b>
3.1 Marka, agricultural areas and blue-green assets must be safeguarded and secured.....	7
3.2 Good local development for all of Lørenskog .....	9
3.3 Quality housing and living environment.....	10
3.4 Safe and sustainable transport and mobility .....	12
3.5 Future-oriented business with sought-after jobs.....	13
3.6 Environmental impact assessment & risk and vulnerability .....	14
<b>4. Planning process and progress .....</b>	<b>14</b>
<b>5. Involvement and communication .....</b>	<b>16</b>

# 1. Introduction

The social element of the municipal master plan was adopted by the municipal council in November 2020, and it was also decided that the revision of the land-use part should take place as soon as possible. Through revising the land-use part, the municipality will illustrate the land-use consequences of the focus areas in the social element and contribute to realizing these. Changes in the land-use part will have its main emphasis on strengthening the connection between economic, social, and environmental sustainability and be an important contribution to achieving the UN's sustainable development goals. This means, among other things, that all changes proposed in the land-use part must be assessed in relation to climate impact

Revision of the land-use part means four deliberations in the municipal council and two consultation periods. The planning program will be presented for political consideration in September 2021 and a new land-use part will be considered at the end of 2022.

## **What is a municipal masterplan and a planning programme?**

The municipal master plan is the municipality's most important plan. It consists of a social element and a land-use part, which together form the basis of all municipal planning. The land-use part says something about how the land in the municipality should be used. Guidelines for land-use are laid down through a legally binding area map and through provisions. In addition, the land-use part consists of comprehensive guidelines and planning description. Land-use changes can have significant consequences for the environment and society, and the plan proposal must therefore go through an impact assessment.

Before the planning effort is started, a planning program must be prepared. The planning program lays down guidelines for the specific work with the plan proposal. The planning program describes the purpose of the revision, the general guidelines on which it is based, the main theme that the focus will be on, the progress plan for the work and how the municipality will work with involvement.

## 2. Background and guidance

### UN Sustainable Development Goals

Sustainable development is development that meets today's needs without compromising that future generations will have their needs met. Economic, social, and environmental factors are interconnected and must be seen as a whole. All three of these cornerstones must be considered and maintained to achieve sustainable development.

The UN has adopted 17 development goals to promote social, environmental, and economic sustainability worldwide. The Government has decided that all municipalities in Norway must take a stand on the UN's sustainability goals in their planning effort.

Targeted efforts for sustainable development are not new for Lørenskog municipality. It has also been applied in previous municipal master plans. All of UN's sustainable development goals are important and based on the priority areas in the social element of the municipal master plan, it defines which ones Lørenskog will follow up in this period in particular.



### National expectations for regional and municipal planning

Every four years, the government presents the expectations for regional and municipal planning. In the current letter of expectation, there is a focus on the UN's sustainable development goals being used as a basis for community and spatial planning. Furthermore, four main challenges are pointed out:

- Building a sustainable welfare state.
- Building an ecologically sustainable society through, among other things, an offensive climate policy and sound resource management
- Building a socially sustainable society.
- Building a safe society for all.

## Expectation letter from Oslo & Viken County governor

The letter of expectation conveys the priority national guidelines for land development and emphasizes how these will be followed up by the County Governor. For Oslo and Viken, there are several topics that are particularly relevant. The main topics that the municipality will focus on in the revision of the land-use part matches well with the County Governor's expectations.

Of all the topics mentioned in the letter of expectation, the following are relevant for Lørenskog:

- UN Sustainable Development Goals
- Sustainable land development
- Public health and social housing considerations
- Civil protection
- Climate adaptation and nature-based solutions
- Soil conservation and increased food production
- Waterways and water quality
- Biodiversity and interconnected blue and green systems
- Mass Handling
- Digitization and streamlining

## The social element of the municipal master plan 2020

The social element of the municipal master plan is based on a vision that the development in Lørenskog will be sustainable and be strengthened as a green, safe, and diverse municipality. Good conditions for growing up, social venues and varied cultural and other types of activities shall stimulate unity, safety, and active involvement. Additionally, local cultural heritage and old traditions will be promoted to the delight of new generations in Lørenskog.

Based on the vision, four focus areas have been defined in the social element, which the municipality will keep a special focus on during the election period:

- Sense of belonging and community
- Housing quality and inclusive living environment
- Broad youth initiative
- Safe and environmentally friendly transport

Revision of the land-use part of the municipal master will be based on the focus areas in the social element.

## Lørenskog's land-use strategy

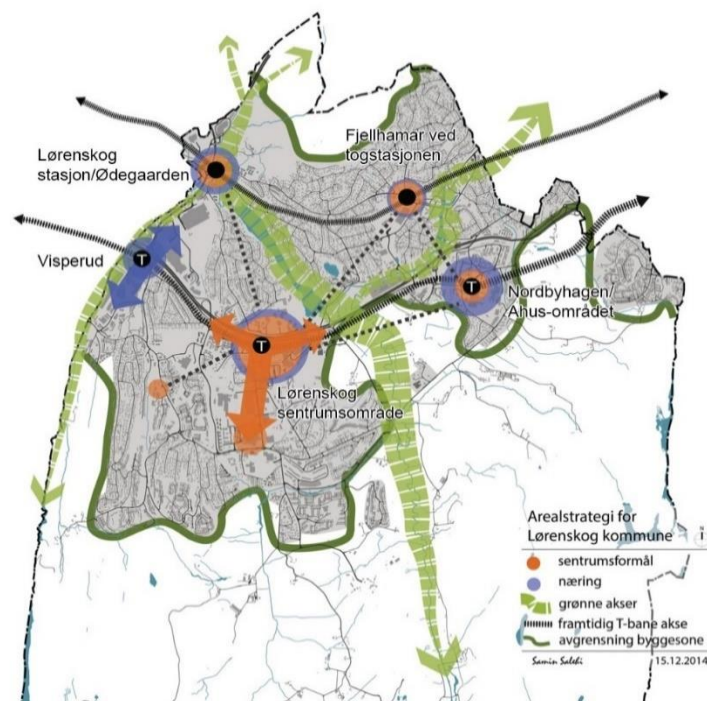
The current land-use strategy has been approved and continued in the new part of the social element.

Since Lørenskog's land-use strategy was prepared in 2014, it has met well with new national expectations for municipal planning. It is also in line with state planning guidelines for coordinated housing-, land-use- and transport planning. The strategy is in accordance with the regional plan for land-use and transport in Oslo and Akershus

(2015) and responds well to the recently adopted regional planning strategy for Viken 2020-2024 - *The road to a sustainable Viken*. The land-use strategy facilitates densification around public transport hubs and a good housing supply. It helps to secure Lørenskog's food soil, the cultural landscape, and natural assets. The land-use strategy also defines the location of trade and industry which supports the development of hubs and local shopping centres. The large contiguous green spaces along the rivers function as green links between the residential areas and outdoor areas in Marka.

The land-use strategy contains a delimited building zone, which is the municipality's implementation of a green border. Within this zone, five development areas have been defined where all growth will mainly take place:

- Lørenskog downtown area
- Lørenskog station
- Fjellhamar next to the train station
- Visperud
- The area of Nordbyhagen/Ahus



The land-use strategy responds to several of the UN's sustainability goals and forms the basis for a sustainable land-use policy in Lørenskog. Lørenskog municipality will take care of nature and care about the climate, balance strong population growth and economy and respond to social sustainability by securing housing for those who need it.

The land-use strategy is the basis for the revision of the land-use part of the municipal plan.

## 3. Main theme when revising the land-use part

### 3.1 Marka, agricultural areas and blue-green assets must be safeguarded and secured

The vision of Lørenskog municipality is *Lørenskog - green, safe, and diverse*. In order to be a green municipality, sustainable development must be facilitated. The construction zone in the current land-use part shall not be changed, and Marka's borders are fixed. This shall be safeguarded through the municipality's land-use strategy, the municipal master plan map, and the land management in line with the municipal plan's land-use part

#### Significance for the planning initiative

##### Marka

A large proportion of Lørenskog's land is located within the borders of Marka. All the while that Marka's borders shall be safeguarded, a rich, varied landscape with a natural and cultural environment and cultural monuments must be preserved.

It is desired to give the population access to Marka without it bringing about deterioration of nature. By ensuring interconnected blue-green infrastructures and walking paths through the construction zone, residential areas can be better connected with Marka and other larger outdoor areas in the municipality.

##### Soil conservation

Approximately 9% of Lørenskog's land consist of agricultural areas. In line with national soil protection goals, the municipality shall ensure cultivated and arable land with a view to the future and its generations, and avoid land degradation. By continuing with the current construction zone, and not opening for new areas of development outside of this, the municipality ensures that the soil protection considerations are maintained. When revising, it will be considered whether provisions should be authorized in the land-use part of the municipal master plan that assures the guidelines from the Theme Plan for Agriculture for Lørenskog Municipality (2017) and the Guide for Land Relocation in Planning- and Building Laws.

##### Areas of agriculture-, nature- and the outdoors

The land-use strategy entails a strengthening of the large interconnected green areas in the municipality. Green lungs, access to waterways and interconnected natural and cultural landscapes will contribute to good living areas and recreational opportunities in the local community, as well as connections to the surrounding nature and outdoor areas. The diversity from the large forest areas to small woodlands, popularly called "hundred-meter forests" must be preserved for the benefit of the local community, also in developments. Lørenskog is a municipality with long forest traditions, and this is an important part of the municipality's identity. Today, 65% of the municipality is productive forest and the majority of this is operated in accordance with the forestry's Marka regulations.

Designated areas for agriculture, nature and the outdoors (LNF) in the current land-use part shall not be reallocated.

### **Blue-green infrastructure and surface water management**

Through open streams and other blue-green solutions for surface water management, the municipality will secure itself against the weather of the future - increased precipitation and risk of torrential rain and floods. These solutions also provide increased biodiversity and added value for recreation. Most damage related to surface water is caused by torrential rain, and it is therefore expected that increased rainfall as a result of climate change could lead to greater damage to buildings, infrastructure and properties. Planned flood routes will ensure the safest possible handling of the largest flood events. At the same time, it is costly to improve capacity on the rest of the municipal surface water systems.

Existing waterways and blue-green infrastructure must be safeguarded and strengthened in the land-use part. There is a need to look at how surface water should be handled in the municipality, and which methods that should be used. The municipality has a *Strategy for surface water and watercourses* (2017). There is also a municipal sub-plan for differentiated waterways management (2003) which will be revised. These plans will provide guidelines for the revision process for the land-use part.

### **Biodiversity**

The municipality shall manage nature in a way that contributes to reversing the trend so that biodiversity increases, and biodiversity loss is stopped. This involves long-term planning to safeguard diversity and secure good nature experiences for the future. The municipality will map the biodiversity. This will provide the necessary knowledge and overview to make good and correct choices for land-use and development activities. The work on the municipal sub-plan for biodiversity will start concurrently with the revision of the municipal master plan's land-use part.



## 3.2 Good land development for entire Lørenskog

*Sense of belonging and community and a broad youth initiative* are two of the municipality's focus areas. The focus areas focus on good comprehensive planning and development of the local community, which safeguards distinctiveness and ensures a safe environment for growing up.

Lørenskog has had high population growth in recent years. The municipality's own forecasts show an average annual growth of 2.6% over the next 10 years. During this period, many new homes will be built within the municipality's areas for land development. It is important that these new residential areas become attractive local communities that help to strengthen a sense of belonging and an identity for both new and established residents. In addition, the other areas within the construction zone in the municipality will be managed in a way that supports good neighbourhoods.

In all development zones, there are larger and smaller elements of industry and public services. Industry can be an anchor for good urban development, such as with Snøbyen by Lørenskog station town.

### Significance for the planning initiative

#### Urban Development with several target areas

The key to good future-oriented urban development lies in promoting sustainable development that contributes to achieving the UN's sustainable development goals. The municipality shall have vibrant neighbourhoods and secure good green areas, connections, and common areas where everyday life can be lived within walking distance of the home. Assessments needs to be made about how the land-use part can contribute to securing this, including assessing how living environments can be developed in collaboration with residents, developers, real estate agencies and other private and public agencies.

#### Cultural monuments and cultural environment

In Lørenskog, there are both individual cultural monuments and a holistic cultural environment from both older and more recent times. Lørenskog municipality is working on a revised municipal sub-plan for cultural monuments, a cultural environment, and cultural landscapes, which will be completed and approved in 2021. The cultural heritage plan is not proposed to be legally binding, and only has value registration and recommendations. In the land-use part, legally binding protection for certain areas or objects shall be considered through using zones requiring special consideration and regulations.

#### Comprehensive area development

By facilitating comprehensive processes for area development, the municipality will ensure that goals, ambitions, and considerations can be achieved in a way that is in the

best interests of residents, developers and the municipality. This will include a review of the predictability decision for development agreements, and a further developed use of development agreements to ensure the development of common infrastructure.

### **Mass handling and circular economy**

The construction in Lørenskog is fast-paced, and there are many projects that will be built in the coming years. It is important that the removed masses are handled in an appropriate manner. When revising, it must be considered which instruments can best ensure sustainable resource and land management, facilitate circular economy, and prevent pollution related to mass handling.

### **Development areas**

It is required that each development area has a drawn up comprehensive plan that sets the framework and visions for the development of the area before legally binding plans are made. In recent years, there has been activity in most of the development areas.

Examples of comprehensive plans are parallel assignments at Lørenskog station area and Fjellhamar, indicative plan for public spaces in the city centre area and recently adopted feasibility study with Vision for Visperud

In parallel with the revision of the municipal master plan's land-use part, a feasibility study will be launched for the area of Ahus.

### **The need for space for public/common purposes**

The municipality's different needs for areas for social infrastructure must be seen in context. Plots for, for example, sports buildings and facilities, schools, kindergartens, nursing homes, care homes, recycling points, combined purposes and meeting places should be located so that they facilitate targeted development and joint use. This will create a good living environment within the local communities and local centres which provides attractive places for activity and meeting, for everyone across age and cultural background. The revision will, among other things, assess opportunities for joint use of buildings and outdoor areas.

## **3.3 Quality housing and living environment**

*Housing quality and inclusive living environment* is one of the priority areas in the social element part of the municipal master plan. This is an important welfare topic in a municipality like Lørenskog with high growth, new residents, and construction activity. New housing projects in development areas in Lørenskog are attractive for families with children, especially for young people in the establishment phase, who move from Oslo and other surrounding municipalities. In addition to the development areas, Lørenskog also has many established areas with smaller detached houses, where densification takes place in the form of apple orchard development, with new detached and semi-detached houses or where existing houses are demolished and replaced with new, dense buildings.

## Significance for the planning initiative

### Housing quality and housing diversity

New homes built in the municipality must have good housing quality. There are many different factors that contribute to creating good living and area quality, such as the location of the homes, the organization of the buildings and proximity to social meeting places and nature. In 2020, new guidelines for housing quality were adopted in Lørenskog. When revising the land-use part, it shall be based on the guidelines, together with other technical reports on housing quality. It will be considered whether legally binding provisions should be formulated in the land-use part, which safeguards the intentions of the guidelines for housing quality and manages densification within existing residential areas.

Housing diversity is an important element in creating good neighbourhoods where people can live through several phases of life. This can mean that you will find both terraced houses, apartments of different sizes and types, as well as detached houses within the same area. Of the municipality's 17,600 homes, 29% are in detached houses, 27% in other smaller detached houses, 39% in apartment buildings and 5% in other building types. 64% of the apartment buildings consists of apartments with two bedrooms or. Based on adopted and ongoing plans in 2021, the proportion of homes in apartment buildings will increase the most in the coming years. The municipality will study what will be a good balance regarding housing diversity in Lørenskog and how this can be incorporated into the land-use part. Arrangements will be made for a supply of varied housing in different price ranges that will ensure that the inhabitants thrive and want to stay in Lørenskog and that everyone can get housing.

### Smaller detached houses

In recent years, there has been an increase of densification and new construction in the municipality's smaller detached house areas, mainly in the form of single and semi-detached houses. Densification can have many positive effects. More people in an area, for example, provide a better basis for public services and common functions, public transport, and shops. At the same time, the development of plots individually can contribute to problems arising around traffic flow, pressure on green areas and cultural monuments, as well as a changed neighbourhood character.

The prerequisite for good densification is good development management. It involves broad involvement and plans that provide a clear and predictable framework for both residents and developers. The general provisions in the municipal master plan for the single-family house areas shall be considered, aiming to balance the area character preserving considerations and existing qualities on the one hand and the possibility of appropriate densification and utilization of existing plots on the other.

## 3.4 Safe and sustainable transport and mobility

*Safe and sustainable transport* is defined as a focus area in the social element of the municipal master plan. These needs have been highlighted:

- a better bus service across the major transport routes,
- better network of hiking trails, shortcuts, walkways and bike paths,
- innovation in green mobility and
- facilitation for charging cars, car sharing and carpooling.

Working on the land-use part, regional guidelines and new projects must be taken into account, such as better accessibility for buses, bicycle expressways and a new regional plan for area and transport. Extension of the subway to Lørenskog is also an important premise in the revision. This is reinforced by the construction work that is taking place in the city centre, at Visperud and at Ahus

### Significance for the planning initiative

#### Integrated transport system

Objectives have been set in the municipality's land-use strategy and plan for green mobility, which are of great importance for the integrated transport system. Simultaneously, the transport sector is undergoing a comprehensive restructuring with, among other things, electrification of buses and goods transport.

More knowledge is needed about the challenges tied to the transport system's capacity in the coming years. Prioritizing pedestrians & cyclists will provide good traffic safety and promote green mobility. It shall be assessed how the revision can contribute to increasing the number of pedestrians, cyclists, and public transport passengers. A comprehensive assessment of the transport system's significance for the local shopping centres and for green mobility involves, among other things, an assessment of caps over Rv159 (Strømsveien), parking norms, the main cycle path network, and the bus lines. These assessments will be included in the municipality's action plan for mobility and transport, which will be prepared in parallel with and will provide guidelines for the revision of the land-use part.

There are challenges tied to traffic safety, air pollution and noise in the municipality. When carrying out the revision one will take closer look at the room for manoeuvring and methods the municipality has in order to achieve the desired results within these areas.

Electrification of buses and goods transport will require regional areas for a charging infrastructure in the near future. Lørenskog participates in regional arenas where it is assessed how this need can be met in the future. With the revision, it will be assessed whether there are areas available for such purposes within the municipality's limited building zone. The possibilities for reducing the total volume of traffic with more efficient

urban logistics, such as collection centres and new forms of delivery, will also be looked at in more detail.

### **Subway extension**

The county council decided in February 2021 that a completed feasibility study will be used as a basis for further planning of the subway extension to Lørenskog, where the long-term prospect is to facilitate an extension to Ahus. This means that the safety zone for subways that are within the current land-use part must be changed. It will take time before a new route is clarified. The consequences of the paving must be weighed between the benefits it has for securing future subway routes, and the disadvantages it has for plots covered by this paving. Until the subway is in operation, bus transport will play a very important role in increasing the usage of public transport in Lørenskog.

## **3.5 Future-oriented businesses with sought-after jobs**

Lørenskog is an attractive municipality for both business and settlement. The municipality has a unique location and is close to Norway's largest market. There are good opportunities to find work in the municipality, with several large business agencies and Akershus University Hospital as the largest workplace. The supply of manpower is good, the number of commuters is high both in and out of the municipality. With increased population growth, the municipality has had an urban development in recent years. At the same time, the business community is undergoing major changes, not least due to covid-19, with changes in travel habits, trade, and logistics.

### **Significance for the planning initiative**

Business plan for Lørenskog 2019–2022 describes 6 selected focus areas and explains how the municipality can facilitate, and stimulate, sustainable business development in Lørenskog. There is a need to assess how the land-use part supports the six priority areas in the Business Plan.

The revision efforts will assess how Lørenskog municipality can facilitate industries in change, by building on existing agencies who have future-oriented and sustainable visions. The desire for area-efficient, knowledgeable jobs must be seen against the need for small-scale industries and short-distance jobs in the development areas. The initiative from Vision for Visperud and the process of locating OsloMet is an important knowledge foundation for this topic.

## 3.6 Environmental impact assessment og risk and vulnerability assessment

*In connection with the revision of the municipal plan's land-use part, an environmental impact assessment (KU) shall be prepared, cf. pbl § 4-2 and regulations on impact assessment.*

### **Significance for the planning initiative**

The environmental impact assessment shall examine whether new measures and changes in the plan may have significant consequences for the environment or society. For the land-use part, this may, for example, be changed land-use objectives, changes in regulations or other significant changes from the current plan. Land-use changes shall be assessed individually, and collectively at the municipal level to provide a comprehensive assessment of consequences as a result of the plan in tied to the 0-alternative.

All land-use changes, according to the Planning and Building Act, must also have an identifying risk and vulnerability assessment (ROS analysis), cf. pbl § 4-3.

### **Comprehensive risk and vulnerability assessment (ROS)**

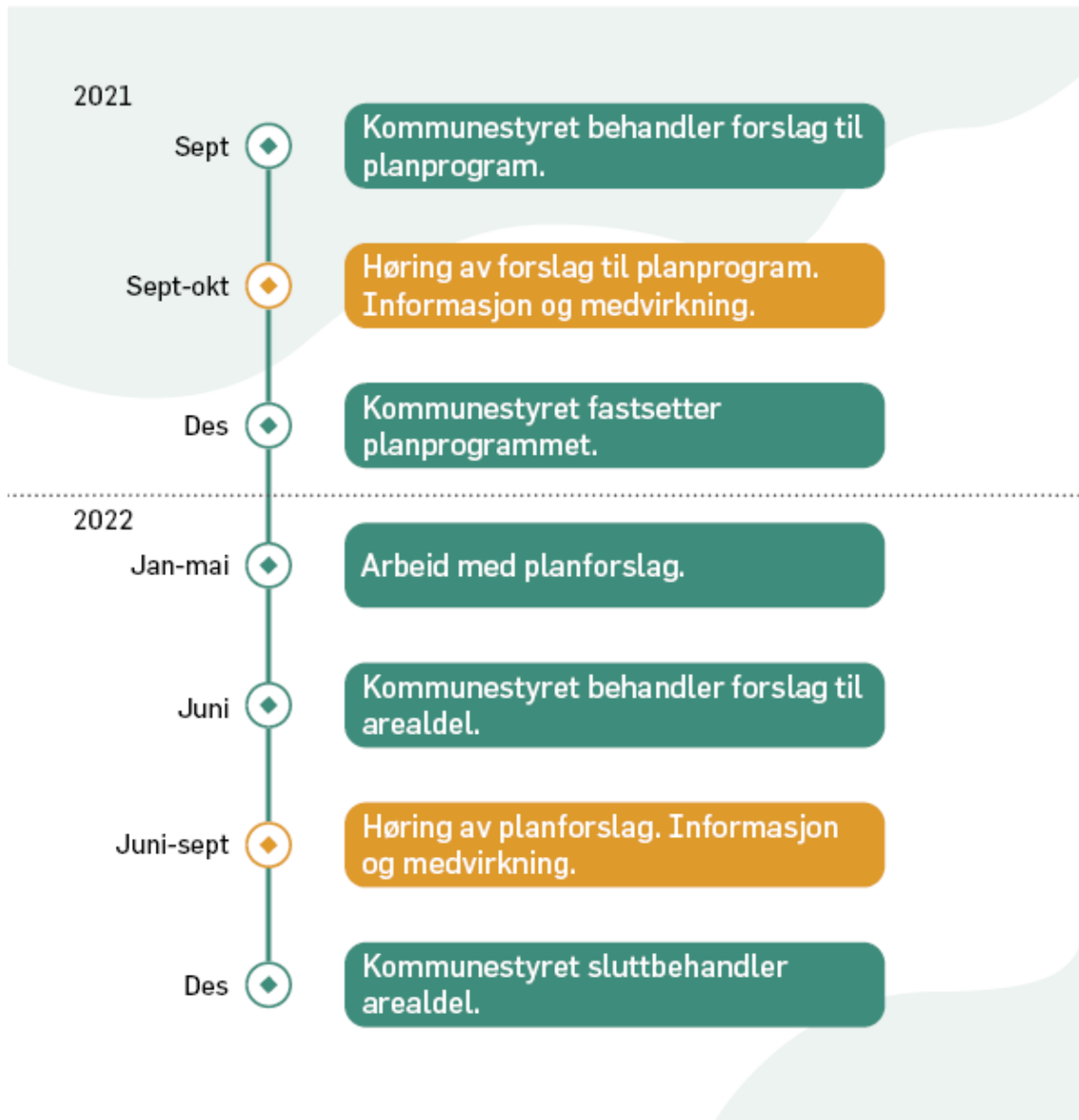
As a basis for the municipality's initiatives on civil protection and emergency preparedness, a comprehensive risk and vulnerability assessment must also be prepared as a part of the spatial planning. Important topics that can be included in a comprehensive ROS include: air pollution, noise, traffic safety, landslides, quick clay, droughts and fire hazards. The analysis will provide guidelines for the revision of the land-use part.

There are ongoing initiatives being carried out to map out the danger zones for quick clay landslides in the municipality. The result of the survey will be an integrated risk assessment, including landslide hazard and risk zoning. Hazardous areas can be included as danger zones in the land-use part of the municipal master plan.

## 4. Planning process and progress

In September 2021, the municipal council will be invited to submit a planning program to be made available for public inspection. At the same time, a planning commencement notice will be sent out.

After the planning program has been determined, preparing a plan proposal will be ongoing from the end of 2021 until the summer of 2022. The proposal will then be presented to the municipal council and sent out for consultation from June to September 2022. The goal is for the revised land-use part to be approved by the end of 2022.



# 5. Involvement and communication

The long-term land use in the municipality is important for many, both inside and outside the municipality. Important stakeholders include residents, businesses, teams and associations, developers, and other public authorities.

It is the municipal council that approves the planning program for the land-use part and the land-use part itself. The municipal planning commission shall give advice and input to the chief municipal executive during the work and is important for receiving political signals and anchoring the planning initiatives. All standing committees, the council for the elderly, the council for people with disabilities and the youth council will consider the matter ahead of the municipal council's consideration.

Strategy and community development lead the efforts supported by being in dialogue with the municipality's various academic groups.

Dialogue with other public authorities will be maintained through the regional planning forum in Viken County Municipality.

## Communication

Good and clear communication lays a good foundation for dialogue and involvement. The municipality will create a separate website for the municipal master plan with information about the process & involvement opportunities continuously so that this becomes a good page for updated information about the planning process. The municipality's Facebook page and other social channels will also be used.

## Involvement

Lørenskog municipality has high ambitions for involvement initiatives, and works systematically to implement innovative, creative and good involvement processes that affect the end result.

The planning effort has two consultation periods; the first is a consultation on the planning program autumn of 2021 and the second consultation will be for the land-use part proposals summer/autumn 2022

The citizen involvement committees will be involved through the case processing concerning the planning programs and plan proposals, and this will be included as a separate activity for the Youth Council.

The municipality will carry out involvement activities that engage as many people as possible, and increased participation from children and adolescents and the



multicultural community is especially desired. Developers, the business sector, the citizens' panel as well as teams and associations are also important stakeholder groups which the municipality wishes to engage in continued dialogue with as a part of the involvement initiative. Collaborating with kindergartens and schools as a part of the involvement initiative, when the social element of the municipal master plan was prepared, was a good experience. We would like a similar collaboration in connection with the land-use part.

During the consultation of the plan program, there will be, among other things, information- and debate meetings, an open office and the opportunity to submit written inputs. When consulting the plan program, it is important to get input on what the need for changes are in the land-use part at an overall level.

When preparing the land-use part itself, it is applicable to have working groups/dialogue meetings/theme meetings with various stakeholder groups to get input on needs and specific solutions for selected topics. When the plan proposal is submitted for consultation, stakeholders can provide input on proposals for land-use and provisions for the land-use part.

Concretization of involvement activities for the deliberation period of the plan proposal will take place later in the process. The goal, however, is that there will be activities that will lead to information, dialogue and the opportunity to participate in various ways. Among other things, it is being considered to use new tools for involvement in maps.



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