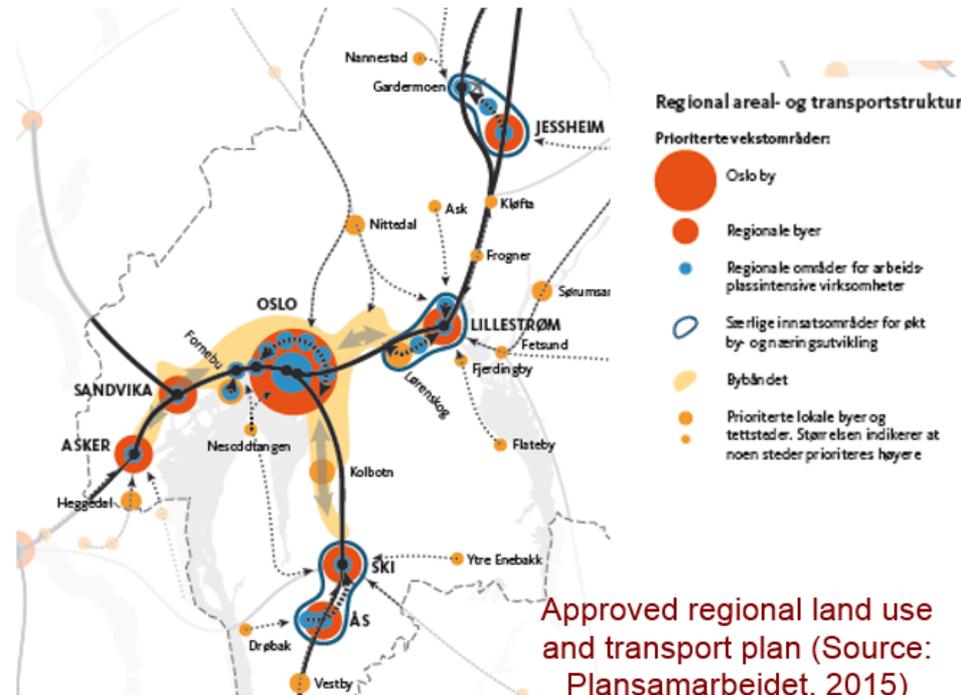


Will the Oslo and Akershus regional land use and transport plan contribute to the achievement of sustainable mobility goals?



Presentation at the ByBy conference, Oslo November 14, 2018,
based on forthcoming paper by Næss, Tennøy, Tønnesen, Hovi, Gundersen & Pinchasik

Petter Næss

Professor in Planning in Urban Regions
Norwegian University of Life Sciences

Sustainable mobility – a paradigm on which the regional land use and transport plan is based?

- Sustainable transport has been a topic of the OECD since the early 1990s
- Banister (2008): Sustainable mobility requires measures to
 - reduce the need for making trips (e.g. by means of ICT)
 - shift travel modes towards more environmentally friendly forms
 - reduce trip lengths through land use planning
 - encourage greater efficiency in the transport system

OECD Proceedings
TOWARDS SUSTAINABLE
TRANSPORTATION
The Vancouver Conference

Transport Policy
Volume 15, Issue 2, March 2008, Pages 73–80
New Developments in Urban Transportation Planning



The sustainable mobility paradigm

David Banister 

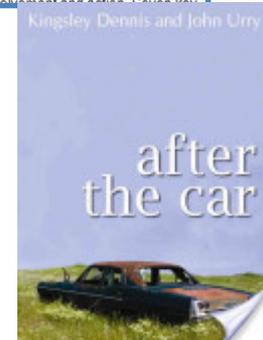
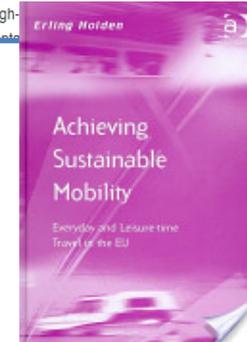
Transport Studies Unit, Oxford University Centre for the Environment, Oxford, UK

<http://dx.doi.org/10.1016/j.tranpol.2007.10.005>, How to Cite or Link Using DOI

[Permissions & Reprints](#)

Abstract

This paper has two main parts. The first questions two of the underlying principles of conventional transport planning on travel as a derived demand and on travel cost minimisation. It suggests that the existing paradigm ought to be more flexible, particularly if the sustainable mobility agenda is to become a reality. The second part argues that policy measures are available to improve urban sustainability in transport terms but that the main challenges relate to the necessary conditions for change. These conditions are dependent upon high-quality public transport schemes, and the need to gain public confidence and acceptance of alternative modes and active involvement in transport planning.



Sustainable mobility objectives stated in the regional land use and transport plan

- All growth in the amount of traveling in the region is to take place as public and non-motorized transport (the **'zero-growth goal' for car traffic**)
- This goal is also stated in several Governmental white papers and National Transport Plans, and applies to each of the ten largest urban regions in Norway
- In addition, the municipality of Oslo and the county of Akershus have a joint objective of **halving their CO₂ emissions by 2030** (also stated in the regional land use and transport plan)

Key elements of the plan

- Concentration of most new development to the continuous urban area of Oslo (bybåndet) and a number of 'regional towns'
- Also some development in other 'prioritized urban settlements'
- 80-90 % of population growth within the above-mentioned areas
- A higher proportion of the workplaces, particularly within high-qualification trades', is to take place in the outer parts of the region and especially in Romerike
- A motivation for this is to utilize the transport infrastructure better through more equal amounts of inward and outward commuting
- Densification around transit stops within the continuous urban area of Oslo
- Three satellite freight terminals in the outer parts of the region will supplement the Alnabru freight terminal

Key elements of the plan (continued)

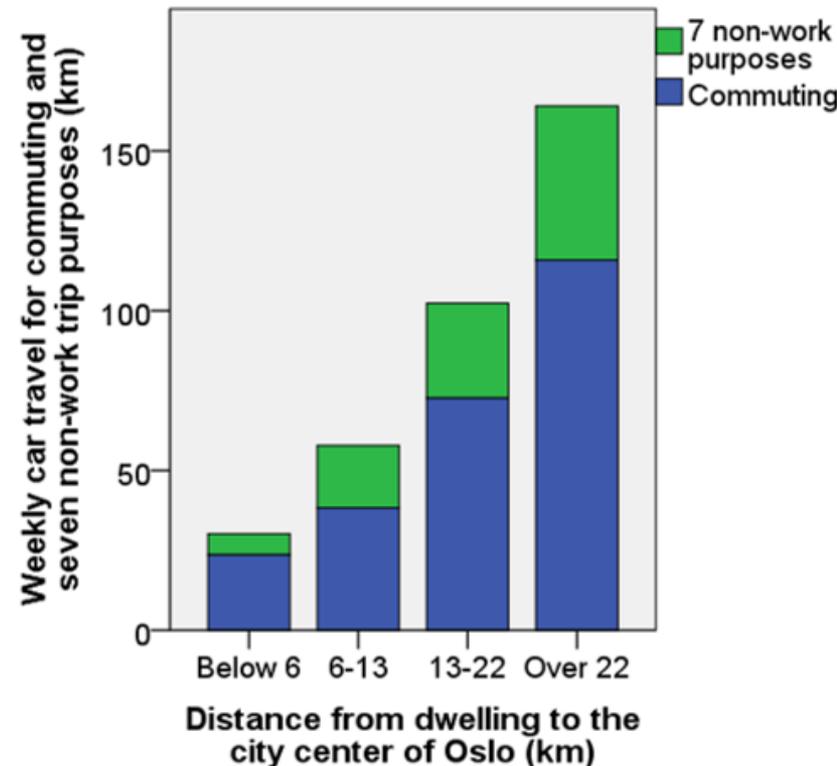
- Limitation of parking capacity in the towns and urban settlements in Akershus 'may be desirable', and parking fees are mentioned as an 'efficient measure'. The plan 'expects that the municipalities develop parking policies in accordance with the regional plan'.
- This is a rather weak statement
- Measures for improving accessibility for public transport are to be followed up by the road owners.
- But nothing is said about planned motorway expansions (E18 in the western corridor and the Manglerud tunnel).

A plan for more concentrated urban development?

- Some of the 'regional towns' (Lillestrøm, Sandvika and Asker) are already part of the continuous urban area of Oslo ('Bybåndet'). Only Ski, Ås and Jessheim are outside
- Nothing is said about **the shares of development** to take place in the '**regional towns**' outside '**Bybåndet**' compared to the share **within 'Bybåndet'**
- **During the period 2000-2016, 90%** of the population growth in Oslo and Akershus took place within the 'prioritized growth areas' of the regional land use and transport plan (source: ssb/statistikkbanken)
- The plan's goal of at least 80% of population growth to take place within 'prioritized growth areas' in municipalities without 'regional towns and at least 90% of the growth within 'prioritized growth areas' in municipalities with 'regional towns therefore implies **a slight deconcentration, rather than a concentration**, compared to the development 2000-2016

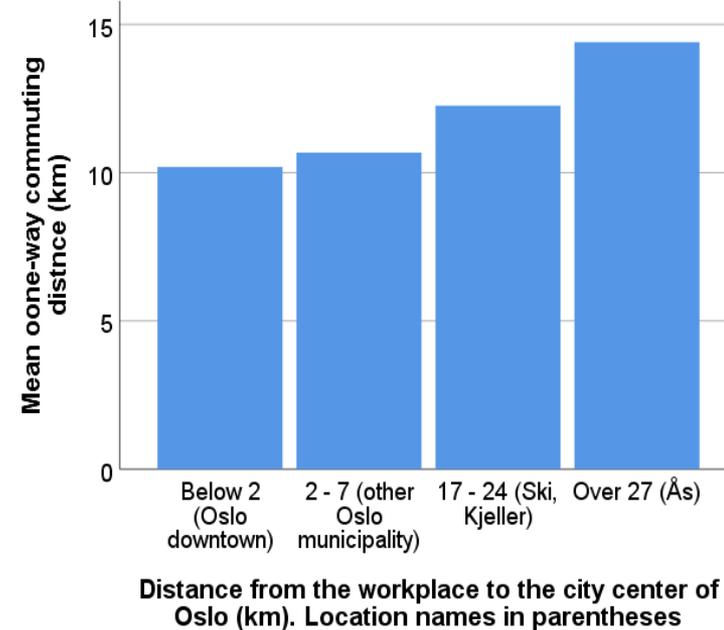
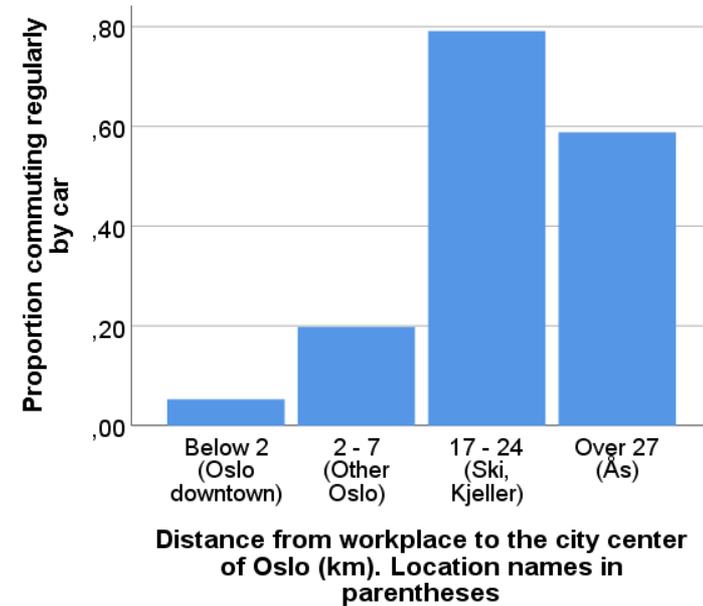
Assessment: Residential development

- The plan's goal of at least 80% and 90% of population growth within 'prioritized growth areas' in municipalities without and with 'regional towns, respectively, implies **a slight deconcentration** compared to the development 2000-2016
- The planned development of the **Gjersrud/Stensrud** area in Oslo, which is also included in the regional plan, represents the first sizeable urban expansion in the municipality of Oslo since the early 1980s
- These elements will, other things equal, contribute to **slightly higher car traffic growth** in the upcoming decades than in 2000-2016



Assessment: Workplace development

- The plan allocates a higher proportion of the workplaces, particularly within high-qualification trades', in the outer parts of the region and especially in Romerike
- This will increase the proportion of the workforce working at car-oriented locations
- Commuting distances are unlikely to be reduced by this policy; rather they will increase

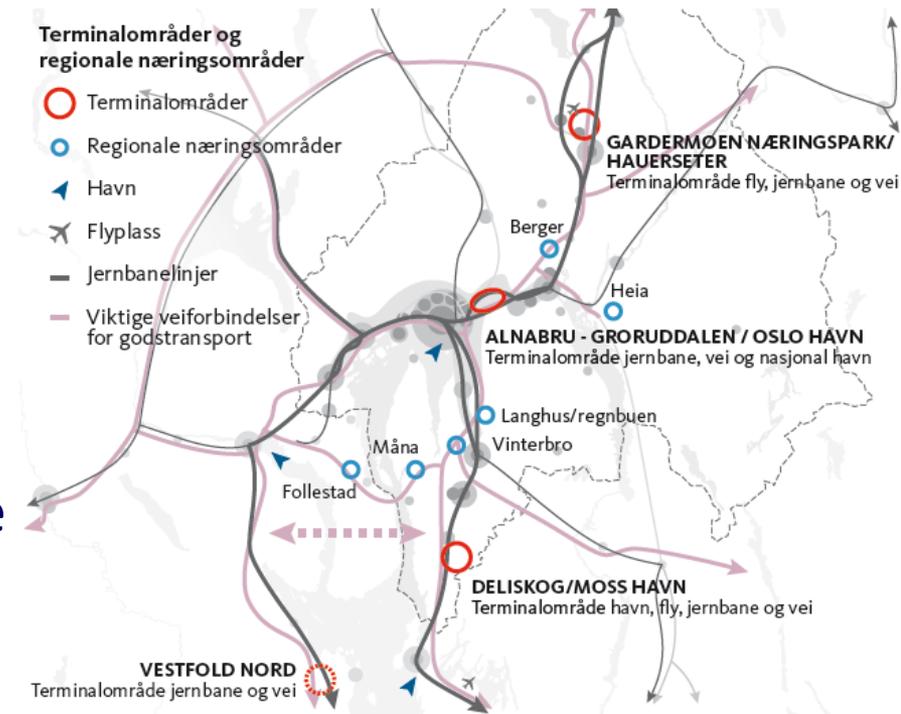


Assessment: Workplace development (cont.)

- If polycentric workplace development is to be compatible with the 'zero-growth objective', accessibility by transit to suburban centers must be equally good and accessibility by car equally difficult as in the urban core.
- Besides strongly improved transit provision in the suburbs, this would require:
 - reduced parking capacity in the these centers
 - reallocation of road space from car traffic to transit, and
 - road pricing schemes around the suburban nodes similar to those around Oslo-s inner city

Assessment: Warehouse and freight terminal locations

- Three satellite freight terminals in the outer parts of the region will supplement the Alnabru freight terminal
- Since CO₂ emissions (and transportation costs) have been found to increase following warehouse suburbanization in the Oslo metropolitan area, the establishment of the three satellite terminals is likely to work in the opposite direction of Oslo and Akereshus' goal of halving GHG emissions within 2030



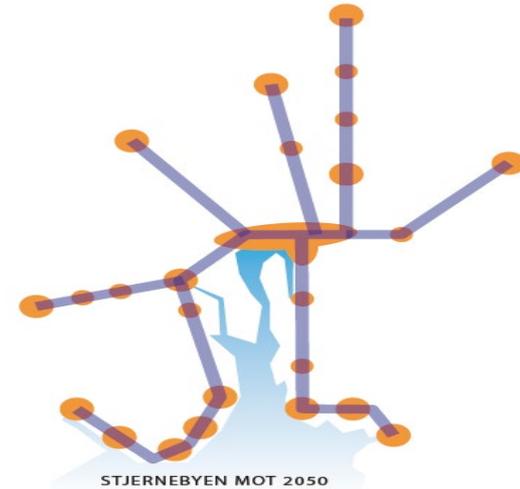
Assessment: Road capacity increase

- The planned road capacity expansion within the region (notably E18 in the western corridor and the Manglerud project) are **not mentioned** in the regional land use and transport plan
- This must be interpreted to mean that the regional plan **accepts** this road capacity development and finds **no reason to problematize it**
- The planned road capacity increase will **induce more car traffic** and make it more difficult to reach the 'zero-growth goal'
- High road tolls are claimed to prevent traffic growth in the E18 corridor, but what is then the point in increasing the road capacity?
- Road toll increase as a traffic demand measure could also have been introduced without spending NOK 40 billion on road capacity increase of this corridor



Assessment: Long-term regional development

- In its long-term perspectives toward 2050, the plan envisages **region enlargement** based on high-speed intercity trains
- The entire area along the rail lines in the triangle between Halden, Hamar and Skien are thought to become a common housing and job market
- Such a regional urban structure will imply a lot of **crisscross transport**, not only by train but **largely also by car** (cf. TØI's quality assurance report of the Intercity project)
- In a short term, transport investment allowing faster travel may give accessibility benefits to the outer areas (but also **negative environmental and safety impacts due to increased traffic volumes**)
- In the longer term, the increased access to distant jobs that local residents may experience is counterweighed by **higher competition for locally available jobs from non-local residents**



Conclusion

- The Akershus and Oslo regional and land use plan mainly implies a **continuation** of the land use and transport infrastructure development that has taken place over the last couple of decades
- There are **few signs of any ambitious steps toward more sustainable** urban and transport development, despite the increasingly alarming reports from the IPCC
- Rather, the plan implies a **slight weakening** of the environmental elements, compared to the development since 2000
- The **long-term perspectives** (with 2050 as a horizon) include a region enlargement that is **highly problematic** from a sustainable mobility perspective

