

# Land use, housing and transport planning in Tampere City Region

Attraktiva och hållbara stadsregioner  
Nordregio, 5.4.2014

Kimmo Kurunmäki, Dr. Tech., Lic. Soc. Sc.  
Manager of Planning (Land Use & Housing)  
Joint Authority of Tampere City Region  
kimmo.kurunmaki@tampereseutu.fi

# Contents

- Background
  - governmental structure and planning system in Finland: the position of city regions?
  - Tampere City Region: figures and structure
- Strategic planning in Tampere City Region
  - Structural Plan 2030, currently under renewal for 2040
  - Prevention of urban sprawl
  - Letter of Intent between Tampere City Region and the state: commitment to the implementation of the plans and policies regarding land use, housing and transportation
- Final
  - Successes
  - City borders as obstacles in the search for sustainable solutions?

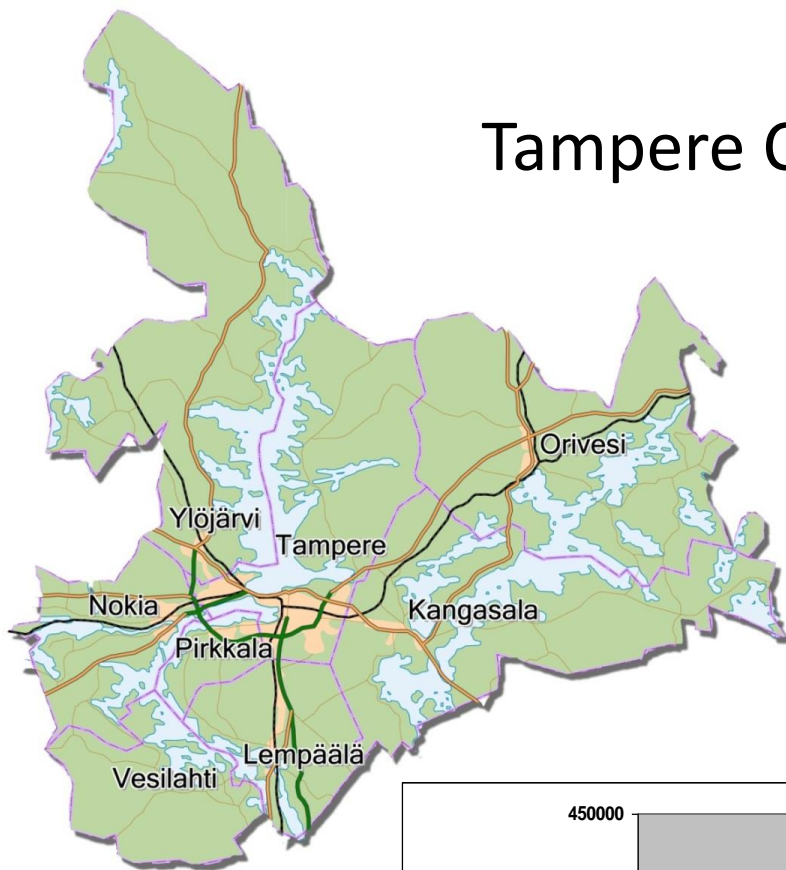
# Background: governmental structure

FORMAL	INFORMAL
Central state	
Regional council	
	<i>Inter-municipal co-operation, particularly in the city regions</i> <i>Example: Joint Authority of Tampere City Region</i>
Municipality	

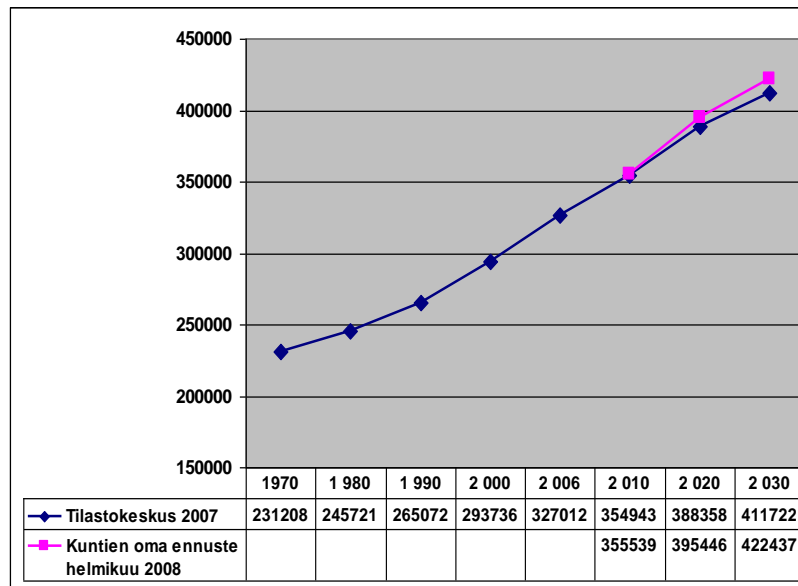
# Background: land use planning system

FORMAL	INFORMAL
Central state: national land use guidelines, approvals of regional land use plans	
Central state operates regionally by the Centres for Economic Development, Transport and the Environment	
Regional council: land use plan for the region	
Voluntary inter-municipal master plan, legally binding/non-binding	<ul style="list-style-type: none"><li>• <i>Notion of functional urban areas and the need for inter-municipal planning</i></li><li>• <i>Voluntary strategic structural plan in the city region, legally non-binding</i></li><li>• <i>Example: Structural Plan 2030 for Tampere City Region</i></li></ul>
Municipality: master plan, detailed plan	

# Tampere City Region, figures



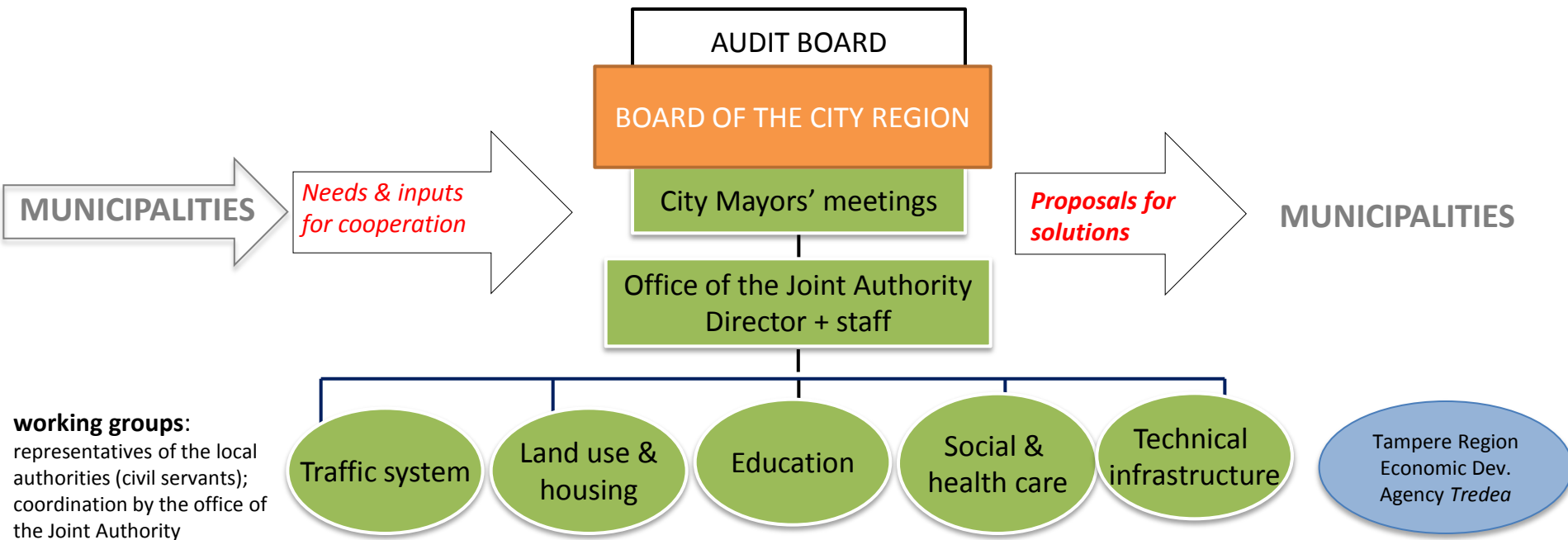
- 8 municipalities
- 370 000 inhabitants
- Annual population growth 4 000-4 700
- 50% of the growth to the core city
- In relative terms, fastest growth in the "ring municipalities" south of Tampere
- +110 000 inhabitants 2014-2040



	Area, km <sup>2</sup>	Population, 30.4.2013
Kangasala	870	30 280
Lempäälä	308	21 508
Nokia	348	32 464
Orivesi	971	9 585
Pirkkala	104	18 212
Tampere	690	218 030
Vesilahti	354	4 443
Ylöjärvi	1 324	31 595
<b>City-region total</b>	<b>4 969</b>	<b>366 117</b>
<b>excluding Tampere</b>		<b>148 087</b>
<b>Finland</b>		<b>5 432 305</b>

# Structure of co-operation in Tampere City Region

## Joint Authority of Tampere City Region

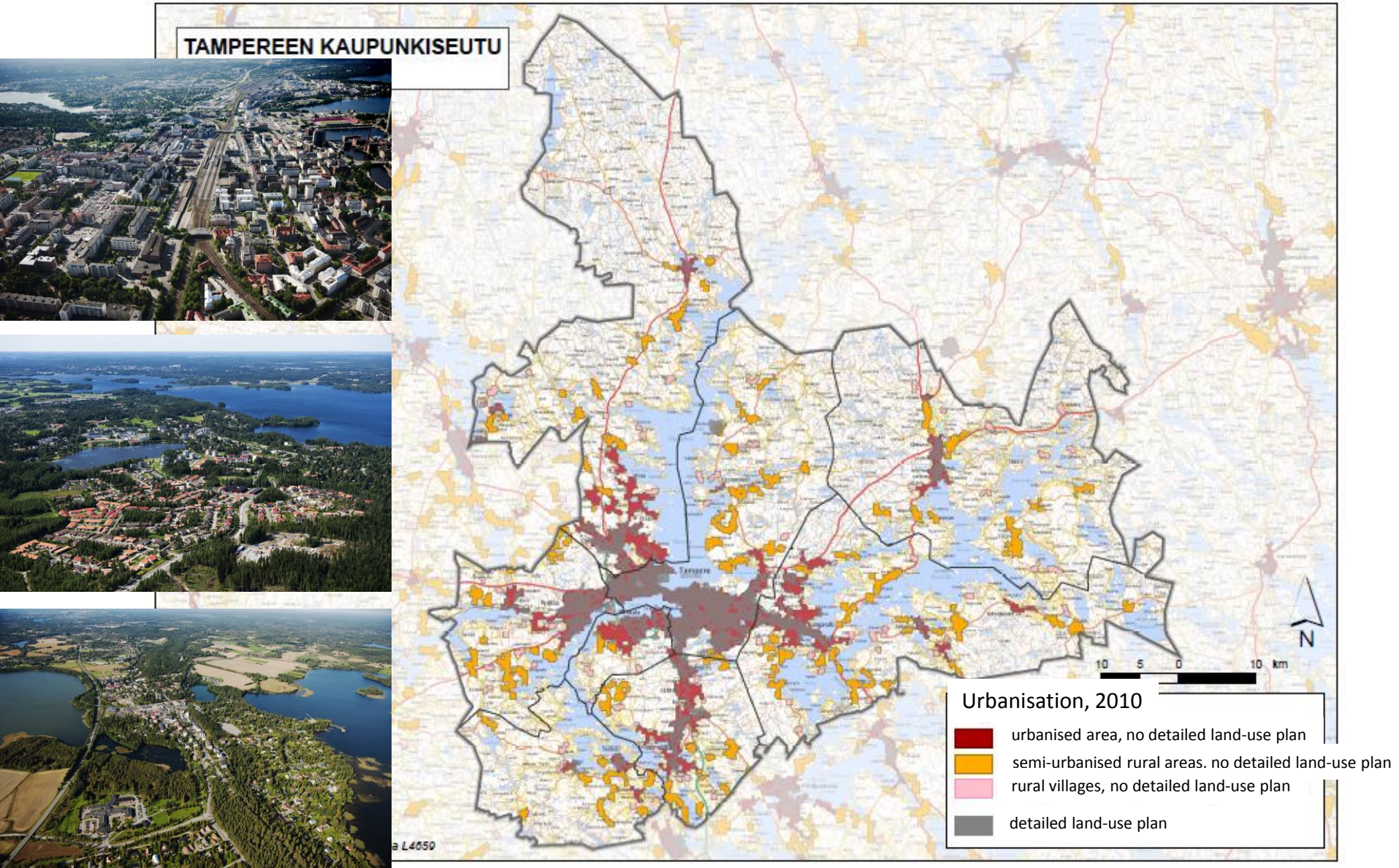


- Implementation of the inter-municipal planning and development projects
- general development of municipal co-operation
- lobbying in respect of city-regional issues
- implementation of the government's regional and urban policies in its territory.



# Strategic land use, housing & traffic planning

Sources: Ilmakuva Vallas, Pirkanmaan ELY-keskus

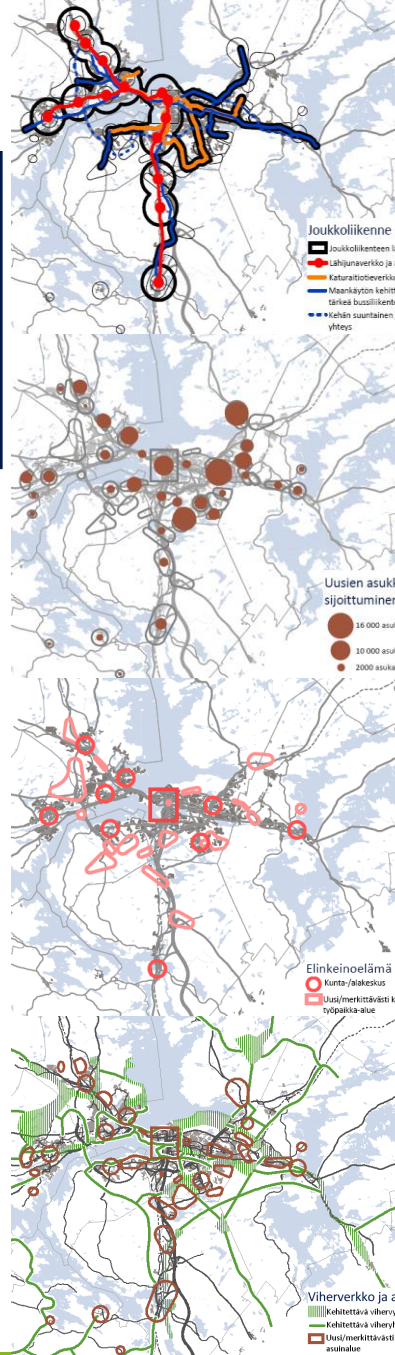
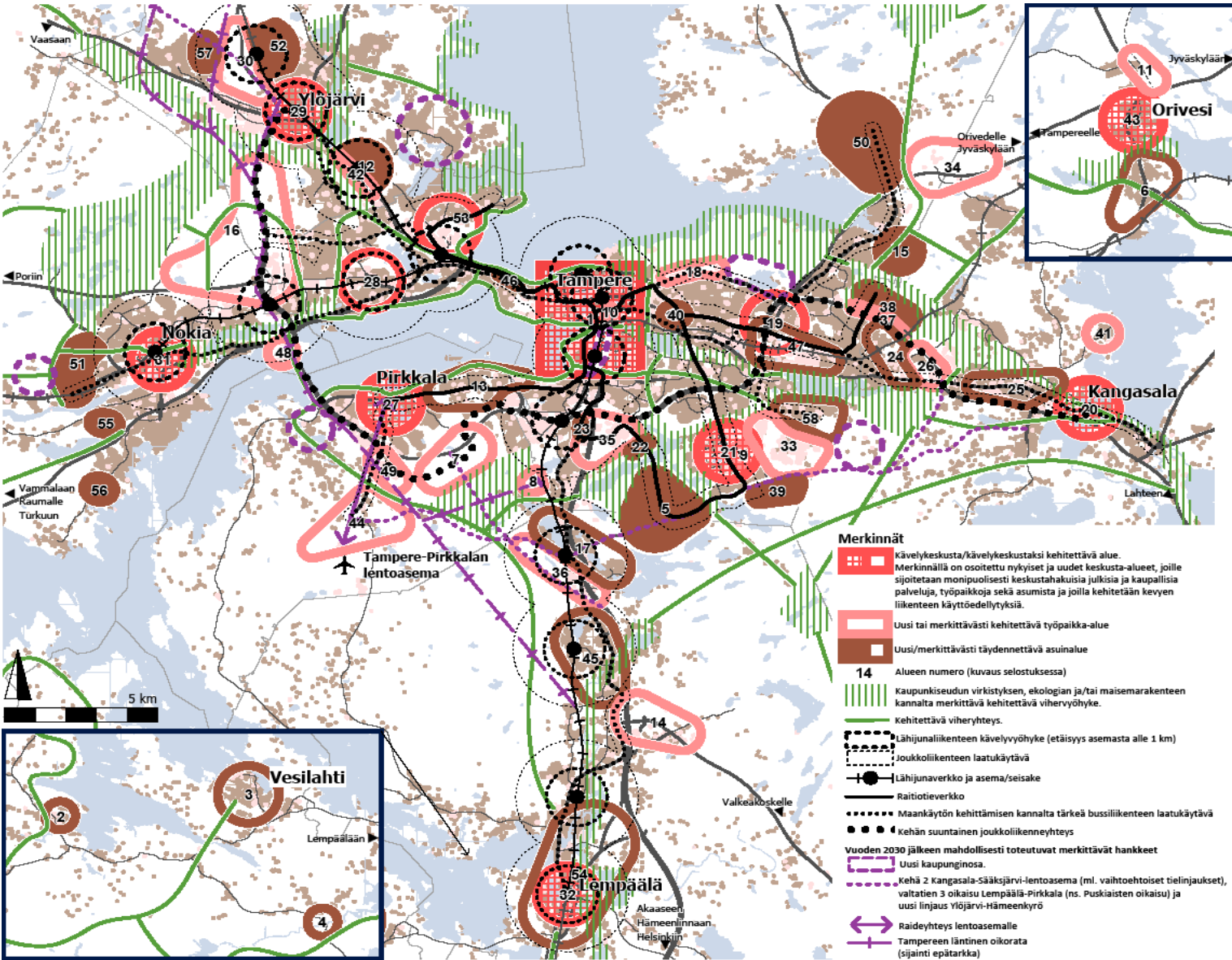


# Goals of the co-operation in strategic planning

1. Being prepared for increase in population
  2. More efficient and concentrated urban infrastructure
  3. Development of town centres and sub-centres
  4. More versatility in housing production
  5. Promoting new opportunities of sustainable means of traffic and every day travel
  6. Supporting growth of industry and commerce
  7. Improving accessibility of services across municipal borders
- **The criteria of sustainable growth and attractiveness**

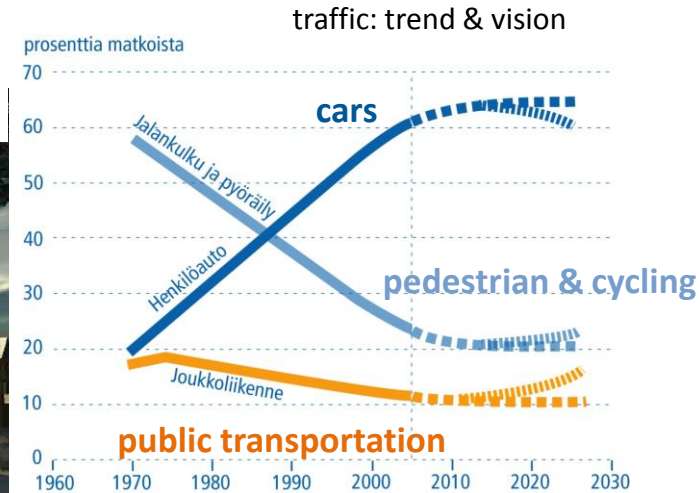
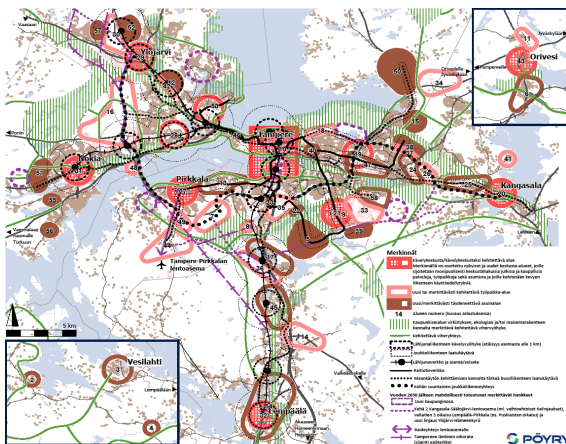


# Structural Plan 2030 (2010)



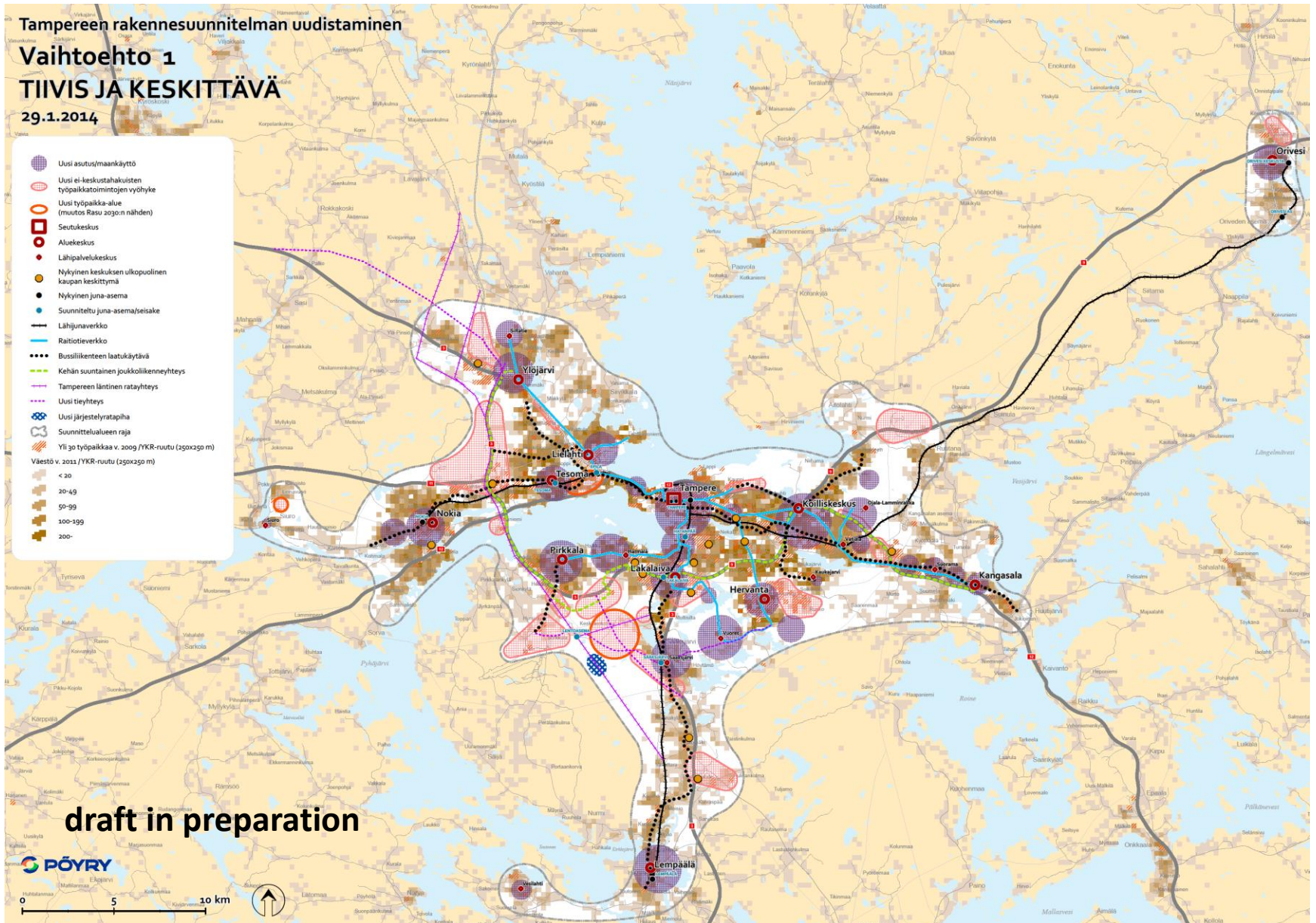
# Principles of the 2030 plan

- management of growth, promotion of sustainable development and competitiveness
- comprehensiveness: land use, housing policy, transport system, climate change
- 50/50 share of the population growth (Tampere/neighbouring municipalities)
- production of rental (subsidised) housing shared between the municipalities
- Implementation of the Structural Plan locally by land use plans, traffic plans and urban development measures





# Structural Plan 2040 (2014) alternative: Dense





# alternative: dense + pearls

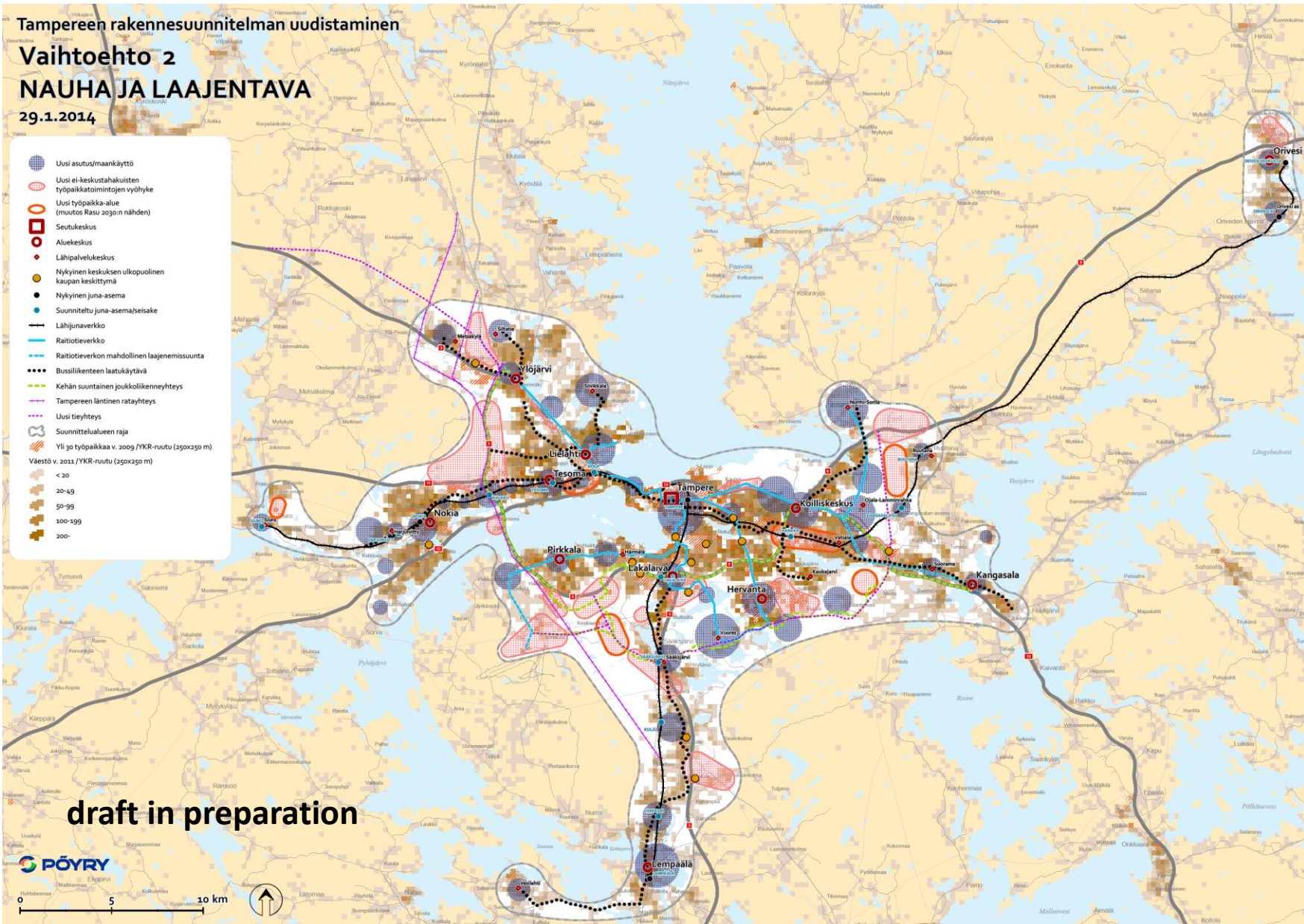
Tampereen rakennesuunnitelman uudistaminen

## Vaihtoehto 2

### NAUHA JA LAAJENTAVA

29.1.2014

- Uusi asutus/maankäyttö
- Uusi ei-keskustahakuisten työpaikkatoimintojen vyöhyke
- Uusi työpaikka-alue (muutos Rasu 2030:n nähteen)
- Seutukeskus
- Aluekeskus
- Lähipalvelukeskus
- Nykyinen keskuksen ulkopuolinen kaupan keskittymä
- Nykyinen juna-asema
- Suunniteltu juna-asema/seisake
- Lähijunaverkko
- Raitiotieverkko
- Raitiotieverkon mahdollinen laajenemissuunta
- Bussiliikenteen laatuikäytävä
- Kehän suuntainen joukkoliikenneyhteys
- Tampereen läntinen ratayhteys
- Uusi tieyhteys
- Suunnitteluvuorokauden raja
- Yli 30 työpaikkaa v. 2009 /YKR-ruutu (250x250 m)
- Väestö v. 2013 /YKR-ruutu (250x250 m)
- < 20
- 20-49
- 50-99
- 100-199
- 200+

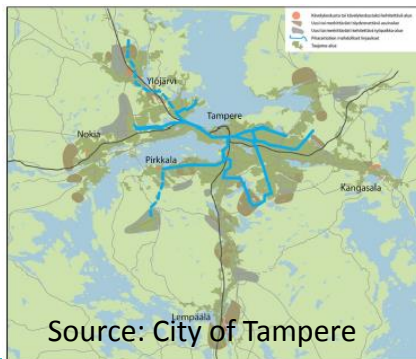


draft in preparation

PÖYRY

# Structural Plan 2040

- In preparation until end 2014. Focus on the urbanised areas + close surrounding
- Utilisation of the existing infrastructure and public transport quality corridors, strengthening of the centres and sub-centres (people, services, nodes of movement)
- Overall solution for the rail transport system: city-regional train + tram, coverage + timetable for the realisation
- Definition/creation of the net of services for the city region: towards real provision and accessibility of services across the borders
- Directions of growth? Common will to create the best city-regional solution
  - **FROM** the 50-50 distribution of growth between the city of Tampere and the rest of the municipalities **TO** seeing the city region as an entity and as the every-day living environment of the inhabitants.
  - will we succeed in this?



Source: City of Tampere

Modern tram (to be decided)  
 1st phase: city of Tampere  
 later phases: city-regional

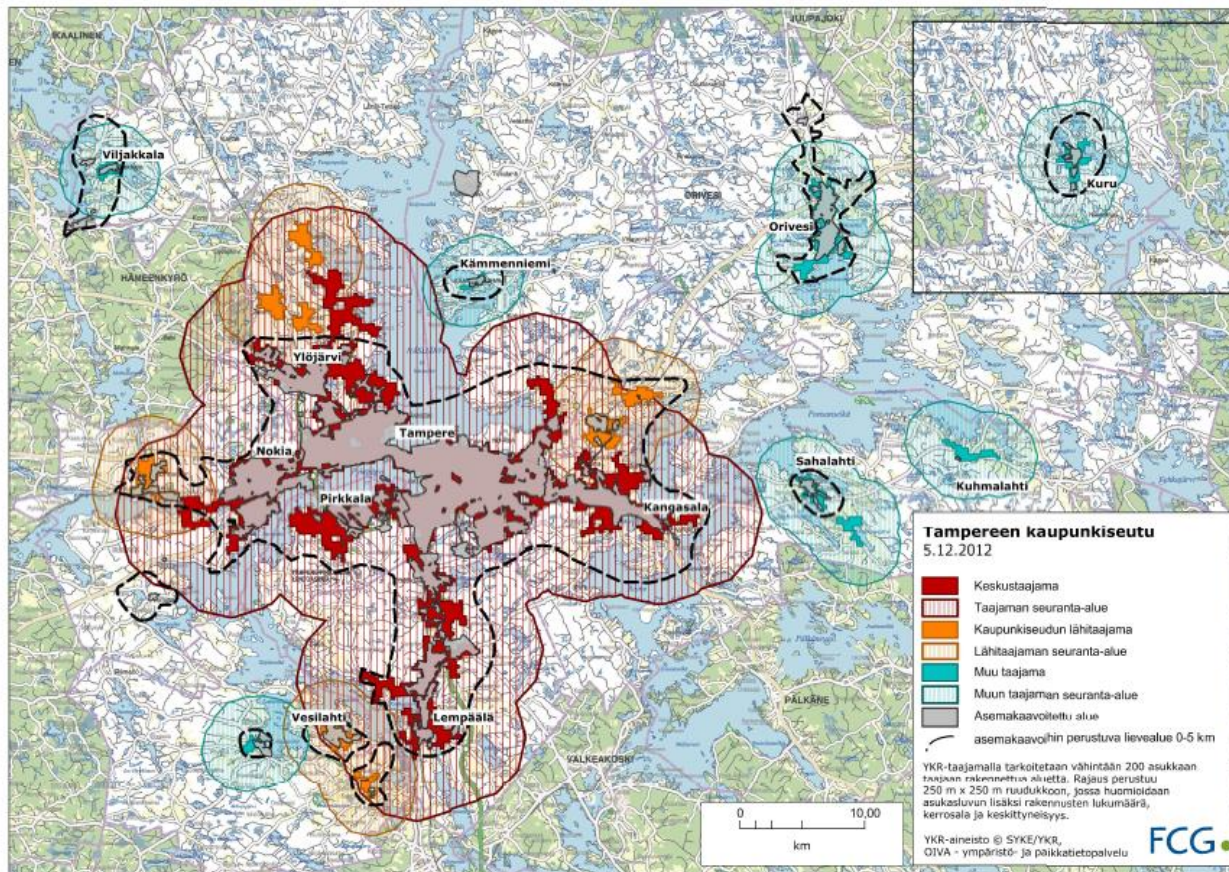
Vision 2030+ for the city-regional train





# Prevention of urban sprawl

- Principles for the regulation of building outside areas of detailed plans
- Emphasis on the production of attractive sites in the core and direction of rural growth to the existing villages





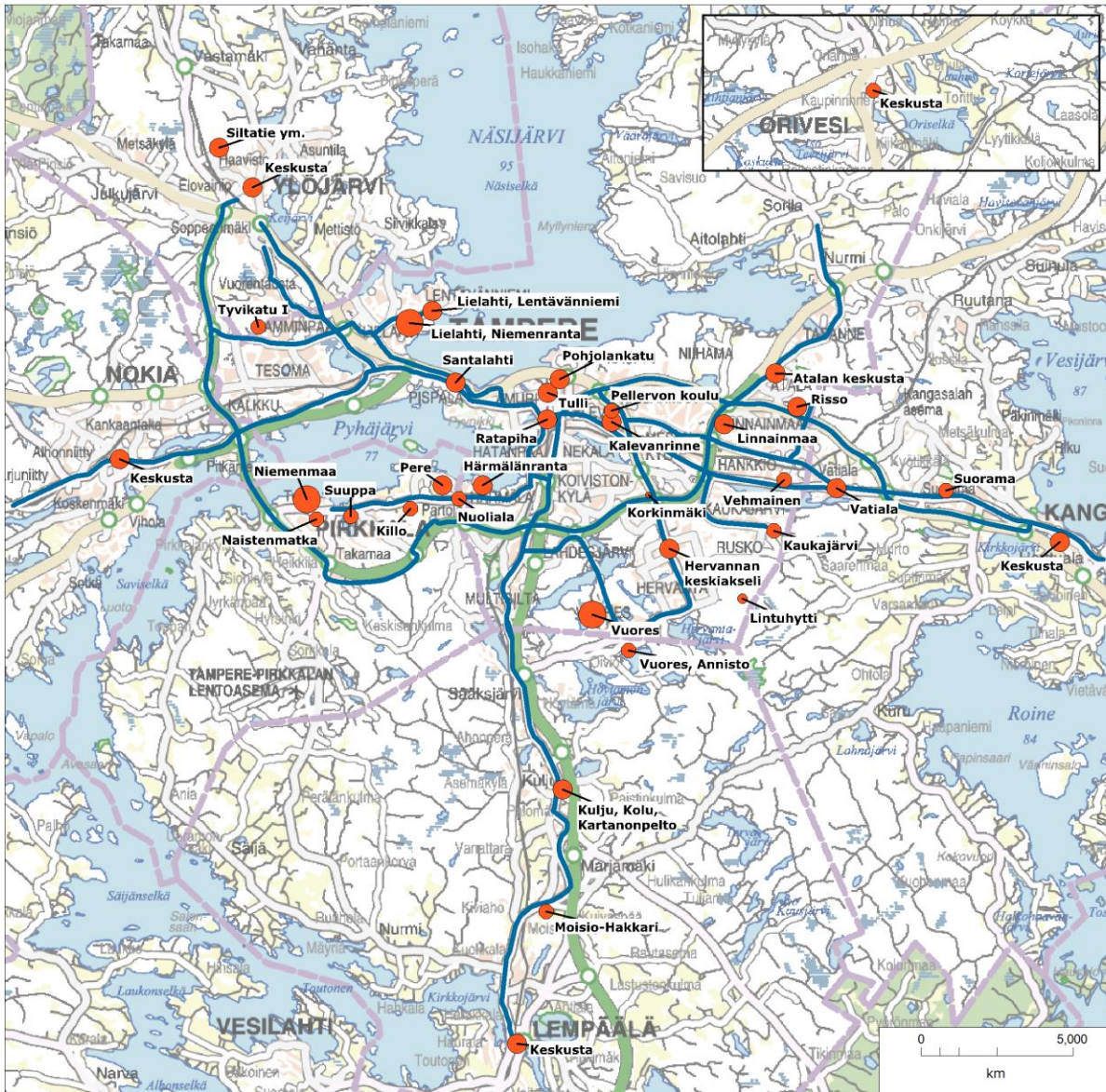
# Letter of Intent with the central state: support to the implementation of the Structural Plan

- New type of contractual urban policy of the central state. Focus on the issues of land use, housing and transport.
- Mutual understanding of the goals and means by: 8 municipalities and ministries and governmental agencies responsible for land use, housing and traffic
- 1st Letter of Intent for the Tampere City Region 2011-2012
- 2nd Letter of Intent 2013-2015
- Since 2012 applied also in Helsinki, Turku and Oulu regions
  
- Increases the effectiveness of various national programmes as well as plans of the major city regions
- Increases commitment of the local authorities to implement the Structural Plan
- Provides minor financial means – acts more as a political will and commitment

# Selected points of the Letter of Intent 2013-2015

- **Renewal of the Structural Plan**
  - Targeting particularly on the rail system and the net of public and private services within the city region
- **Land use**
  - densification, prevention of urban sprawl
  - sufficient reserve of plans and sites
- **Traffic**
  - Emphasis on public transportation corridors
  - Further planning of the modern tram. Realisation of the programme for the development of city-regional train system
  - Implementation of small but cost-effective traffic projects
  - Better conditions for walking and cycling
- **Housing**
  - Increasing the share of subsidised housing production
- **New target areas**
  - Tampere central station and the surrounding
  - Tampere-Pirkkala Airport and the surrounding

# Major housing development in 2013-2015: proximity to public transportation, as stated in the Letter of Intent



## Joukkoliikenteen laatuikäytävälle ja keskustoihin toteutettavat uudet asuinalueet Tampereen kaupunkiseudun kunnissa 2013-2015

**Luonnos**  
1.11.2012, 1:125 000 (A3)

Uuden asuinalueen koko:

- 1-19 asuntoa
- 20-59 asuntoa
- 60-119 asuntoa
- 120-499 asuntoa
- yli 500 asuntoa

— Joukkoliikenteen laatuikäytävä  
(Tase 2025 -kehittämishjelma, Tampereen kaupunkiseutu)

KANGASALA, yht. 568 asuntoa  
Keskusta, 294 as.  
Vatiala, 175 as.  
Suorama, 99 as.

LEMPÄÄLÄ, yht. 640 asuntoa  
Keskusta, 200 as.  
Vuores, Annisto, 100 as.  
Kulju, Kolu, Kartanonpelto, 240 as.  
Moisio-Hakkari, 100 as.

NOKIA, yht. 280 asuntoa  
Keskusta, 280 as.

PIRKKALA, yht. 1183 asuntoa  
Suuppa, 83 as.  
Niemenmaa, 583 as.  
Naistenmatka, 83 as.  
Killo, 67 as.  
Pere, 275 as.  
Nuoliala, 92 as.

ORIVESI, yht. 114 asuntoa  
Keskusta, 114 as.

TAMPERE, yht. 6106 asuntoa  
Tyviku I, 70 as.  
Lielähti, Niemenranta, 742 as.  
Lielähti, Lentävänniemi, 438 as.  
Santalähti, 250 as.  
Härmälänranta, 375 as.  
Pohjolankatu, 250 as.  
Ratapiha, 125 as.

Kalevanrinne, 125 as.  
Pellervon koulu, 94 as.  
Korkinmäki, 9 as.  
Linnainmaa, 313 as.  
Atalan keskusta, 151 as.  
Kaukajärvi, 101 as.  
Vehmainen, 102 as.  
Hervannan keskiakseli, 436 as.  
Lintuhytti, 45 as.  
Vuores, 2030 as.

YLÖJÄRVI, yht. 425 asuntoa  
Keskusta, 214 as.  
Sittatie ym., 211 as.

Karttakooste:



# Successes

- In the national context, Tampere City Region is a forerunner in the political and operational co-operation between the municipalities, most notably in land use, housing and transport issues.
- We have an established structure of co-operation .
- Whatever municipal structure we will have in the near future, active co-operation today will be of great value, later.
  
- In strategic land use, housing and traffic planning, step by step successes have brought up more motivation and commitment.
- Major public transportation measures are moving forward.
- Due to conscious actions, urban sprawl has started to lower down, and the growth – in relative terms – of car-driving has stopped, for instance.
- Structural Plan provides guidelines for operations at the local level. The guiding role of the Structural Plan is widely accepted, even though it is legally non-binding.
- The Letter of Intent with the central state seems to increase commitment, and acts as a statement of political will for short-term implementation of long-term goals.





## B. Housing policy for the city region

The Housing Policy 2030 for Tampere City Region determines

- the number of housing production per municipality by 2030
- the share of the production into block of flats, row houses and single-family houses
- the share of the production into ownership/rental (incl. subsidised)

Taulukko 7. Kuntien asuntotuotanto talotyypeittäin Tampereen kaupunkiseudulla 2008–2030

Osuudet, prosenttia									
	Kangasala	Lempäälä	Nokia	Orivesi	Pirkkala	Tampere	Vesilahti	Ylöjärvi	Yhteensä
Kerrostaloasunnot	33 %	15 %	35 %	20 %	40 %	60 %	5 %	23 %	47 %
Rivitaloasunnot	25 %	28 %	25 %	20 %	45 %	25 %	9 %	27 %	26 %
Omakotitaloas.	42 %	60 %	40 %	60 %	15 %	15 %	86 %	50 %	27 %
<b>Yhteensä</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>
Lukumäärät yhteensä 2008-2030									
	Kangasala	Lempäälä	Nokia	Orivesi	Pirkkala	Tampere	Vesilahti	Ylöjärvi	Yhteensä
Kerrostaloasunnot	2 270	615	1 960	220	1 360	25 740	60	1 495	33 720
Rivitaloasunnot	1 725	1 025	1 400	220	1 530	10 725	108	1 755	18 488
Omakotitaloas.	2 905	2 460	2 240	660	510	6 435	1 032	3 250	19 492
<b>Yhteensä</b>	<b>6 900</b>	<b>4 100</b>	<b>5 600</b>	<b>1 100</b>	<b>3 400</b>	<b>42 900</b>	<b>1 200</b>	<b>6 500</b>	<b>71 700</b>
Lukumäärät vuodessa keskimäärin									
	Kangasala	Lempäälä	Nokia	Orivesi	Pirkkala	Tampere	Vesilahti	Ylöjärvi	Yhteensä
Kerrostaloasunnot	99	27	85	9	59	1 119	3	65	1 466
Rivitaloasunnot	75	45	61	10	67	466	5	76	804
Omakotitaloas.	126	107	97	29	22	280	45	141	847
<b>Yhteensä</b>	<b>300</b>	<b>179</b>	<b>243</b>	<b>48</b>	<b>148</b>	<b>1 865</b>	<b>52</b>	<b>282</b>	<b>3 117</b>

Taulukko 11. Kuntien asuntotuotanto hallintamuodoittain Tampereen kaupunkiseudulla 2008–2030

Osuudet, prosenttia									
	Kangasala	Lempäälä	Nokia	Orivesi	Pirkkala	Tampere	Vesilahti	Ylöjärvi	Yhteensä
Omistusasunnot	75 %	75 %	70 %	80 %	75 %	55 %	82 %	75 %	63 %
Ara-vuokra-asunnot	10 %	10 %	15 %	10 %	10 %	30 %	5 %	10 %	22 %
Muut	15 %	15 %	15 %	10 %	15 %	15 %	13 %	15 %	15 %
<b>Yhteensä</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>	<b>100 %</b>
Lukumäärät yhteensä 2008-2030									
	Kangasala	Lempäälä	Nokia	Orivesi	Pirkkala	Tampere	Vesilahti	Ylöjärvi	Yhteensä
Omistusasunnot	5 175	3 075	3 920	880	2 550	23 595	984	4 875	45 054
Ara-vuokra-asunnot	690	410	840	110	340	12 870	60	650	15 970
Muut	1 035	615	840	110	510	6 435	156	975	10 676
<b>Yhteensä</b>	<b>6 900</b>	<b>4 100</b>	<b>5 600</b>	<b>1 100</b>	<b>3 400</b>	<b>42 900</b>	<b>1 200</b>	<b>6 500</b>	<b>71 700</b>
Lukumäärät vuodessa keskimäärin									
	Kangasala	Lempäälä	Nokia	Orivesi	Pirkkala	Tampere	Vesilahti	Ylöjärvi	Yhteensä
Omistusasunnot	225	134	170	38	111	1 025	43	212	1 959
Ara-vuokra-asunnot	30	18	37	5	15	560	3	28	694
Muut	45	27	37	5	22	280	7	42	464
<b>Yhteensä</b>	<b>300</b>	<b>178</b>	<b>243</b>	<b>48</b>	<b>148</b>	<b>1 865</b>	<b>52</b>	<b>283</b>	<b>3 117</b>

- Why so strong determination between the municipalities? Does this create good functional (= sustainable) urban structure in the long run?
- Do we need better arguments than administrative borders for the equal division of social housing per municipality? For instance the state of public transportation, the location of services?
- We need attractive living environments, not given numbers of specific housing types



# question(s) to discuss

- Housing policy & production in the Nordic city regions: what kind of practices of inter-municipal co-operation?
- Alternatively: Do amalgamations of municipalities cut down urban sprawl?

Thank you!



[www.tampereenseutu.fi](http://www.tampereenseutu.fi)