



Agenda 2030 in Asker

Voluntary local review 2021



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Front page photo: Askers sustainability ambassadors at Norway Cup 2019



Opening Statement

By Mayor Lene Conradi



In 2020, the three municipalities Hurum, Røyken and Asker were merged, forming a new and large municipality named Asker. In Asker municipality, we want to remain aware of our global responsibility while working to achieve sustainable local communities. In order to do so, we utilized the UN Sustainable Development Goals (SDGs) as an overall and integral framework when structuring and organizing the new municipality.

Asker participated at the World Urban Forum 2020 together with the Ministry of Local Government and Modernization and the Ministry of foreign Affairs to share our work with implementing the SDGs and working with youth on that matter. The New York City Mayor's Office invited me to produce a Voluntary Local Review (VLR) to compile our understanding, methods and experiences working with localizing the SDGs since 2016.

In this VLR, we have compiled an overview of what we have done so far to make the 17 SDGs relevant to our municipality, and how we will work to achieve the goals going forward.

It was important for us, as politicians, to expand our perspective, steer in the right direction and

develop good solutions locally that also contribute globally. The SDGs helped us to achieve that. If the municipality is to succeed in translating the global goals into local actions and practices, the SDGs must be integrated into all management, planning and governance.

We do this through our strategic planning processes, as part of the ordinary measurement and management system and in the budget work. Asker is in the process of developing its own set of statistics. We use national and international indicators where available, and try to make them locally relevant.

Management is crucial in order to succeed in the sustainability work within our own organization. The SDGs both set the direction for municipal governance, as well as giving guidance as to how the individual employee works in everyday life. Therefore, sustainable management and leadership development are part of the work of building a new municipality.

The work with the SDGs has already inspired us to work across political and professional divides. In addition, we see that the goals inspire our citizens, businesses and Non Governmental Organizations (NGOs).

We find that the SDGs give us many opportunities to work together for the benefit of the Asker community – and in solidarity with the rest of the world.

I hope this will inspire continued efforts towards sustainable solutions, both locally and globally!

Lene Conradi

In Asker municipality, we want to remain aware of our global responsibility while working to achieve sustainable local communities.

Highlights

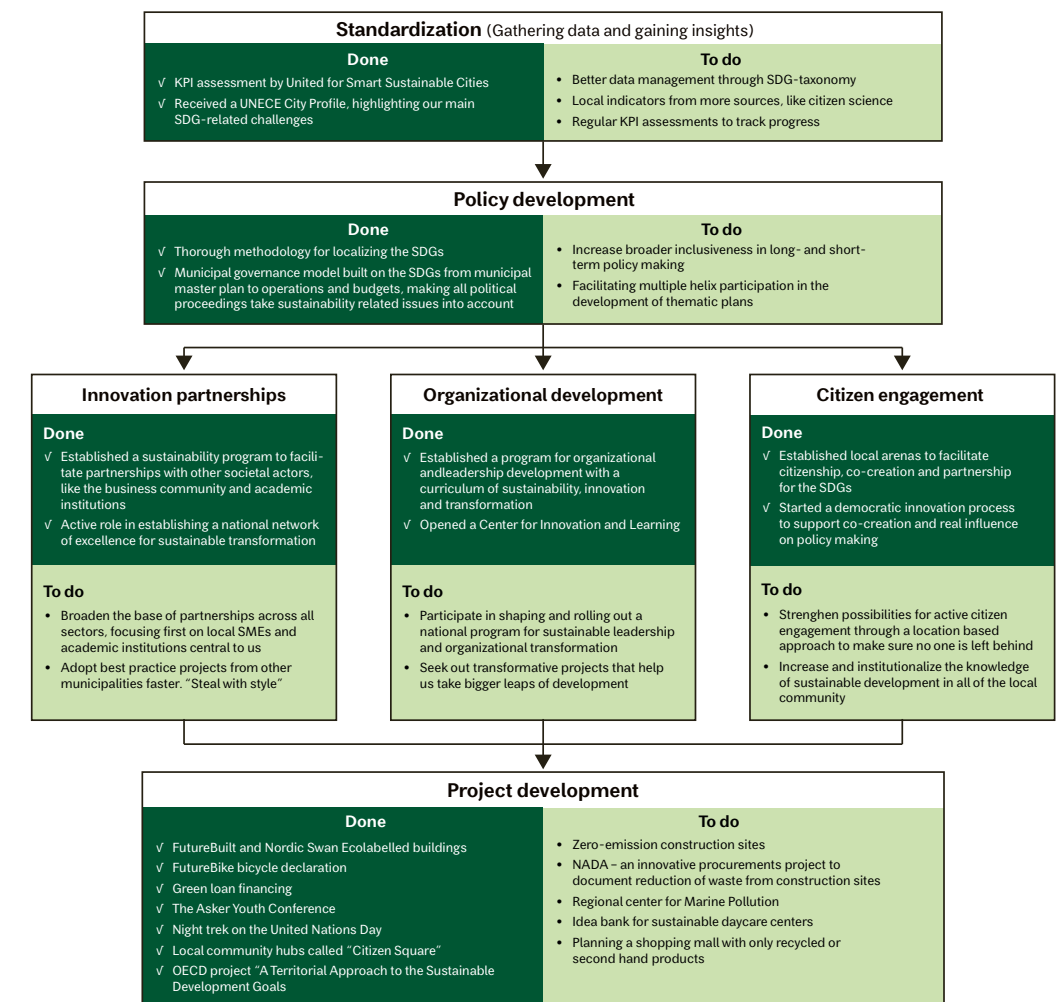
Agenda 2030 commits us to achieve human well-being for all within the planetary boundaries. We need to localize the Sustainable development goals and transform our operations accordingly.

The municipality of Asker has used the process of a municipal merger to build the new municipality on the SDGs. Our VLR process has been coordinated with both the Voluntary subnational review submitted by The Norwegian Association of Local and Regional Authorities (KS), and the VNR submitted by the

Norwegian government. This will help overcome challenges in multi-level governance. We view this publication central to our further development, highlighting challenges and lessons learned, helping to establish partnerships both locally and in the global community.

The model below is based on the Bold City Vision Framework¹ and summarizes what we have achieved in Asker and our actions moving forward.

Modell 1
Bold City Vision:
Data - Policy - Action



¹ <https://www.innoradar.eu/innovation/36657>

Introduction

Asker is a rural municipality² located in the County of Viken, approximately 20 kilometres south-west of the capital of Norway, Oslo. It is well connected to Oslo by train and highway, including the European route E18. The municipality is new. It came into being on the 1st of January 2020 as a result of the national reform of local governments³, specifically a merger of the former municipalities of Asker, Røyken and Hurum.

Asker is the 8th largest municipality in Norway. It covers an area of 376 kilometres squared (km²), 324 km² of which is farmland, natural land (including 69 areas of special protection), and recreational areas. Of the almost 95,000 citizen⁴ in Asker, nearly 22,000 are under 18 years of age and about 33,000 live near the municipality's central business district (CBD)⁵. Twenty percent of the Asker population is also multi-cultural, comprising different nationalities than Norwegian.

There are approximately 37,000 jobs in Asker, primarily in the areas of health and social services, trade, industry, building and construction, and teaching. Many of these jobs are specialized industries requiring expertise, such as in the oil and gas industry. The municipality has about 6,450 employees. The municipal infrastructure includes 40 schools, 34 public day care centres, 73 private day care centres, and 96 cultural institutions. There are 771 places in nursing homes, and 585 places for various kinds of

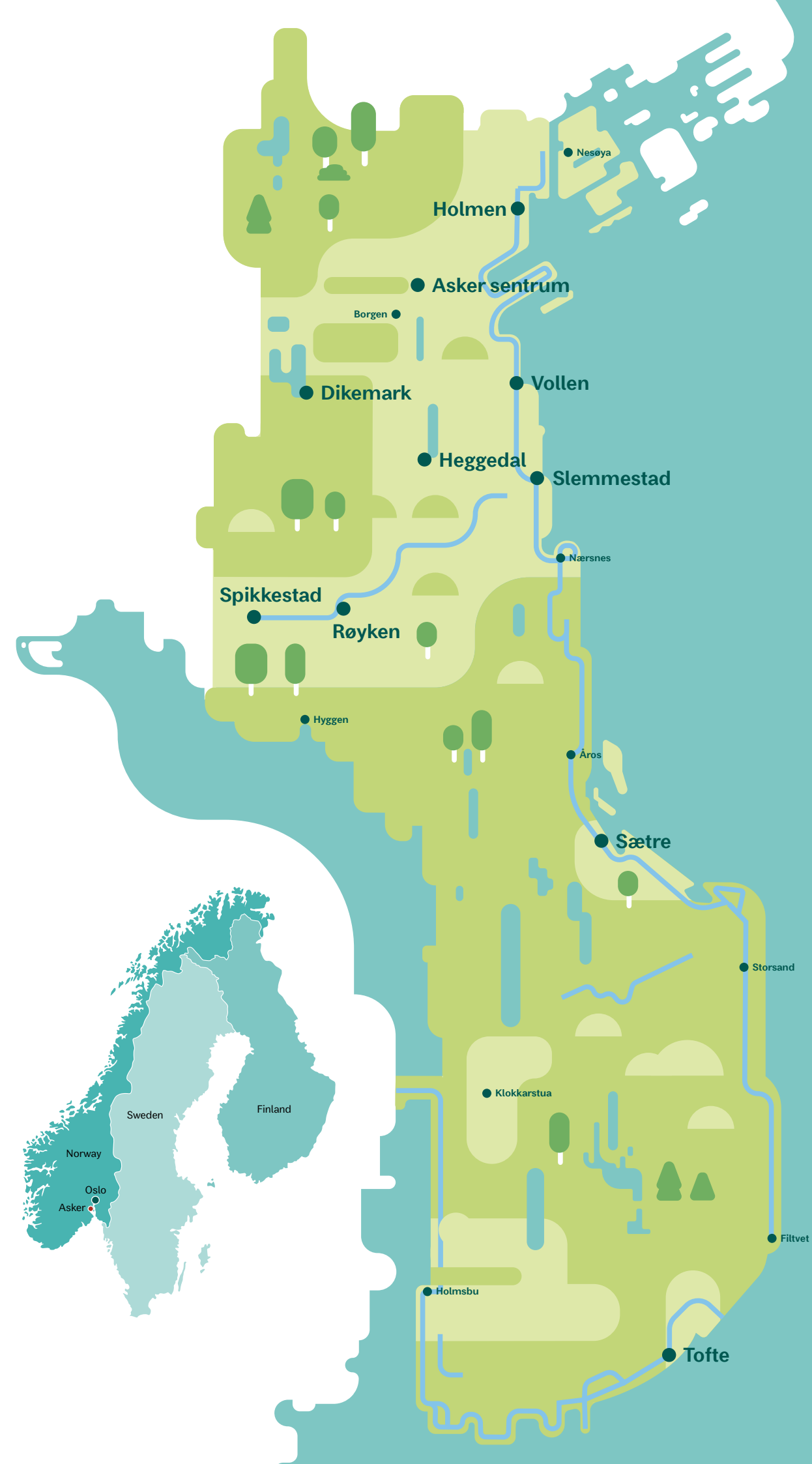
care. The municipality is home to 623 non-governmental organizations, 96 of which are sports clubs⁵. Asker manages a budget of approximately NOK 7,5 billion (EUR 748 million).

Having merged three municipalities to one, the main objective of the new municipality is to develop policies, projects, programs and partnerships for the new administrative context with the SDGs engrained into all areas, including, but not limited to, economy, environment, and social inclusion.

Asker faces the challenges of a progressively aging population. The current birth rate, coupled with an overall increase in life expectancy, makes it hard to bridge the gap between the expected quality of public sector service delivery and the future resources available to deliver those services.

There are also challenges linked to multi-level governance, where different levels of the public sector (state, region and municipality) have their own responsibilities. An example is the transport sector, where all levels of public sector administration are involved in designing, coordinating, financing and implementing transport and infrastructure.⁶

The baseline for understanding the current sustainability challenges in Asker was set by undergoing the U4SSC KPI assessment in 2020.⁷



² Asker is the name of both a rural municipality and a town located in that municipality.

³ Regjeringen.no, *Reform of local government*. Viewed at: <https://www.regjeringen.no/no/tema/kommuner-og-regioner/kommunereform/reform-of-local-government/id2548429/>

⁴ Asker municipality, *Facts about Asker*. Viewed at: <https://www.asker.kommune.no/om-asker-kommune/fakta-om-asker/>

⁵ There are 12,199 local sports clubs distributed throughout the 430 municipalities in Norway, which suggests that Asker has more than average. https://www.researchgate.net/publication/254304772_Sport_policy_in_Norway

⁶ A relevant and recent example of this is the new E18 highway, which passes through both Oslo and Asker.

⁷ https://www.itu.int/en/ITU-T/ssc/united/Documents/U4SSC%20Publications/Verification%20Reports/September%202020/U4SSC_Asker-Norway_Verification-Report.pdf?csf=1&e=cKh3f5

Methodology and process for implementing the SDGs

Asker participated at the World Urban Forum 2020⁸ together with the Ministry of Local Government and Modernization and the Ministry of foreign Affairs. We were invited to share our work with implementing the SDGs and especially the activities done to engage young people on the matter of sustainable development. The mayor of Asker was invited to sign a commitment to conduct a VLR within the coming year. This report is the result of that commitment, and displays Askers efforts to localize and institutionalize the SDGs in our multi-disciplinary system of corporate governance. The process of creating the VLR has mainly consisted of merging previous publications regarding our work, from 2016 to present, supplemented with updated information on municipal operations and SDG-related investments as of May 2021.

This VLR is based on the following major components, which all will be presented in further detail throughout this chapter:

1. Methodology for building a new municipality⁹, based on the SDGs.
2. The municipal planning and management system.¹⁰
 - a. *Extensive analyses*, performed in connection with developing the municipal master plan, define the main areas that need attention going forward towards a more sustainable Asker.
 - b. *The municipal master plan* describes the overall goals and targets to be reached in our local communities by 2032.
 - c. *Topical plans* for different areas of the Asker society show the focus areas and strategies implemented to reach the goals and targets.
 - d. *Action plan and annual budget* prioritizes missions given through the topical plans and divides the available funds accordingly to the different departments responsible for delivering on the missions given.
3. An assessment of Asker by United for Smart Sustainable Cities¹¹ (U4SSC). Both the KPI assessment and the subsequent creation of a City Profile by UNECE¹²

provide useful recommendations that underpin the main challenges set forth in the planning processes.

4. The Bold City Vision Framework
5. The establishment of a programme to follow up on the practical progress towards the goals set in the 2030 Agenda, as localized in our system of corporate governance.

The process of composing the VLR has presented an opportunity to tell different lines of SDG-related work as *one* story. It has also helped assess and uncover the *diversity* in local efforts to achieve the goals, as well as the *strength* in working through a multi-level approach, partnering with other municipalities and regions, nationally and globally.

The VLR will show that we have undertaken many different types of actions. Going forward, we focus on embracing the complexity, while acknowledging the need to break this down into a comprehensible and practical approach to include all parts of society.

Incorporation of the Sustainable Development Goals in local and regional frameworks

Localizing the SDGs - local and national efforts and guidelines

Norway has recently been through a reform of local government. The purpose was to build bigger and stronger local authorities.

As part of the reform, the three municipalities Hurum, Røyken and Asker decided to merge. The new municipality was to be called Asker and officially act as a municipality as of the 1st of January 2020. The three municipalities decided at an early stage that the new municipality should not only be built on “best

Model 2
From global goals to local actions



- ▶ The upper triangle shows a broad-based starting point, which is then narrowed down from the global to the local perspective.
- ▶ The lower triangle shows the hierarchy of our local plans, where initiatives are incorporated for subsequent implementation.

practice” but on “next practice”. The SDGs were chosen as the overall framework¹³ for building Asker municipality.

The SDGs were not originally designed to govern municipal mergers, therefore, Asker worked hard to establish the best way of utilizing them as the foundation for this process. Both elected officials and representatives from the municipal administration worked together to find a way to achieve this.

The result was a method for translating the SDGs to our local reality and by prioritizing them, making them relevant to our community. In developing this method, local politicians worked across political party lines and traditional sector thinking.

Model 2 illustrates the process, starting with the global goals and working through the planning system to concretize them in local initiatives on the ground.

This methodological tool gave us a broad starting point and a thorough approach to all 17 goals. Although the SDGs come as “one package”, it can be difficult to assign equal emphasis and resources to all 17 goals at once. Thus, prioritization is required and we thoroughly investigated all 17 goals and 169 targets. We looked at the significance of each goal for Asker municipality, selected relevant targets and assessed the possibility of the municipality achieving them in the future. Altogether, approximately 90 of the 169 targets were selected as relevant.

To ensure a clear direction in our work of prioritizing SDGs, we developed a materiality assessment (see model 3) based on the goals we have the greatest opportunity to influence directly and the areas for which the municipality has, or should take, direct responsibility in the work to develop a healthy local community and offer adequate services to its residents.

We also looked at the challenges indicated by the goals that may be relevant to the municipality. In addition, we started defining strategies to reach these targets as well as stakeholders within the local

⁸ <https://www.asker.kommune.no/asker-mot-2030/fns-barekraftsmal/askers-work-on-the-sdgs/>

⁹ [The new Asker municipality is based on the UN Sustainable Development Goals - Asker municipality](#)

¹⁰ [From global goals to local action - Asker municipality](#)

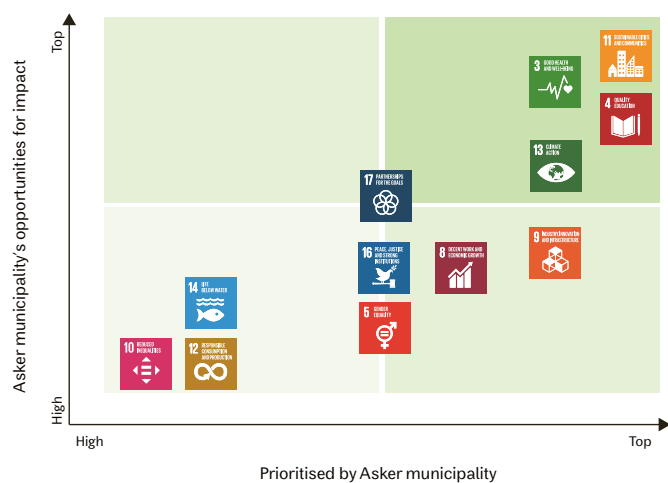
¹¹ [Verification Report on Asker made by United for Smart Sustainable Cities \(U4SSC\)](#)

¹² Smart Sustainable City profile - Asker by United Nations Economic Commission for Europe (UNECE) - not yet published.

¹³ The work with using the SDGs as a basis for a municipal merger was showcased here: <https://www.local2030.org/story/view/267>



Model 3
Materiality assessment - priorities for the first municipal planning period.



community that represent possible participants in the work to achieve the goals set before us in Agenda 2030.

The results from the work are documented in two reports, with highlights available in English¹⁴, and can be downloaded from the municipal website and used freely.

Asker's method for localizing the SDGs were finalised, and tested in Asker municipality, other Norwegian municipalities and abroad. About one year later, the Norwegian Government released updated national expectations for regional and municipal planning¹⁵. These made it mandatory for all Norwegian regions and municipalities to base their respective master plans on the SDGs. This is a major step towards a common approach to localizing the SDGs across all Norwegian regions and municipalities.



Asker municipality has started the process of developing 25 topical plans that will detail policy in different themes across sectors of operations.

Institutional mechanisms for sustainable governance

The planning system

Asker municipality decided to build its planning system and business management on the SDGs.

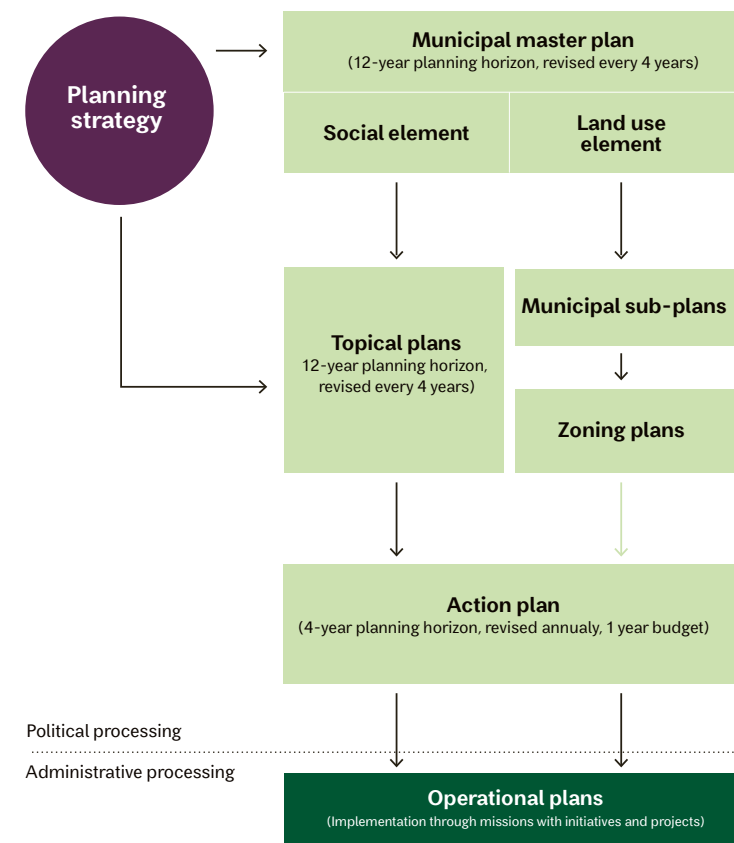
Asker has a thoroughly elaborated approach to corporate governance and its new corporate governance system. The new system covers business management in general and the use of the SDGs in particular, both in the planning system, the concept

definitions in business management and the use of the terms for missions and tasks.

Since 2018, Asker municipality has worked closely with the company Framsikt¹⁶ on the development of both the Business Plan module, goal management based on the UN sustainability goals, sustainability statistics and the new module for Municipal plans. This module both digitizes the work on municipal plans and links the plans with the Action Plan and the operational plans.

The municipality has started the process of developing 25 topical plans that will detail policy in different themes across sectors of operations. All the plans will address sustainable development.

Model 4
The planning system



The municipal plan's social aspect

In the work on Asker's municipal master plan, the municipality's overall strategic governing document, the elected representatives have prioritized work on the following Sustainable Development Goals during the first municipal master plan period:

- Goal 3 Good health and well-being
- Goal 4 Good education
- Goal 9 Innovation and infrastructure
- Goal 11 Sustainable cities and communities
- Goal 13 Stop climate change
- Goal 17 Collaboration to achieve goals

These goals now form the basis for eight focus areas in the municipal master plan for the 2020-2032 period:

- Collaboration to reach the goals
- Sustainable cities and communities
- Action against climate change
- Good health
- Good education
- Innovation, digitalization and business development
- Economy
- Employees

The focus areas consist of corresponding goals with relevant targets from the six prioritized SDGs, but we

¹⁴ <https://www.asker.kommune.no/asker-mot-2030/fns-barekraftsmal/askers-work-on-the-sdgs/>

¹⁵ <https://www.regjeringen.no/contentassets/cc2c53c65af24b8ea560c0156d885703/nasjonale-forventninger-2019-engelsk.pdf>

¹⁶ <https://framsikt.no/>

have also chosen to add targets from other SDGs that are relevant for the focus areas, as well as formulate our own "Asker targets".

Making the SDGs "governable"

Parallel to the work of incorporating the SDGs in the municipal governance platform, Asker has put a lot of work into designing a comprehensive methodology for municipal governance. Building on existing models and methods where these were available, and designing new ones in other areas.

A major component in this work was the establishment of a set of terms and definitions that seek to make a clear treadline between the strategic level in the municipal master plan, the tactical level in the topical plans, annual budgets and action plans, and the operational level in the annual operational plans in every department of the municipality.

The result was a three-tiered hierarchy of what we named "flows";

1. **The Goal Flow**, answering the question: "Where are we going?", consisting of goals and targets.
2. **The Action flow**, answering the question: "What do we do to get there?", consisting of strategies, missions and activities.
3. **The Result Flow**, answering the questions: "How is it going?" (as we are moving towards the target/goal) and "How did it go?" (when we have reached the target/goal), consisting of statistics/KPIs, analyses and various kinds of reporting.

This way, we could divide the three flows between the different levels of planning and management processes. This makes the "descent" through the planning hierarchy ever more practical and thereby easier to measure.

To be able to do this, we had to define the precise grammar in how to formulate goals, targets, strategies, missions and activities. This was important, because precise definitions made it easier to create coherence from planning to reporting in our main ICT/IT solutions for financial management and overall business governance.

To give the reader a couple of examples, here is how we define the terms "Goal", "Target" and "Strategy";

- *Goals and targets describe a desired future state and should be formulated in the simple present tense. This makes it easy to find out when the goal or target is reached. When we find ourselves in the described state, the statement is "true".*
- *Strategies describe how we should go about to reach this future desired state, and should be formulated in the simple future tense (Asker shall/will do...)*

When we looked at the SDGs, we quickly discovered two things. Firstly, we could not directly use the SDGs in the exact way that they were formulated as a means of governing the municipality because the wording in the targets were a mixture of what we

Asker has put a lot of work into designing a comprehensive methodology for municipal governance.

EXAMPLE

Example from the municipal master plan, focus area « Action against climate change » (SDG 13):

Goal: The Asker society acts immediately to fight climate change and its consequences.

Target (one of several): The Asker society is at the forefront of the low-emission society in line with international and national climate commitments and regional ambitions.

Strategy (one of several): Asker municipality shall set clear environmental requirements in municipal procurement, and be a driving force for environmentally friendly procurement in the business community.

EXAMPLE

"By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally."

In this statement, only the five words in bold type actually describe the desired future state, the rest are strategies that take us there.

This makes the real target: "Water quality in 2030 is improved."

This is to be achieved through the following strategies: "Reducing pollution", "Eliminating dumping", "Minimizing the release of hazardous chemicals and materials", "Halving the proportion of untreated wastewater" and "Substantially increasing recycling and safe reuse". These strategies can to some degree or in some way be measured, and thereby give us easier ways to show our progress through our planning and reporting hierarchy.

defined as targets and strategies. Thus, these targets were difficult to both operationalize and measure in our system for governance. This was also reflected in the different Key Performance Indicators (KPIs) available to measure them, which proved challenging.

Secondly, the goals and sum of targets also did not cover the breadth of services delivered in our total municipal organization. We therefore chose to do two main adjustments to better localize them;

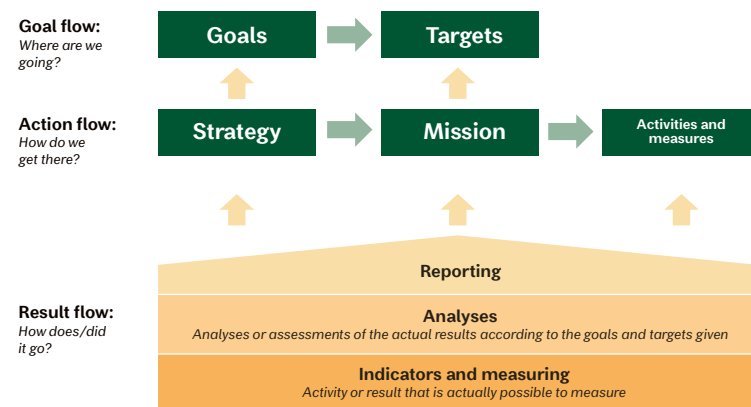
1. We formulated our own "Asker targets" where the SDG targets did not fully cover the specific area of municipal services. The Asker targets should not in any way deviate from the overall intent, as formulated in any of the 17 SDGs, and was linked to their respective SDG, just like the SDGs own targets. We labeled them in our systems as "AK-targets" and numbered them, to separate them from the SDG targets, to be able to distinguish them from the UN targets in case reporting on the UN targets would become a future issue.
2. We "dissected" the SDG targets in the way that we only kept the wording in the target that actually described a target (a future state) and sorted out the wording(s) in the target that were actually strategies to reach the target. One such example is target 6.3:

Action Program 2020-2023

The Action Program with its annual budget is, alongside the municipal master plan, a mandatory plan in all Norwegian municipalities. It distributes the missions that spring from the strategies in the overarching plans to the different municipal departments, alongside the funds given to accomplish the missions. The departments then make their own operational plans with activities and measures required to fulfil the missions.

Asker follows the UN rules for responsible investment, the Principles for Responsible Investments (PRI) and the Government Pension Fund Global's ethical guidelines. Our entire portfolio must consist of

Model 5
The Flows: Goals - Actions - Results



Our entire portfolio must consist of sustainable and responsible investments.

sustainable and responsible investments. Therefore, all our financial service providers have received our ethical regulations and been instructed not to offer the municipality products that violate these regulations. Among other things, these guidelines include the exclusion of companies that produce inhumane weapons. Furthermore, companies must be excluded if there is an obvious and unacceptable risk that, through its investments, the municipality will contribute to gross or systematic violations of human rights (e.g. torture, deprivation of liberty, forced labour and child labour, serious violation of individuals' rights in war or conflict situations, serious environmental damage, gross corruption and other violations of basic ethical norms).

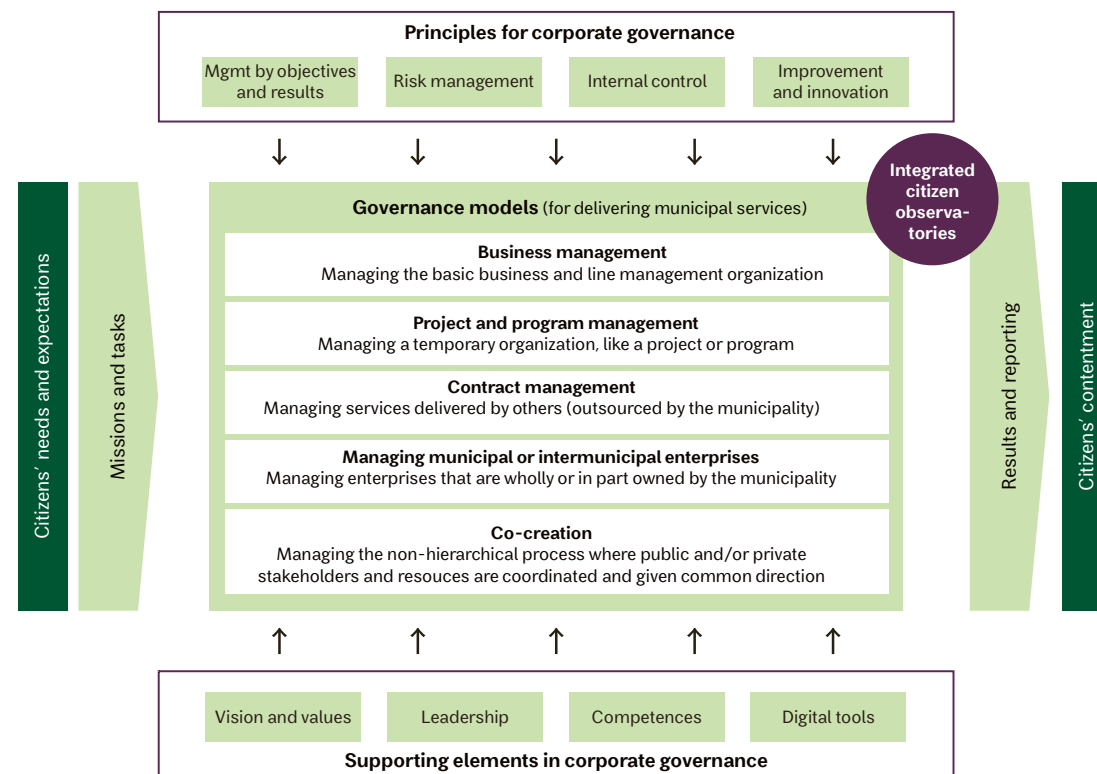
Assessing the interlinkage between the goals and use of financial resources is yet to be done, and will provide valuable information on capacity and resource management in the framework of achieving the goals.

The management system

To be able to operationalize the missions given through the planning system, and report back on the progress towards reaching the SDGs, Asker has established the following model for governance. Its various components ensure that the different processes related to management enable the municipality to solve the missions given and reach the goals in an effective and efficient way, in accordance with applicable laws, rules and financial frameworks.

Model 6







The management system: Input - Processes - Output/Results



Therefore, all our financial service providers have received our ethical regulations and been instructed not to offer the municipality products that violate these regulations.

As a part of our work with the municipal governance platform, we have searched for other global best practices for sustainable governance.

Model 7
The Bold City Vision Framework

	Engage	Design	Activate	Accelerate	Support
 Standardize	Evaluate	Visualize	Simulate	Finance	Share
 Develop policies	Review	Revise	Plan	Budget	Analyze
 Establish innovation partnerships	Make appointments	Link together	Collaborate	Prioritize	Manage the portfolio
 Change the organization	Identify	Lead	Support the intrapreneurs	Make room for self-organisation	Twin
 Involve the citizens	Acknowledge	Deliberate	Localize	Connect	Amplify
 Develop projects	Pitch	Create prototypes	Deliver	Capitalize	Tell stories

The Bold City Vision Framework

As a part of our work with the municipal governance platform, we have searched for other global best practices for sustainable governance. In this process, we came across a recently developed framework called the “Bold City Vision Framework¹⁷”, as received recognition by the EU Innovation Radar¹⁸. This framework has proven useful in our work with mapping all SDG-related activities¹⁹ and structuring the work of prioritizing them according to the overall direction provided in the municipal master plan.

As a result of implementing the goals in this way, we are confident that the municipality has a systematical

approach to reach the SDGs. Creating ownership to this way of thinking and acting across the administration and political leadership, will in turn strengthen a holistic approach to governance and management, and prepare the grounds for coordinated action plans.

Measuring progress and reporting

When measuring progress, it is important to ask the question “How can we best gain knowledge and insights into progress on this particular area?”, whether it is a municipal plan, a specific project/activity or, in this case, the progress towards reaching the UN Sustainability Development Goals.

The traditional approach for knowledge gathering around SDG progress is often centered on KPIs/ indicators, either from existing KPI sets or combined from several different sources or sets. This of course provides valuable insights, but it is also important to look into other sources of information that might be available, to present a broader and better knowledge base for decision-making.

To fully utilize all the different sources of knowledge as described in the above model is a comprehensive

process. Asker municipality is still in the process of operationalizing this concept. This year’s VLR will therefore focus on the “traditional approach”, displaying the recent results from a comprehensive KPI evaluation by the U4SSC and a subsequent UNECE City Profile of Asker.

Future VLRs will present a fuller picture of the progress towards the SDGs through a greater variety of knowledge sources.

Model 8
SDG progress - a holistic view.



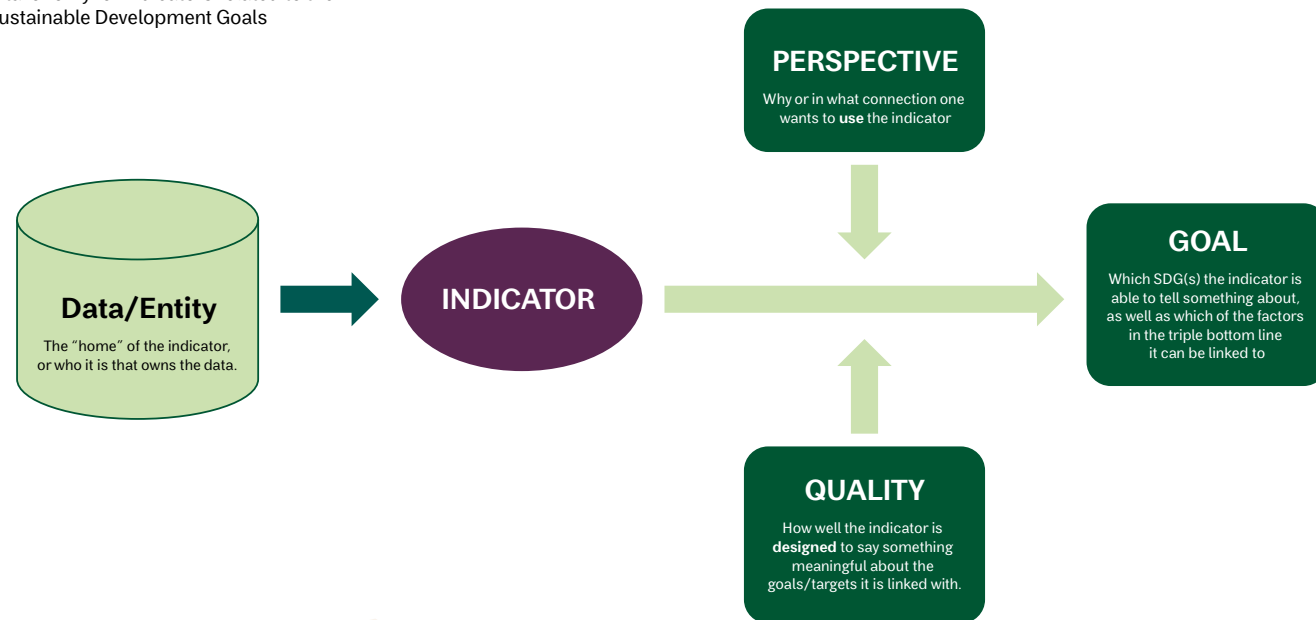
¹⁷ <https://cityxchange.eu/knowledge-base/framework-for-bold-city-vision-guidelines-and-incentive-schemes/>

¹⁸ <https://www.innoradar.eu/innovation/36657>

¹⁹ <https://www.youtube.com/watch?v=dApiYeG0nqM>

In our work of gathering the best possible indicators for measuring our SDG progress, we have come across a plethora of KPIsets and indicators.

Model 9
A taxonomy for indicators related to the Sustainable Development Goals



A word on choosing the right statistics
In our work of gathering the best possible indicators for measuring our SDG progress, we have come across a plethora of KPIsets and indicators. It is a tiresome effort to go through them all and pick the ones best suited to measure what is most important in our local context. One might say that it is a "jungle of possibilities" available out there.

We are therefore excited to be using the recently published taxonomy²⁰ from the Norwegian Association of Local and Regional Authorities and the Norwegian Statistical Office to easier sort which indicators that are suited for our needs as a local public sector authority.

²⁰ <https://www.ssb.no/en/natur-og-miljo/artikler-og-publikasjoner/a-taxonomy-for-indicators-related-to-the-sustainable-development-goals>

It is a tiresome effort to go through them all and pick the ones best suited to measure what is most important in our local context.

Practical examples

Sustainability pilots

Over the course of 2019, seven municipal departments have tested possible new initiatives for the SDGs within their own operations. The seven units are: Project and development, Borgensonen daycare centers, Hagaløkka school, Landøya after school, Brukertorget, Community health and integration and Sydskogen school.

The purpose of the pilot is twofold:

- Test out methodology for operationalizing the goals through specific measures, including risk and opportunity assessment, so that this can be used as a tool for all units from 2020.
- Establish good examples of new and sustainable measures, as inspiration for other units in the process of planning operations for 2020.

The results of the pilot work were presented in a separate report

FutureBuilt, a collaboration for sustainable buildings and urban areas

Asker municipality is a FutureBuilt partner. This is a 10-year program from 2010, recently prolonged for at least another ten years to 2030. FutureBuilt's vision is to show that climate neutral urban areas, based on high quality architecture, are possible. Man-made climate change is one of the big challenges of our time. Our climate gas emissions must be reduced drastically, and this will in turn have big consequences for urban planning and architecture. The Oslo region is the largest urban area in Norway. The region is rapidly expanding, with an estimated population growth of 40 percent in the next 30 years. This implies development of new housing, workplaces and transport infrastructure. To support climate friendly urban development six municipalities in the Oslo region are collaborating on the FutureBuilt program. The pilot projects are set to reduce greenhouse gas emissions from transport, energy and material consumption by at least 50 per cent. They will involve high quality architecture and contribute to a better environment for urban dwellers. The pilot

projects are meant to inspire and change practices in both the private and the public sector.

Model projects in Asker:

Kistefosdammen daycare centre

Kistefosdammen is one of Asker municipality's first model projects in the FutureBuilt program. The day-care and pre-school building is a plus house, producing more energy than it consumes. In line with the FutureBuilt program, there is also a goal of having as many people as possible walking, cycling, or using public transport to Kistefosdammen. Its design encourages environmentally friendly modes of transport for parents and employees. In 2015, the project "Solbyen" with Kistefosdammen plus house daycare-centre won the architectural competition "Plus-house for power-kids" for its excellent environmental responses, reduced greenhouse gas emissions and innovative solutions.

Holmen swimming pool

Asker municipality has built an innovative indoor swimming pool at Holmen in Asker. The building has two stories and contains an 8-lane pool, a therapy pool, a fitness room, a social room, changing rooms and canteen. There are also stands for spectators. The pool is primarily a training and competition arena. The schools in Asker provide swimming lessons here, and it is the main training facility for the local swimming clubs. Asker municipality has focused on energy-saving measures and reduction of greenhouse gas emissions. Holmen swimming pool is a passive house. By combining different solutions, the project is a leading example of energy saving technology, and the result is one of the most energy efficient swimming pools in Norway. The project received the Norwegian Building of the Year Award in 2017. The project's total greenhouse gas emissions is reduced by 50% compared to a standard reference building. In addition to being built as a passive house, it has 15 geothermal wells for energy supply, 650 m² solar panels on the roof and façade, solar collectors under the parking area, recycling heat from grey water and ventilation, low carbon concrete (class B).

Kistefosdammen daycare centre



PHOTO: TOVE LAULUTEN

Holmen swimming pool

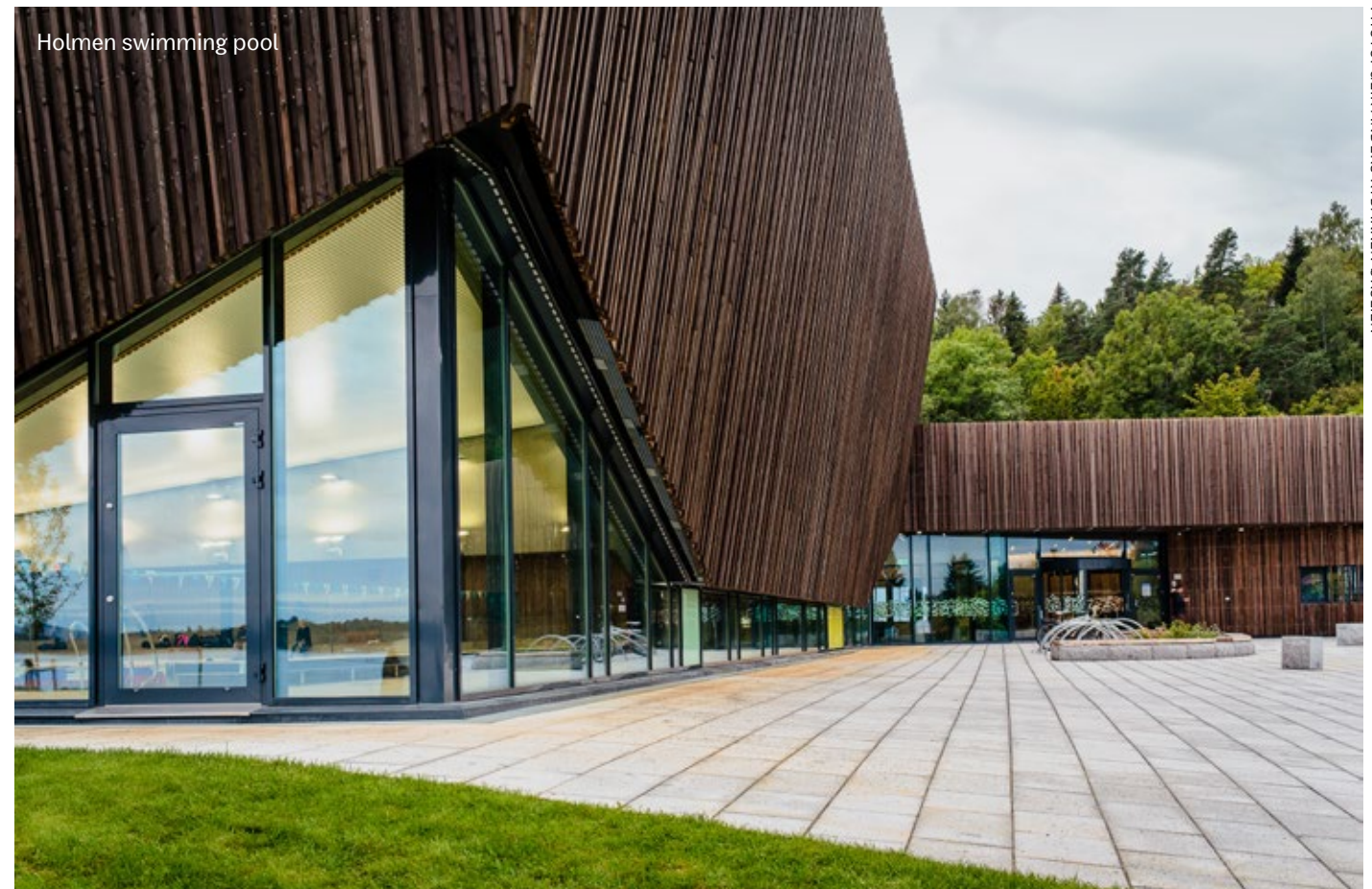


PHOTO: GEIR ANDERS RYBARKEN ØRSJLIEN

Korpåsen group home

Another FutureBuilt project is Korpåsen, 12 apartments for young adults with disabilities. The homes are energy efficient – close to zero-energy standard. Electricity is provided by a full 250 m² of solar cells on the roofs, and the buildings are supplied with local, renewable energy from energy wells.

Eco-labelled school buildings

Asker has built the only Swan eco-labelled school buildings in Norway: Sydskogen School and the latest Torvbråten School²¹, which opened in 2020. The 6700 m² large Torvbråten School will house almost 500 pupils and 40 employees. Being Swan eco-labelled demands that both the building, the materials, and the construction process meet strict requirements on high quality and low climate and environmental impact.

Facts about Torvbråten school:

- Nordic Swan Ecolabelled building²²
- Passive house
- Geothermal heat covers 100% of the heating
- Solar cells on the roof provide 190,000 kwh / year
- Greenhouse gas accounts: about 60% less CO₂ emissions
- Extensive use of solid wood
- Pre-produced wooden modules provided a very efficient construction process
- Focus on waste reduction in the construction process
- High quality architecture: Torvbråten won the award School Building of the Year 2021.

A Nordic Ecolabelled building is both energy efficient by design, by functionality and by its energy efficiently produced materials – a good choice for climate and environment. The environmental requirements for the use of chemicals in all building materials are particularly strict, securing low impact on nature in production and good indoor climate for the pupils and teachers.

Both schools are built with solid wood as the main material on fossil-free construction sites. Low-carbon concrete has also been used, and the buildings have a passive house standard.

We are proud to have in operation the first roof in Norway with both solar cells and water distribution. The solution produces 190,000 kW-h a year. Several public developers are now calling for the same solution in their tenders. "We are happy to share our experiences", says project manager Alf Kaare Stokker. The school also receives energy from 22 geo-wells, with a depth of up to 300 meters each.

The greenhouse gas accounts show savings of approximately 60 percent compared with ordinary TEK17²³ buildings. The construction project demonstrates that it is possible to build a climate-friendly building at the same price as a TEK17 building.

Torvbråten school was awarded²⁴ the "School Building of the year, 2021" in April of this year.

FutureBike bicycle declaration

Asker, Bærum, Oslo and Drammen, municipalities in the FutureBuilt program, collaborate on FutureBike, a joint political declaration of intent supporting new bicycle initiatives. The cross-party climate agreement states that all growth in passenger transport must be in public transport, bicycling and walking.

Bicycle park in Heggedal

Transmatorn bicycle park in Heggedal was Asker's first FutureBuilt model project.²⁵

Green loan financing

The municipality saves millions through green loan financing for environmentally friendly investments. Asker has chosen Kommunalbanken's Green Loans²⁶



PHOTO: ASKER MUNICIPALITY

PHOTO: MARTIN HARSÅHL

²¹ http://www.bbc.com/storyworks/building-a-better-future/storaenso?utm_campaign=WP%2FBS%2FBBC%20Storyworks&utm_content=151324677&utm_medium=social&utm_source=linkedin&hss_channel=lcp-4902

²² The Swan is the official Nordic ecolabel, introduced by the Nordic Council of Ministers. <https://www.nordic-ecolabel.org/>

²³ <https://dibk.no/globalassets/byggeregler/regulation-on-technical-requirements-for-construction-works--technical-regulations.pdf>

²⁴ <https://norskbyggebransje.no/nyheter/torvbraten-er-arets-skolebygg-2021>

²⁵ <https://www.futurebuilt.no/Forbildeprosjekter#!/Forbildeprosjekter/Trans-matorn-sykkelpark>

²⁶ <https://www.kbn.com/en/investor/green-bonds/>

Asker defines citizenship as the desire and possibility to participate and take co-responsibility for the community and society.

to finance the FutureBuilt projects Kistefosdammen daycare centre and the Holmen swimming pool. Over ten years, the municipality will save NOK 3 million on interest expenses. Green loans are granted to projects that lead to reduced energy consumption or less greenhouse gas emissions, or contribute to local climate adaptation.

Citizenship – evolving as a co-creation municipality

Through the process of establishing the new municipality, the notion of citizenship is developed and institutionalized to support a sustainable development. Asker defines citizenship as the desire and possibility to participate and take co-responsibility for the community and society.

Meeting the needs of the future, we need to support and make room for the citizens taking a more active part in co-creation of communities and the society. Asker has therefore implemented a new service area to promote citizenship and co-creational processes. As part of the innovation portfolio of the center for innovation and learning, we have established a project which mission is to develop pilot projects as well as methods and knowledge on co-creation, to establish a model about how to implement co-creation in municipalities. A place-based approach²⁷ is at the core of the project.

All our service units will get access to learning modules and guidance in how to institutionalize citizenship as a way of working with service innovation.

A topical plan for citizenship is currently in a political process of being adopted. The purpose of the plan is to describe how the municipality can motivate and facilitate for the citizens to take co-responsibility for the community and society. The plan contains three focus areas:

- Participation, motivation and facilitation
- Possibilities to impact
- Meeting places in local areas

²⁷ <https://www.iriss.org.uk/resources/irisson/place-based-working>

Democratic innovation

An important perspective to participate in, as well as influence, policymaking. This is important for building trust in society. Asker has decided to test new forms of democratic structures to enhance this. Local community committees are established in three local areas. Researchers are following the project to extract learning that will be the basis for further development of democratic models.

Arenas for co-creation and community work

During the merger process, we identified a particular need for dynamic arenas where citizens could come together with representatives from the municipality, NGOs and local businesses to identify challenges in the local communities, and as such, work together in creating new solutions and stronger social bonds, in order to “be” a community. As a result, we created community hubs called “Innbyggertorg” which will be established in eight local communities across Asker. At the time of writing this report, five have already opened. The Innbyggertorg are built on specific principles based on what we want them to be and represent:

- Be open for all and good for all
- Value everyone and promote equality
- Facilitate constructive processes between various sectors, groups and partakers
- Boost and support local identity
- Deliver quality in all aspects of the services, facilities and resources provided

When implementing Innbyggertorg, each of the eight local communities will have their own set of challenges to consider and different missions that are relevant to them. Considering this, the Innbyggertorg is a concept that encourages and allows the local communities to shape and create their content and activities, resulting in an unique place-based identity.



Policy and enabling environment

Engagement with the national government on SDG implementation

Local authorities in Norway are responsible for many tasks that contribute to sustainable development. They provide health services, education, housing policy, infrastructure, clean water, waste collection and waste disposal, in addition to manage land, housing, amenities and facilities, maintain a balance between urban and green spaces, and implement measures to reduce climate impact.

In Asker, we believe accomplishing SDG 17, "partnerships for the goals", is a prerequisite in order to achieve the remaining SDGs. As a local authority, we must utilize a multilevel governance approach and join forces with citizens, businesses and the voluntary sector.

The Ministry of Local Government and Modernization (KMD) has the coordinating responsibility to implement the SDGs on a national level in Norway. Urban development in Norwegian municipalities are regulated by legal frameworks found in national legislation, such as the Local Government Act, the Public Administration Act, the Freedom of Information Act, the Planning and Building Act, and other supplementary legislations. In addition, the municipality must adhere to several national guidelines, i.e the National Expectations regarding Regional and Municipal planning, which provides direction for the upcoming planning period of four years. Through "National expectations for regional and municipal planning 2019-2023", the government provides clear guidance for municipalities to use the SDGs as the basis for societal and land planning.

Asker is now taking part in a research and development project under the auspices of the Norwegian Association of Local and Regional Authorities (abbreviated KS in Norwegian). Indicators for the SDGs are to be a part of this measurement tool. The network has also initiated a multilevel dialogue between the local, regional and national governmental bodies together with KS to establish a national "sustainability pledge".

Policies and levers must be aligned in order to achieve the SDGs, which relies on a joint collaboration between the top level leadership in Ministry of Local Government and Regional Development (abbreviated KMD in Norwegian), the Confederation of Norwegian Enterprise, Norwegian union organizations, representatives from academia, and representatives from local and regional governments. KMD will present an action plan for achieving the SDGs in 2021, and the Sustainability pledge is to be launched as a way of working together on the matters that the plan presents. KS has an important role in facilitating the work in the Norwegian Sustainability Network, while coordinating sustainability efforts with the national government. Through the network, facilitated by the KS, the local and regional governments play a vital part in developing the national action plan.

We want our work to inspire other municipalities, businesses and local communities in Norway and elsewhere. Sustainable change can occur more effectively when we share methods and lessons learned with each other. By working together in the sustainability network, and coordinating with the national government, we have experienced the possibility of gaining swift traction in the implementation process of more sustainable practices.

Cooperation across municipalities and regions

Stavanger Declaration (2019)²⁸

At The Nordic Edge Expo in 2019, a number of stakeholders from all levels of government agreed to join forces, working together towards achieving the SDGs. Four steps were established in an attempt to boost future efforts:

1. Give everyone knowledge about status in their local community
2. Develop plans for societal change to show how we can achieve the UN 2030 Agenda
3. Mobilize resources and support citizens, businesses, organizations and universities that want to contribute to sustainable development
4. Measure and evaluate the effect of the effort

The Network of Excellence for Sustainable Societal Transformation (the Sustainability Network)



SDG Societal Transitions Network of Excellence

Following the Stavanger Declaration, Asker has, together with other Norwegian municipalities and regions and KS established the Sustainability Network, cooperating towards a smart and sustainable development for cities and local communities. The aim of the Network is to speed up the needed sustainable societal transition and contribute to achieve the SDGs within 2030. The Network is an arena for learning and cooperation for Norwegian municipalities and regions, aiming to cooperate nationally, yet act regionally and locally. The cooperative efforts appear in the shape of local and regional development projects, organizational and leadership development programs, collaboration with local businesses, involvement of citizens and local prioritizations, which aim to lift social, economic and environmental sustainability on the day-to-day agenda. Most of the members in the Network have conducted the U4SSC KPI evaluation, which is considered the first implementation program of such a scale globally. The Network also uses the Bold City Vision Framework as a framework for systemizing the local development across different stakeholders and activities that influence the possibilities for local development.

The Network emphasizes the importance of "leaving no one behind" as it facilitates dialogue between local and regional governments and national government, develops ways of working based on a regional approach, provides knowledge on different topics, offers leadership training, and has events to support various partakers and sectors. A specific example showcasing the results from the Network is the development of means of measurement to assess ongoing achievements.

A concrete example of results from the network is developing means of measurement to assess what

we are achieving. More than 30 municipalities have conducted KPI monitoring according to the U4SSC. Norway was the first country to apply the U4SSC Key Performance Indicators for smart and sustainable cities to an entire network of cities. Asker underwent the assessment in 2020²⁹.

Creating ownership of the Sustainable Development Goals and the VLR

Involvement and knowledge sharing

If we are to stand a chance of reaching the goals of Agenda 2030, we must mobilize not just the municipality's elected officials and administration, but residents, businesses, NGOs and the voluntary community as well. In Asker, we use various approaches³⁰ to spread knowledge about the SDGs and their relevance to our local community.

Innovation Camp 2018

Innovation camp was held at all lower secondary schools in Asker, Røyken and Hurum in June 2018, in collaboration with Young Enterprise. The theme was the UN Sustainable Development Goals. The 8th Grade pupils had two days to work on a solution for one of the SDGs. The pupils were divided into 230 groups, and all groups presented their proposals to a jury consisting of representatives from the municipalities and the local business community. The three winners proposed solutions related to public transport in a new municipality, sustainability as an independent school subject and a digital solution related to mental health.

The Asker Youth Conference

In 2018, the Asker Conference was arranged on the 24th of October, which is the United Nations Day. Along with youth representatives from the UN organization "UN Habitat", 55 youths from Asker, Røyken and Hurum participated in workshops and prepared input for a sustainable development of the new municipality. Both Prime Minister Erna Solberg, Minister for Local Government and Modernisation

²⁸ Stavanger Declaration

²⁹ <https://drive.google.com/file/d/1pOPCeQyZyhw8mWHPDUd-nXyNfojq092/view>

³⁰ <https://www.asker.kommune.no/asker-mot-2030/fns-barekraftsmal/askers-work-on-the-sdgs/from-global-goals-to-local-action/>



Monica Mæland and Minister for Children and Equality Linda Hofstad Helleland were present at the conference to hear the youths' proposals of how the new municipality could be established to conform with the SDGs. The input from the conference has been compiled in the Asker Conference report. Asker Youth Conference was also held in 2014 and 2016 and was planned for 2020, but was cancelled due to the Covid-19 pandemic. We hope to arrange a new Youth Conference in 2021.

Sustainability work in schools

During a meeting on the 17th of November 2017, the Young People's Local Government (abbreviated DUK in Norwegian) in Asker decided that an SDG course was to be prepared and delivered to all students at all schools in Asker. This mission was carried out during 2018 and 2019, resulting in increased knowledge and understanding of the SDGs among children and youths in Asker.

The UN SDGs are now a part of the national curriculum of 2020. We are most pleased about this and the opportunity it presents to foster sustainable efforts and action in the schools of Asker.

Night trek on the UN Day

On the UN Day in 2018, we organized a Sustainability night trek up the mountain of Vardåsen for all inhabitants of Asker, Røyken and Hurum. The walk to the top of the Vardåsen ski slope introduced the participants to the 17 SDGs in various ways. In addition to highlighting the SDGs, the night trek's intent was also to bring citizens together based on shared values and to mark the merger of the three municipalities.

Sustainability ambassadors at Norway Cup 2019

The children's and youth football teams from Røyken, Hurum and Asker were the new municipality's ambassadors for the SDGs at Norway Cup, one of the largest football tournaments in the world. About 50 players and coaches were given insight into how both the new municipality and Norway Cup apply and work aligned with the SDGs. As sustainability ambassadors, the teams contributed to profiling sustainability during Norway Cup, and participated in their own events during the football tournament. Twenty teams were registered for Norway Cup from new Asker. Sustainability and social responsibility are important for Norway Cup, bringing together children and young people from all over the world for football, play and friendship.

The business community

Some companies have been, and still are, leading collaborative companies both locally and internationally, such as Tomra, Forbo flooring, Statkraft, Bergans and IKEA. But small and medium-sized businesses have also taken ownership and shown an interest in the SDGs.

Through the Asker business council, they have established their own sustainability network and, for two consecutive years, they have arranged networking days with sustainability as the theme. In addition, the business council offers its own competence program for small and medium-sized businesses on how sustainability work can increase the company's competitiveness. The municipality is a participant and contributor to discussions on the challenges facing the Asker community and how we can work together to solve them.

Our local business community is strongly involved in the sustainability work.

Leaving no one behind

The pledge of leaving no one behind represents a commitment to reduce inequalities and vulnerability that leave certain individuals, groups or nations behind. The principle is at the heart of municipalities' purpose through their responsibility of providing good health and social services and securing inhabitants' basic welfare benefits, such as schooling, kindergarten, social assistance, child welfare, medical care and nursing homes.

To achieve the SDGs we need to make sure that no one is left behind, which Asker recognizes on both an individual and societal level.

The U4SSC KPI assessment of Asker and the UNECE City Profile have provided knowledge of certain challenges we need to address locally. One of the main findings of the KPI assessment was the need to focus on social inequality. This has been a focus for many years already through work with the general public health issues. The challenges we face will affect people differently. An intersectional approach is one of the basic prerequisites to make sure no one is left behind.

Give everyone knowledge about status in their local community

Asker is in the process of creating descriptions of local areas in the municipality. These descriptions will contain information about the history of the area, as well as indicators to describe the population, housing status, and social infrastructure. These local area analyses provide the population of the area common ground to discuss their area in terms of opportunities and needs for change, and a common understanding for a place-based approach. They thus serve as a starting point of inclusive processes in local areas. Local committees have been established in three areas as a pilot project to discuss and facilitate local processes.

Several projects and ways of working are also implemented to secure the data collection from citizens. When children in our schools work with the topic of food waste, when we collect plastic on the beaches, when we have developed ways of recycling and redesigning furniture for use in our offices, we

also measure what we gain, and how much CO₂ and money that can be, and is, saved. There are digital tools to use for citizens to assess their local surroundings, like "Barnetråkk"³¹ that also provide data useful for planning processes. Tools like this have been tested in projects, and are under assessment for further use.

Knowledge of the local communities need to be linked with knowledge of the global challenges. Therefore, acknowledged science reports and methodology like *The Future is Now*³², and *Doughnut economics*³³ are used to develop understanding of how local actions and plans are linked with global challenges.

Develop plans for societal change to show how we can achieve the UN 2030 Agenda

Asker is in the process of developing a comprehensive set of topical plans.

Engaging citizens, the local business community, NGOs and other actors in the development of policy is important to ensure equal opportunities for co-creation of policy, and advocacy for local matters in the processes of developing topical plans. Asker has arranged digital meetings in the time of the pandemic to provide opportunities to influence the plans while they still are in the making. Furthermore, a digital platform for citizens' participation is on the way to make it easier to give input to the plans. In the planning process, local, regional and national stakeholders are consulted throughout the planning process, following the requirements of the Planning and Building Act.

Mobilize resources and support citizens, businesses, organizations and universities that want to contribute to sustainable development

By developing a multitude of methods and arenas, and through inclusive deliberative and participatory processes Asker will continue the effort to reach and include people. Being a municipality based on co-creation and citizenship as ways of creating sustainable local communities, we hold high the notion of leaving no one behind. We strongly believe that every citizen has resources needed to achieve the SDGs.

³¹ <https://www.barnetrakk.no/en/>

³² https://sustainabledevelopment.un.org/content/documents/24797GSDR_report_2019.pdf

³³ <https://www.kateraworth.com/doughnut/>

The programme “Sustainable Asker” is developing a place-based approach to support this way of thinking and working. The model was tested in a workshop with our politicians in January 2021.

In our work with innovation and developing our service areas, we often collaborate with relevant partners in academia. This is important to secure a knowledge-based approach to sustainable development.

An example of this is the project Asker Welfare Lab³⁴: An important public service task is to ensure that vulnerable residents experience improvement in their life situation. At Asker Welfare Lab, the municipality thinks like an investor. When we invest in people, we show that we believe in them and see their opportunities and resources. Asker Welfare Lab is a way of working and an approach for joint action and citizen involvement, not a new service. At Asker Welfare Lab, the municipality works together in new ways, both internally and with other government agencies, businesses and the voluntary sector. The project has been subject to several student works on masters and PhD level.

Engaging with students at different levels who do their work on any part of our work is a strategy that provides a win-win by adding learning opportunities and reflection processes for the organization, as well as contributing to a close to practice approach to developing new knowledge.

Measure and evaluate the effect of the effort

The municipal master plan and all the topical plans will be accompanied by a set of statistics to help us understand the status, developmental needs and find the right measures and approaches to gain true sustainability.

When assessing the municipality in terms of living conditions, the disaggregated data will help us identify which areas and groups of population that need special attention for securing their possibility to participate in all parts of society, included the processes of policymaking.

Structural issues

Working on achieving the SDGs raise different structural issues along the way. Understanding barriers

and enablers is essential for succeeding in working with the goals. Looking at barriers and enablers from the perspectives of governance, management, practical work and partnership is important to be able to enhance and utilize enablers and address and overcome barriers.

Governance is about policymaking – or setting the strategic goals – and the understanding of how it affects the different stakeholders in society. Management often means the deployment of human, financial, technological and natural resources. The operational perspective is often found with people “working on the floor”, in the middle of the practical work with achieving the goals with the resources available. Working with achieving the SDGs, we face structural issues in all of these perspectives, and this, in turn, influences the prerequisites of partnerships and collaboration.

In Asker municipality, we face structural issues both locally, and across sectors and levels of governance.

Governance

Asker participated at the World Urban Forum 2020 together with the Ministry of Local Government and Modernization and the Ministry of foreign Affairs to share our work with implementing the SDGs and working with youth on that matter. A question raised across different sessions throughout the whole forum was that of multilevel governance. In a Norwegian context, this is very much a structural issue. The national governments way of organizing work with the SDGs has been to distribute responsibilities to its different ministries. As of 2020, the main responsibility was placed in the Ministry of Local Government and Modernization. The Voluntary subnational review submitted by KS shows that

“ State sectorisation impedes local and regional governments’ ability to work holistically with the SDGs. There should be political cohesion across levels of government to foster joint and collective efforts towards the goals. Support mechanisms and guidance, particularly for the regional authorities, should be amplified.”³⁵

The Norwegian Sustainability Network utilizes the Bold City Vision framework to identify innovation processes that can be undertaken across geographical borders and different levels of government.

³⁴ <https://www.asker.kommune.no/sosiale-tjenester-og-boliger/asker-velferdsrab/asker-welfare-lab/>
³⁵ Voluntary Subnational review, Norway – 2021



PHOTO: MARTIN HAFSAHL

The local committees now being tried out as a pilot projects, are being assessed by scientists as they evolve.

The network has made joint projects on topics and processes with measuring status, leadership training, circular economy etc. These projects have given further insight into matters of structural issues that, when identified, can be adequately addressed.

The paths between the sub national regions and the municipalities are several. In our region the newly established Viken County has needed time to organize, hence the cooperation with the municipalities is still in the making. The county has done extensive work with the report "Vi i Viken" (Living in Viken³⁶). The report is based on the SDGs and gives a status for the region. For Asker this has added value to processes of analyzing the challenges we are facing as a region, and seeing and understanding our work in a regional context. We are looking forward to continuing making paths of coherence following the planning strategy for Viken. They have based their planning strategy on the report *The Future is now*. This report has also provided important input to policymaking in Asker, and is being addressed in different and relevant topical plans that currently are in the making.

Asker participated in a project by The Organization for Economic Co-operation and Development (OECD) together with Viken called *A Territorial Approach to the Sustainable Development Goals*. In the face of megatrends such as globalization, climate and demographic change, digitalization and urbanization, many cities and regions are grappling with critical challenges to preserve social inclusion, foster economic growth and transition to the low carbon economy. The OECD-led project argues that cities and regions play a critical role in this paradigm shift and need to embrace the full potential of the SDGs as a policy tool to improve people's lives³⁷.

From Askers point of view, it is interesting to see how this project's recommendations align with the Bold City Vision framework.

These different elements gives Viken as a regional government and Asker as a municipality some common ground for further cooperation.

In a local perspective on governance, structural issues to be solved are those of the partisan political system, and across the local political committees. During the merger process, a group of politicians constituted an interim government that decided on

matters concerning the new municipality. They said several times during the merger that working with the SDGs helped them focus and consider matters across traditional partisan lines. After the merger, the traditional lines now once again dominate the political debate.

In our political structure, different committees have responsibility for areas of governance. This represents both possibilities and challenges concerning the need for holistic approaches to achieve the goals. The local different levels of government committees are also in the process of finding good ways of communicating, cooperating and adding their perspectives to for instance development of policies in the topical plans. The local committees now being tried out as a pilot projects, are being assessed by researchers as they evolve. This will be of help to assess and address structural issues in the political system.

The role of policymaking in achieving the sustainable development goals is essential, so working with understanding the structural issues in this context, and facilitating a multilevel political dialogue that has a holistic perspective on the goals is important going forward.

Management and practical work

All employees in the municipality manage their assigned tasks with the available resources, and there is a hierarchy of leaders in the organization. *The Future is now* clearly points out we will not be able to reach the SDGs if we carry on with business as usual. Understanding what this means in everyday work, and managing tasks and resources is therefore challenging. This in itself can create uncertainty that can slow down processes of change, and even create an attitude of resistance. To level this, there is a need for knowledge about sustainable development and the implications it has on how we manage tasks and resources. This also has implications for leadership development.

Through the pilot project in seven of our units described above, we learned that knowledge and the possibility to see operations in the perspective of sustainability is both inspiring and mobilizes change agents. An important lesson learned is also that working with the goals integrated in operations doesn't necessarily mean "extra" work, but working in a different way.



Knowledge about sustainable development and competence to drive change are issues that can lay the grounds for cooperation. Sustainable development is often understood in terms of a triple bottom line. In our local work, there is a potential in working knowledge-based with triple bottom line, strengthening the competence to make transition happen. In our units, we have highly competent employees in their fields. Asker needs to develop deeper understanding of citizenship, co-creation, cross-sectoral cooperation and sustainable development to complement the high level of knowledge on different matters and topics if we are to make change happen. Going forward we need to train leaders and employees, build a new culture of change and identity as change agents.

In 2020, we started developing a method to help us identify and address structural issues in both governance and management called "The barrier hunt". Interviews with different actors can give insights into where there are barriers that stand in the way of the best ways of creating necessary change. This insight will help us design better ways of understanding and doing work across sectors within the organization, and with external partners. Using design thinking and methods have proven an inclusive and inspiring way of working that helps raise awareness around important issues of complexity and coherence across sectors.

Conflict between different goals and targets need to be understood and dealt with in a local, regional, national and global context. The method of "The

Barrier Hunt" shows promising potential for further work on these matters.

To succeed in cooperating about challenges and needs for transformation, we need a common ground to stand on. Knowledge about sustainable development, local challenges and each other's strategic focus and roles is basic to succeeding in this respect.

A structural issue Asker has faced together with the rest of the world the last year is of course the Covid-19 pandemic. The pandemic has transformed ways of working, and from our perspective, it has actually made it easier to connect with UN agencies, other international partners and across our own country. Because the pandemic has forced meetings into a digital format, the possibilities to participate in each other's processes have been multiplied. Building back from Covid – a lesson learned is to keep the digital meeting rooms open for actors outside the geographically close areas. Our experience is that it has added value to local work with the SDGs and implementation processes.

The pandemic has individual and societal consequences that represent a setback for achieving the goals. In our local community, all our service units have worked hard to counteract these consequences. In Norway, the pandemic has affected employment, people of all ages, particularly young people, in different and challenging ways. As a local government, it has been challenging to focus on innovation when so much time has been consumed for handling the crisis.

³⁶ https://viken.no/_f/p1/iee5e1664-282e-49ab-a224-9282dfa20c8c/living-in-viken-short-version_kunnskapsgrunnlag.pdf
³⁷ <https://www.oecd.org/cfe/a-territorial-approach-to-the-sustainable-development-goals-e86fa715-en.htm>

Process on Goal and targets

In the work of preparing a VLR, the question of measuring progress becomes an important issue. What should be the scope of measurement? All 17 SDGs? Only the ones highlighted at this year's HLPF? Another selection of SDGs? Asker municipality has chosen 6 SDGs to be at the forefront of our SDG-related efforts in the first 4-year planning period. These SDGs have been supplemented with various targets from other, related SDGs, and Asker is working to finish a functional set of metrics and ways of gaining knowledge about the progress towards these goals and targets.

The U4SSC KPI Methodology

Asker municipality has performed an evaluation of SDG-related KPIs according to the requirements of the United for Smart Sustainable Cities (U4SSC) Key Performance Indicators (KPIs) as described within the 'Collection Methodology for Key Performance Indicators for Smart Sustainable Cities'³⁸. John Smiciklas, certified as a U4SSC Key Performance Indicators for Smart Sustainable Cities Verifier, completed the remote verification in March 2020.

The verification assessment activities included:

- collecting and reviewing KPI data;
- interviewing city stakeholders;
- verifying the data submitted is in conformance with the requirements of the Collection Methodology for Key Performance Indicators for Smart Sustainable Cities; and
- preparing the Verification report.

The verification was conducted using the information made available by the city and information presented during follow-up activities. It was planned and performed in order to obtain limited assurance with respect to the information examined. There were no limitations that affected the completion of this verification.

The U4SSC KPIs for SSC consist of 91 indicators. These indicators have been developed to provide cities with a consistent and standardized method to collect data and measure performance and progress to:

- achieving the Sustainable Development Goals (SDGs)
- becoming a smarter city
- becoming a more sustainable city

The indicators will enable cities to measure their progress over time, compare their performance to other cities and through analysis and sharing allow for the dissemination of best practices and set standards for progress in meeting the Sustainable Development Goals (SDGs) at the city level.

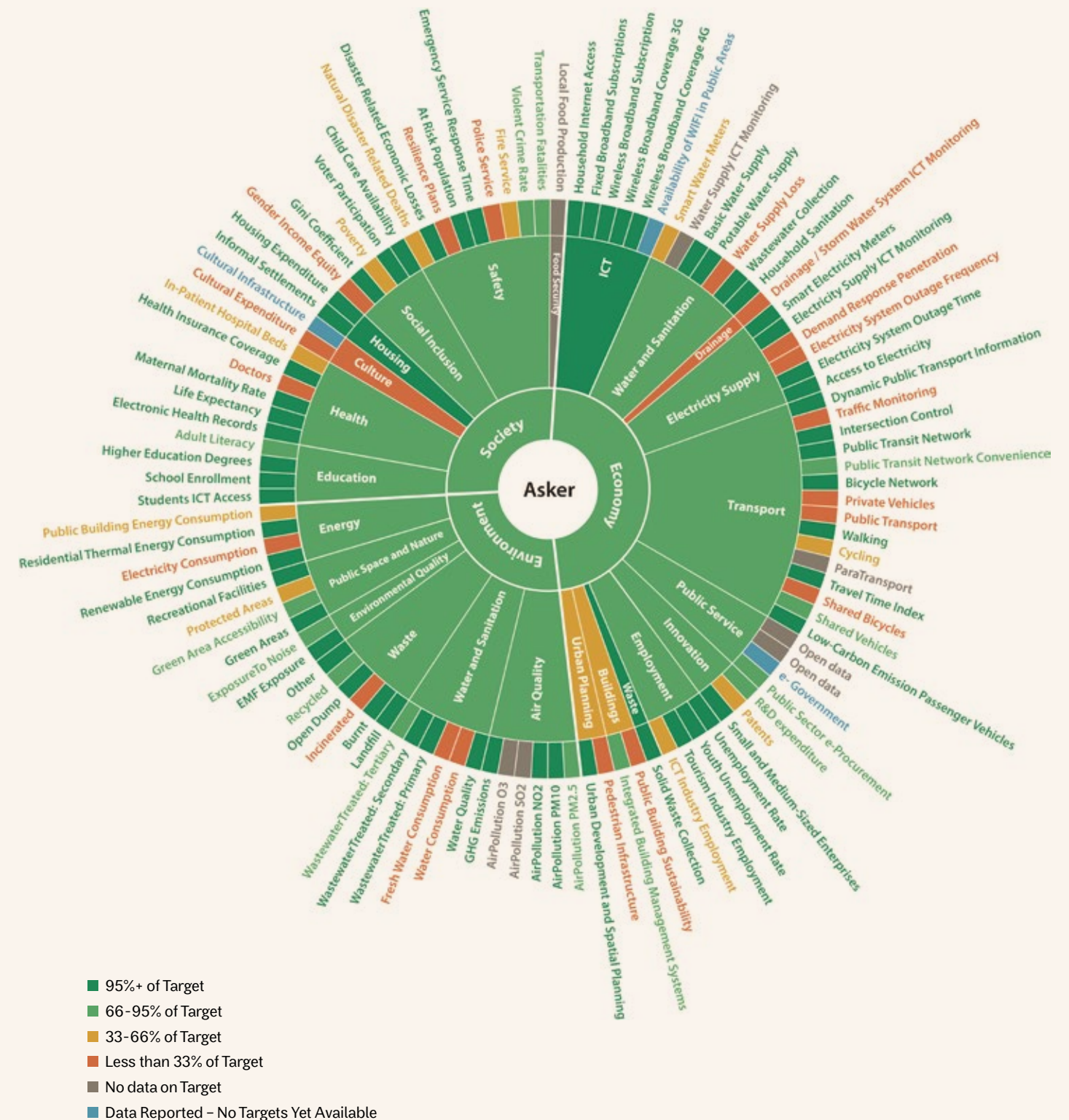
The KPI assessment was chosen to give a fixed picture of the starting point for further work, and enable monitoring the work across time and geographical borders. The results were adopted politically in June 2020.³⁹

In an overall perspective, the U4SSC - KPI assessment and the UNECE city profile of Asker give some recommendations as to what needs focus an innovation to become more sustainable. The results give value to discussions with the local business community, other municipalities and cities in Norway and around the world that have undergone the same evaluation. They have also played a key role in defining the areas of change that the programme Sustainable Asker are to address specifically in the coming years.

Key recommendations U4SSC KPI assessment

This figure show the results from the KPI assessment. As an overall picture, it shows that Asker is performing well within all three dimensions when measured against the global benchmark.

Model 10
U4SSC KPI-assessment



Note: Performance Benchmark Targets apply to all sections of the graphic. Starting from centre: Dimensions, Categories and KPI's

³⁸ <https://unece.org/DAM/hlm/documents/Publications/U4SSC-CollectionMethodologyforKPIfoSSC-2017.pdf>
³⁹ <https://www.asker.kommune.no/politikk/politiske-moter-og-dokumenter/?q=0135/20&c=200200212#result>

The local picture is still that we see areas in need of change to meet the local political targets. They have been presented for our local politicians, the local business community and in several relevant webinars on different topics.

The recommendations from U4SSC are:

- Asker is encouraged to focus on KPIs that have been reported as falling within the benchmarks of 0 - 33% and 33 - 66% of targets and determine which of these KPIs indicate critical issues for the city and develop plans for improvement.
- Asker is encouraged to review the KPIs for which no data was reported and determine plans for future data collection and reporting.
- Asker is encouraged to continue ongoing data collection to determine trends in performance against benchmarks over time.
- Asker is encouraged to stay engaged within the U4SSC process and continue to provide feedback on KPIs and benchmarks.

UNECE City profile - Asker

The United Nations Economic Commission for Europe (UNECE) have made a city profile of Asker based on the U4SSC KPI assessment, and have further recommendations for Asker. These recommendations will be part of the underlying material for topical plans in relevant areas.

- Improve the water, sanitation and drainage infrastructure

As the evaluation indicated a need to decrease the loss of water from the supply system, the municipality is encouraged to improve the efficiency of the water and sanitation infrastructure, and the extension of its lifespan. Asker is encouraged to further invest in the ICT monitoring of its urban water networks, by introducing more smart water meters and setting up a drainage and storm water ICT monitoring system. Last but not least, the municipality is also encouraged to further engage with the residents and to work with planners to decrease the use of water resources by households, and to develop designs that allow for instance the recycling of water.

- Improve sustainability of public buildings and decrease electricity consumption

In line with the KPI evaluation, the municipality is encouraged to take steps towards decreasing levels of energy consumption and improving the overall sustainability of public buildings. This concerns especially the energy efficiency of the old building stock and office buildings, whose life-cycle energy (primary) requirement⁴⁰ is in a range of 250-550 kWh/m² per year (compared to conventional residential buildings, which have a requirement of 150-400 kWh/m² per year).

The municipality is encouraged to work closely with the national Government, the business community and academia to develop innovative policy solutions that stimulate a demand for energy savings and energy efficiency. This concerns especially the development of new technologies and designs that allow sharing, recycling, refurbishing, re-using, replacing, and digitizing of the use of energy, on the one hand, and passive and active technologies that allow the reduction of energy demand during the building's life cycle, on the other hand.

The municipality should also promote initiatives that aim to decrease electricity waste and loss, and work with the national Government, the business community and academia to this end. This could include incentivizing the production and use of energy-efficient and "smart" appliances (whose functioning can be coordinated with consumer behaviour) by households.

- Improve access to the public transport infrastructure

The evaluation of Asker against the KPIs for U4SSC reaffirms the municipal priorities to further invest in the transport infrastructure, and especially to improve traffic monitoring and increase the share of low-carbon emission passenger vehicles (currently 15.2 percent of all vehicles). It is also important to improve the modal split, including increasing the amounts of journeys made by public transport. This, in turn, requires comprehensive action to develop relevant solutions, taking into account a range of factors, such as the cost of owning, driving and

The local picture is still that we see areas in need of change to meet the local political targets.



parking private vehicles, and the quality and cost of alternative transport modes, such as public transport and cycling.

- Improve solid waste management

The municipality should decrease the amount of waste put into sanitary landfills, and collaborate with the national Government, the business community and academia: (i) to develop infrastructure and technologies that enable the use of waste for energy generation; and (ii) to promote sustainable material cycles, via design control, to ensure a more productive use and reuse of materials.

⁴⁰ Life-cycle energy (primary) requirement is the assessment of the energy needs of a building throughout its life cycle.

Means of implementation

- The main means of implementation are
- Data harvesting and management
 - The planning system, securing that all plans contribute to achieving the goals
 - The action plan / budget, securing allocation of resources needed to facilitate processes of change
 - The programme Sustainable Asker, supporting the organization in implementation processes, coordination, collaboration and partnerships for the goals.
 - Innovation projects – sustainable value creation
 - Citizenship – evolving as a co creation municipality
 - Democratic innovation
 - Arenas for co-creation and community work

- Programme for smart and sustainable communities
- Project and portfolio office
- Innovation lab
- Leadership and organizational development
- Learning and sharing arena
- Active and value-adding collaboration and partnership

The center brings together the municipality's expertise in innovation and collaboration, service design, project management, innovative procurement and digitalization. Mechanisms are established that ensure that the municipal organization safeguards this competence internally, but also to ensure good cooperation between the municipality, business life, research and academia.

Due to the pandemic, the development of the center is delayed. Securing capacity to support both internal and external partners in working with sustainability will be at the center of focus in the coming years.

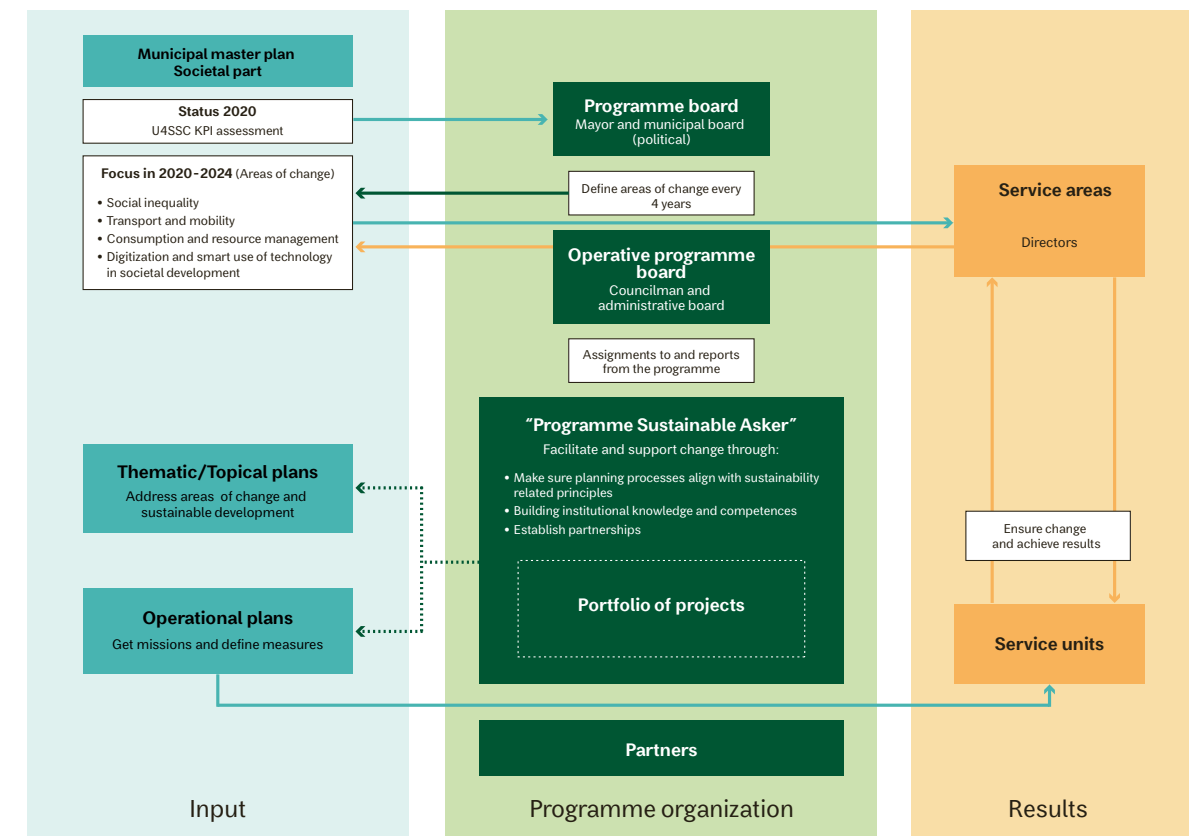
Sustainable Asker – a programme to support implementation of the goals

In order to achieve a better, more coordinated and effective investment in community and service development in collaboration with the business community, academia and other societal actors, a programme for sustainable development is established at the center.

In the management system, one of the models of management is management through projects and programmes. A programme is made up of a specific set of projects identified by an organisation that together will deliver some defined objective, or set of objectives, for the organisation. The objectives, or goals, of the programme are typically at a strategic level so that the organisation can achieve benefits and improvements in its business operation. The programme is based on the methodology of MSP: Managing Successful Programmes (MSP®). This methodology comprises a set of principles and processes for use when managing a programme.

The focus areas of the plan are cross-sectoral, and require coordination across sectors within the organization.

Model 11
Governance model for the program «Sustainable Asker 2030»



The programmes objective is to ensure a knowledge based and holistic approach in working with sustainable development, and enabling different actors to coordinate, cooperate and innovate together. The programme focuses on input to the planning and steering system, and providing help with knowledge, methods and tools for all our units. Facilitating cooperation across governmental levels and sectors in society is also a main focus area.

The municipal master plan has localized the SDGs to Asker. The focus areas of the plan are cross-sectoral, and require coordination across sectors within the organization. The main findings from the U4SSC KPI assessment are transformed into areas of change in the programme for the coming four year period:

- Social inequality
- Transport and mobility
- Consumption and resource management
- Digitalization and smart use of technology in societal development

The three first ones are areas where there is room for improvements, the last area is one that we have a high score on – the challenge for Asker is here mainly how to utilize this as a strength and lever to drive change in other areas. The programme will provide input to all planning processes on transformative needs, particularly in regards to the areas of change.

The budget shows what efforts the different sectors of the municipal organization will prioritize in the

Data harvesting and management

An important key to secure a knowledge based approach is to harvest data on progression and manage data in a way that makes it available for all actors of change.

Asker is in the process of deciding on metrics at the local level for the goals in the municipal masterplan. When this is in place, it will be of considerable importance to develop a data management system that allows for different actors such as citizens, businesses, academia and other public actors to be able to access and monitor progress. This is significant to implementation as a way of seeking and establishing partnerships around specific challenges.

Centre for innovation and learning

The center is the municipality's common resource center and powerhouse for open social innovation based on the SDGs.

- Main features of the innovation center are:
- Service and community innovation
 - Digital transformation



PHOTO: CHRISTINA EK REINDAL



PHOTO: JONAS VEVATNE

By 2025, all municipal building and construction sites in Asker must be free of fossil fuels and emissions.

coming fiscal year, with prognoses for the following three years, to achieve the goals. The programme will give input regarding the need for resources to achieve planned change.

The SDGs require extensive collaboration if we are to reach them by 2030. The programme will work with identifying needs for change and breaking it down to transformation processes, possibilities in collaborative ways of working, and seek to establish the partnerships that can make change happen. An example is working together with others in developing applications for research and innovation action through collaborative projects.

The place-based approach to sustainable development tested with a workshop with politicians in January 2021 will be a frame for further work in operationalizing change.

Projects can focus on research, innovation and action. The municipality has completed several projects that have produced good results and new solutions already. There is a need to assess where the potential for change can be enhanced through up scaling of new solutions. There is also an unrealized potential of learning across already existing projects within several sectors. The programme is to be developed further with a relevant portfolio of projects.

Innovation projects

In the chapter "Creating ownership of the Sustainable Development Goals and the VLR" (p.23), we have provided some examples of projects that have been carried out in Asker in the last, few years.

Since 2015 innovation has been a strategic priority. The purpose is to try out new ways of working, new constellations of actors working together, and to make new solutions that meet the needs of the future community. Through innovation projects we uncover needs, build knowledge and competence and uncover potentials to be realized. One of the great challenges of piloting innovation projects is to scale up the ones with good results. This is an area where Asker needs to mature, and connect project leaders with leaders of operations to secure transfer of lessons learned and new ways of working. There is also an unrealized potential of better connection between innovation work and policymaking.

Examples of how we work

Zero-emission construction sites

By 2025, all municipal building and construction sites in Asker must be free of fossil fuels and emissions. A fossil-free construction site is a construction site that does not use fossil energy sources. This means that all construction equipment must run on non-fossil fuel. In Asker, this in general means electrifying machinery and equipment. The municipality is currently building a new competence center for vocational training and work inclusion for people with disabilities with a fossil-free construction site. The building itself has water-borne heating, geo-wells and rooftop solar installations, just as an electrically powered wheel loader is used, which is emission-free in operation. This electric construction machine alone equals a reduction in greenhouse gas emissions from construction sites of 13.5 tons of CO₂ equivalents per year. These emission reductions in the same magnitude as a 100-passenger plane flying from Oslo to Malaga, or a medium-sized passenger car making the Asker-Trondheim round-trip 115 times.

Asker is currently carrying out a project on a construction site called Føyka.

The aim of the project is to use emission-free machinery to reduce the emissions inside the construction site with 50% compared to conventional construction.

All machines, equipment and vessels must be fossil-free. At least 20% of the machines used off road are to be emission free. The percentage will be calculated from hours of machine use. There will be in use three excavators on battery and cable on the construction site.

Nada

Asker is collaborating with our neighboring municipalities (Oslo and Bærum) on an innovation project called NADA. NADA is a project about new procurements to document reduction of waste from construction sites.

The building and construction business is the world's biggest user of natural resources, and represents 36% of energy use and 39% of the emissions in the world and 25% of the annual total waste generated in Norway. Today, most construction sites produce

The recycling workshop organizes open days, workshops and courses so that those who want to can do something new, learn something new, upgrade or repair.

generate approximately 40–60 kg waste per square meter. The potential for saving waste, resources, carbon emissions and cost is therefore significant. The project aims to develop a framework for waste free construction sites with defined ambitions, definitions of waste, indicators and targets that allows for monitoring and measuring emissions throughout the whole lifecycle, together with economic savings. The project will also go through with three innovative procurements that enables substantial waste reduction according to the framework.⁴¹

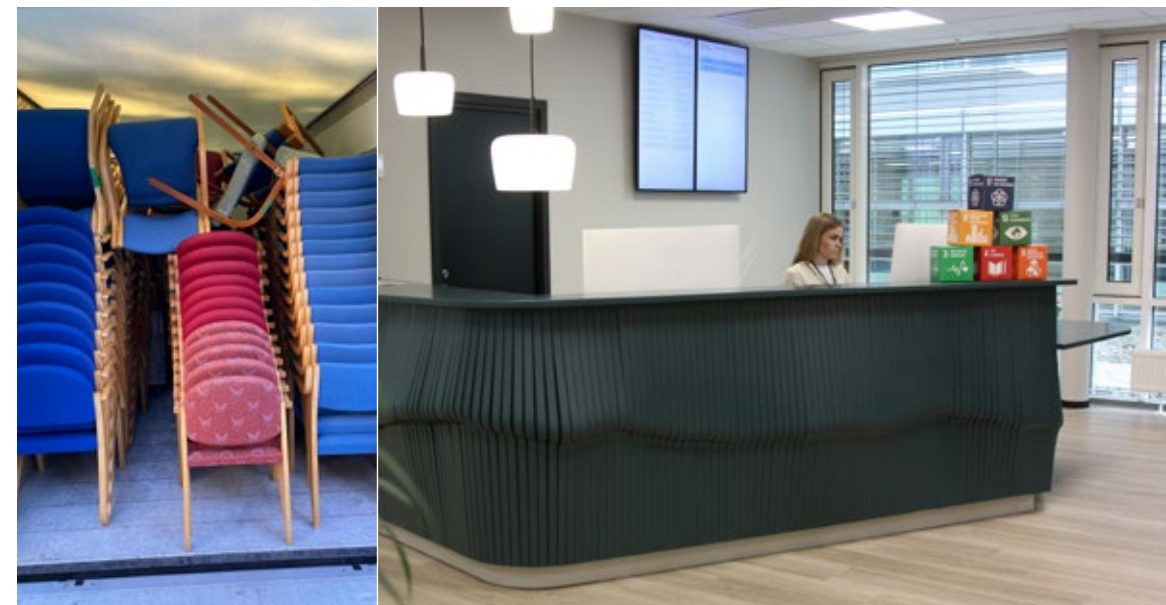
Omattatt – creative recycling workshop

The association Omattatt works with recycling and circular economy in practice and is a collaborative project between Heggedal Nærmiljøsentral and Asker municipality. At the local recycling workshop, we teach citizens to see the resources in our waste and transform materials into something “new”. The sustainable recycling workshop has a large treasure trove of recycled materials, tools and equipment. The recycling workshop organizes open days, workshops and courses so that those who want to can do something new, learn something new, upgrade or repair – all in a more sustainable and

environmentally friendly way. Omattatt is primarily run by volunteers, and all residents are welcome to participate, either by learning about or sharing their knowledge of recycling projects. Omattatt - creative recycling workshop is funded with support from Asker municipality, the Workers’ Common Economic Association (AØF) Friheim, Akershus County Council, Sparebankstiftelsen DNB and the Environmental Directorate.

Recycling furniture when relocating employees

As a result of the municipal merger, around 650 employees in Asker had to relocate their place of work, affecting 15 - 20 municipal buildings. In this process, Project Recycle was created to avoid throwing away inventory that can be recycled, repaired or re-designed. At all relevant premises, inventory, furniture and building materials were mapped for recycling. Two summer students from the REdu collaboration, the waste and recycling industry’s great competence lift, digitized the information in a new digital platform, Loopfront. The platform enables recycling of materials and inventory and calculates savings in both financial terms and building waste and greenhouse gas emissions. Asker municipality had an innovation



Reception desk made by discarded chairs. The seats and backs of the chairs are turned into sound attenuation elements.



collaboration with Zero Emission Developments AS, who developed the platform. The relocation project was a great opportunity to work with recycling in practice. “Recycling” is a good starting point for further work on recycling in Asker, and provides useful experiences and inspiration. The project received funding from the Environmental Directorate’s Climate Investment Fund, which is a support scheme for climate measures in the municipalities. Preliminary results from the project shows that 90 ton waste, 234 ton CO² eqv and 16 mill NOK was saved. In addition, the project has created work for people outside of ordinary work by cooperating with the local office of the national work- and welfare management, local work-centers, and social entrepreneurs. This project received the Innovation Award 2021 from Avfall Norge.⁴²

Regional center for Marine Pollution

In collaboration with the No Waste! industry cluster and Mepex, Asker municipality has carried out a preliminary project to investigate the possibility of a regional center for marine pollution. With the Oslo coast’s longest coastline, and as one of the most populous areas in the country, Asker municipality wants to be a leading municipality when it comes to reducing pollution, release of micro plastics into nature and circular economics. A regional center will give us new knowledge about the pollution of the fjord, and contribute to knowledge sharing between different actors. The competence center will house innovation and business development, dissemination

and research. The project received support from Buskerud County Council. Asker municipality also contributed funds.

Idea bank for sustainable daycare centers

Through the pilot project on the UN’s Sustainable Development Goals, we looked at how daycare centers could relate their practices to the SDGs. It turns out that a lot of measures fit, which spawned the idea of compiling all the good initiatives in an idea bank. The Idea bank is in an early concept stage at the moment. In the idea bank, we shared specific measures that can be taken in daycare centers to meet the SDGs. Some measures are small and require little, others require more time, planning, finances and organization. In the idea bank, you get inspiration on how to implement the measures in your own daycare center. When measures are introduced, sustainability points are earned in the bank. We also want to make it possible to add measures to the bank, so that we can share good practices. We have around 50 unique measures related to the Sustainable Development Goals. There is a wide range of measures, such as physical activity and play to promote good health, exchange cabinets to facilitate recycling and reduce consumption, to major initiatives such as a transitional educators between daycare and school and inclusive lunch. Our goal with the idea bank was to make it easier for daycare staff to think sustainably and put the goals into practice. The idea bank is considered further developed from its piloting version.

⁴¹ <https://kommunikasjon.ntb.no/pressemelding/skal-forske-seg-til-mindre-avfall-i-kommunale-byggeprosjekter?publishe-rid=7235542&releaselid=17907236&fbclid=IwAR1JO1mWaH-Dj62zwrzcmOgcwUQhwtsj2MKbtXP1zr5ccp1Pbe4yUidVbbv>

⁴² <https://avfallnorge.no/bransjen/nyheter/vinner-av-innovasjonsprisen-2021>

Conclusion and next steps

In the future Asker may face challenges relating to the restructuring of the Norwegian economy, specifically transitioning from a reliance on oil and gas to other sources of income. This, which may result in a rise in unemployment rates and the possible migration of young people to countries with better job opportunities.

Asker municipality has come a long way in implementing the SDGs after first having decided to build the new municipality on the SDGs. We have worked with partners on all levels of government, citizens, NGOs and local businesses. We have been active in sharing and learning from others in the national Network on Sustainability, and modestly we believe that our lessons learned have influenced other actors and the prerequisites of others.

Through assessments in connection with making the municipal masterplan, The U4SSC – KPI assessment and the UNECE city profile, we have an overview over status on sustainable developments, and the goals are localized into our local context. The areas of change assigned the programme Sustainable Asker: social inequality, transport and mobility, consumption and resource management and digitalization and smart use of technology in societal development will be an important frame for facilitating steps of change in transformation processes.

In a local perspective, we will keep on developing a place-based approach. We have experienced that this approach better supports citizenship and innovation in local communities towards thriving and more sustainable communities. By focusing on our local sustainability challenges, the approach help us work together across sectors in a dedicated and coordinated way.

In a regional context, we will develop our relations to- and within the county to support coherency in policymaking, and look at transformational needs in the region. In the regional context, we believe that by sharing our methods and experiences we can support other actors, but also learn from others and adapt innovations to our own context.

In a national context, we will continue playing a central part in the national sustainability network, in close cooperation with The Norwegian Association of Local and Regional Authorities, to share, to learn and to identify possibilities for cooperation in concrete projects.

On the global arena, we will continue to seek knowledge about barriers, trade offs and synergies that we need to handle in a coordinated way. We will seek partnership with relevant partners within the different UN bodies and agencies, with the business community and academic partners to accelerate the progress towards achieving the goals as a global community.

Using the Bold City Vision framework and assessing our maturity, we find important areas for future efforts:

- Work on data management to keep track of progress and identify gaps and challenges, including deciding on a set of local statistics to monitor progress on the goals. Do regular assessments to keep track of progress
- Make sure that policymaking is inclusive, and informed about the challenges needed to be addressed to support transition to a sustainable Asker. This will include facilitating participation in the process of developing topical plans in the coming years.
- Increase understanding of Interlinkages between the SDGs and finance
- Increase and institutionalize the knowledge of sustainable development in Asker as an organization and as a local community.
- Seek and strengthen partnerships across governmental and societal sectors both locally, regionally, nationally and globally through networks and innovation projects.
- Strengthen the citizenship to create new and sustainable solutions in developing the community, making sure no one is left behind by utilizing a place based approach to sustainable development
- Strengthening our work with transformative projects that raise the bar and help us take bigger steps in our development, and make sure to implement learnings and results in operations.



PHOTO: JOAKIM FJELDLI

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