

# COMPREHENSIVE PLAN FOR GÖTEBORG

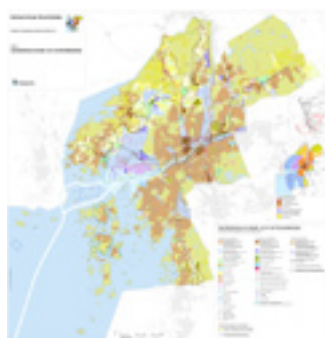
## SUMMARY

ADOPTED BY THE CITY COUNCIL 2009-02-26  
CITY PLANNING AUTHORITY

# CONTENTS OF THE COMPREHENSIVE PLAN

The Comprehensive Plan shows how the municipality wants land and water areas to be used and provides guidance for decisions by the municipality and other public bodies. The plan is adopted by the City Council.

The Comprehensive Plan for Göteborg consists of three main documents, three maps, a consultation statement, an impact assessment and a summary. The material can be read in its entirety or in its individual parts.



Map 1: Use of Land and Water

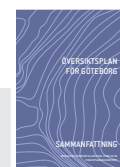


Map 2: Regulations and Recommendations



Map 3: National Interests

## SUMMARY



## PART 1: PRINCIPLES AND STRATEGIES

Summary  
Introduction  
13 Strategic Questions  
Expansion Scheme and Area-wide Objectives



## PART 2: USE OF LAND AND WATER

Use of Land and Water  
Regulations and Recommendations  
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Addressing National Interests



## PART 3: NATIONAL INTERESTS, ENVIRONMENTAL AND RISK FACTORS

Introduction  
Natural Environment  
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Communications  
Technical Facilities and the Armed Forces  
Primary Sector Industries  
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## IMPACT ASSESSMENT

Overall analysis  
Social consequences  
Economic consequences  
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## CONSULTATION STATEMENT

Exhibition  
Views and Comments



# COMPREHENSIVE PLAN FOR GÖTEBORG

Göteborg is in a phase of expansion with both a growing population and employment market. Traffic levels are increasing as there are more of us and we are travelling ever greater distances. Regional growth theories are one of the starting points for the Comprehensive Plan.

The Comprehensive Plan focuses on the ways in which sustainable growth can occur and how it is expressed in the decisions we take about our future use of land and water.

## Commissioning the Comprehensive Plan

On the 8th June 2005, the City Council gave the Planning Committee the task of preparing a new municipality-wide Comprehensive Plan for Göteborg.

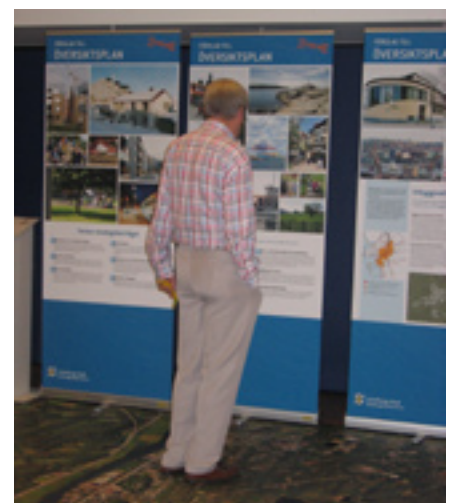
According to the Council's decision, work on the new plan should involve an updating of the previous plan. The Comprehensive Plan should focus on strategic issues. It should highlight the most important planning issues and indicate the pace at which the city will grow. The City Council's vision and priority goals should be the plan's starting point. These goals, based on the needs of Göteborg's inhabitants, can be divided across three dimensions - environmental, economic and social. The local programmes, which describe the 21 city districts, were also to be reviewed.

## Consultation and Exhibition

Consultation on the Comprehensive Plan occurred in the spring of 2007. The consultation draft of the plan (including the local programs) attracted considerable interest, as witnessed by the well-attended consultation meetings and numerous comments received. The consultation draft and the local programs were modified on the basis of these comments. The local programs were then completed and republished as District-wide Descriptions. The Proposed Comprehensive Plan was exhibited during the period 16th April to 19th June 2008. The exhibition documents were sent out to over 100 respondents. The documents in their entirety were made available on the municipality's website during both consultation and exhibition. During the exhibition, consultees, other partner organisations and members of the public were invited to meetings on the Proposed Comprehensive Plan. A total of 124 responses were received during the exhibition stage.

## Comprehensive Planning Evolves

Comprehensive planning is an ongoing process. New questions arise and circumstances change. In order for the Comprehensive Plan to fulfill its function as a strategic document it needs to reflect current political goals. Comprehensive planning today is a continual, ongoing process where key strategies can be refined through detailed comprehensive plans and thematic addendums.



# A SUSTAINABLE GÖTEBORG

## Sustainable development

"Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

The Report of the Brundtland Commission.

Göteborg will develop into a vibrant and sustainable city that balances social, economic and environmental considerations for the long term.

Göteborg will strengthen its unique assets, such as its built environment, nature and coastal areas. Göteborg will be a city where the good life is possible for everyone, both now and in the future. The city's infrastructure will be efficient and effective, and traffic impacts on the environment will be minimised. Göteborg will be a strong regional centre where competitiveness is united with consideration for local life. Segregation will be turned into integration giving everyone a chance to take part in and affect the future of their city.

## Göteborg and the world

The countries of the world have an increasing mutual dependence, which has particular implications for Göteborg because of the city's international orientation. Göteborg is also part of a wider region. The city has a special role as the leading city in the west of Sweden and as the main centre of the Göteborg region. Göteborg collaborates with, amongst others, the Göteborg Region Association of Local Authorities (GR) and Region Västra Götaland (VG), in order to develop thoughts and ideas on how the people of Västra Götaland can achieve "the good life".

## Göteborg is growing

Göteborg and the Göteborg region are growing. There are more of us, partly as a result of increased immigration but also because we are living longer. Better infrastructure will allow more people to commute within a wider geographical area, and the region can grow.

## Sustainable development of the Göteborg region

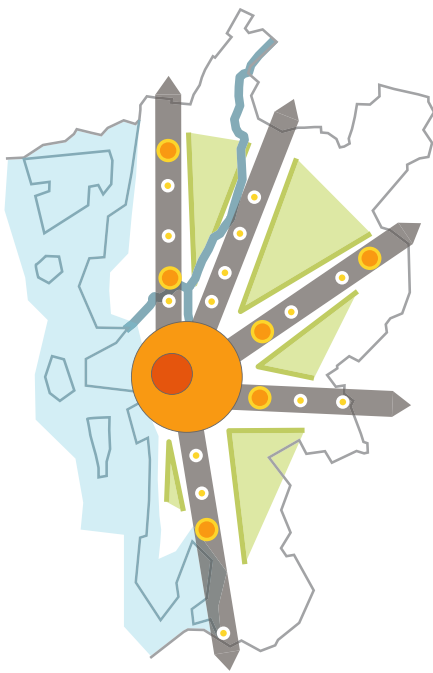
GR have produced a document *Sustainable Growth – goals and strategies that focus on a sustainable regional structure*. This states that sustainable development requires that we :

- Stimulate further population growth and at the same time make the most of the opportunities presented by further enlargement of the region.
- Strengthen those qualities that lead us to want to live and work in the Göteborg Region.
- Create a strong and sustainable regional structure based on the opportunities in the metropolitan area.
- Develop sustainable infrastructure and an attractive public transport service.
- Intensify co-operation between all actors.

## Sustainable growth in the Comprehensive Plan

The principles of the Comprehensive Plan go hand in hand with the regional strategy. The above mentioned strategy draws attention to Göteborg's special role in the region's development, emphasising the need for strong development at the region's core and, similarly, major investments in infrastructure to make the city easier to reach and to connect different parts of the city across the river.

According to the regional strategy, the core should be strengthened by 30 000 new homes and 40 000 new jobs by 2020. Current plan projections indicate that this growth can be accommodated within central renewal areas, provided that the city's goods terminal can be relocated and infrastructure improved.



GR's structural illustration for the Göteborg Region

Göteborg is the region's centre. Access to central Göteborg is decisive for the continued growth and development of the region. A radial structure emerges once Västlänken (the west-link) is completed and commuter and regional train routes are developed outwards towards Uddevalla, Trollhättan, Alingsås/Skövde, Borås and Varberg.



# 13 STRATEGIC QUESTIONS

The Comprehensive Plan poses 13 strategic questions. Each question is accompanied by its own goals and strategies. These are based on Göteborg's budget goals, the previous Comprehensive Plan for Göteborg - ÖP99 and work undertaken for the new Comprehensive Plan.

## 1. Göteborg's Role in a Growing Region

Göteborg will be an attractive city for both people and business. This can be achieved by concentrating development at the regions core, by creating suitable conditions for a diverse economy, and by increasing accessibility through infrastructure improvements, particularly public transport. Göteborg's core will be complemented by attractive homes combined with a rich cultural and commercial city life. The transport system will be improved by the creation of new links and the concentration of development at strategic nodes. Locations for new river crossings are planned that will bring together the different parts of the city. This will make central Göteborg more accessible not only for Göteborg's inhabitants, but citizens across the region.

## 2. An Attractive City Environment

The planning of Göteborg will lead to attractive city environments and vibrant city life. Attractive cities can be distinguished by their complex mix of uses, their multitude of visual impressions, and their ability to bring people together. Planning will strive after a mix of uses in both the transformation of central renewal areas and in the development of existing built-up areas. The ability of people to move in and around the city's spaces will be a guiding planning principle. Water and green areas are important design elements in a denser city. New buildings will enrich the city and complement surrounding development in an appealing way. All development should be designed so that its impacts on the environment are minimised.

## 3. A Robust Community

Göteborg will be a fundamentally robust city by building safely, ensuring clean drinking water supplies and by increasing security against unforeseeable events such as accidents and sabotage. By avoiding development in geological unstable areas and having regard to rising water levels, readiness against extreme weather events and flooding can be improved. Secure water supplies require an alternative source to the Göta river. Electronic communication must be able to withstand disturbances in the grid. A robust Göteborg also requires citizens to have confidence in each other and the municipality.

## 4. More Homes

Those who live and want to live in Göteborg will be offered pleasant homes in a safe, secure and stimulating environment within a sustainable city structure. Planning should ensure that sufficient numbers of homes are built in a variety of types, and with accessibility for all. The focus is on concentrated development in central Göteborg and complementary development in intermediate areas and around strategic nodes. The Comprehensive Plan indicates that, up until 2025, it is possible to build 2500 homes per year in the existing built-up area. Expansion into new and larger development areas in the city's outer areas needs to be planned together with new regional public transport improvements. These areas cannot be developed until later.

### 13 Strategic Questions

1. Göteborg's role in a growing region
2. An attractive city environment
3. A robust community
4. More homes
5. Growth and change in retailing
6. An expanding business sector
7. Scandinavia's logistics centre
8. Changing transport demands
9. Diversity, security and humanity
10. Recreation and health for a better quality of life.
11. Natural and historic environments that attract
12. Access to the coast
13. Locating special sites



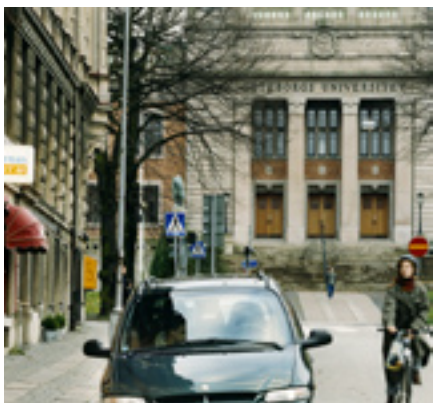
*Attractive cities can be distinguished by their mix of uses and their ability to bring people together.*



*Gårdsten. An example of new complementary housing types being introduced into an area.*



*Local shops in the city's districts are important for access to goods and quality of life.*



*It is of great importance that Göteborg continues to be an attractive seat of learning.*



*How to reconcile the needs of shipping with new river crossings requires further discussion.*

## 5. Changes and Growth in Retailing

Population growth together with increased purchasing power has led to a substantial increase in the region's retail turnover. Retailing and other services should be accessible to consumers, promote competition and the establishment of new businesses, have regard to the environment and promote good architecture. This can be achieved through the expansion of existing centres. "Göteborg City" will develop into a superior retailing centre. Larger centres and retail opportunities at strategic nodes can provide high levels of service and relieve pressure on the Göteborg City area. Planning will support local squares and shops. Bulky goods retailing should be concentrated in particular locations to allow for effective traffic management and better public transport links. The establishment of retailing in industrial areas should be avoided.

## 6. An Expanding Business Sector

Over the last 20 years, Göteborg region has moved from an industry-dominated economy towards a knowledge-orientated economy. Göteborg will continue to promote sustainable development, high levels of employment and a multi-faceted business sector, creating a suitable climate for the establishment of a variety of businesses, whilst also improving accessibility to Göteborg. The Comprehensive Plan identifies a number of districts and corridors that are considered central to Göteborg's future development.

## 7. Scandinavia's Logistics Centre

The volume of freight travelling in and around Göteborg has risen enormously, not least freight travelling via the Port of Göteborg. Göteborg and the port will strengthen their position as Scandinavia's logistics centre. The port railway link must be improved in order for more goods to be transported to and from the port area. New sites for logistics companies are needed. A number of sites, mainly on Hisingen, are reserved for businesses that can service the port and other industries. New mixed-use development is planned at Gullbergsvass, which today is home to several logistics companies and a combi-terminal. The combi-terminal therefore needs to be relocated and a new site is being investigated by Banverket (the Swedish Rail Administration). The plan identifies a site at Sävenäs, but other locations may also be suitable.

Further discussion is needed on the siting of ferry terminals and the development of Vänern shipping, in order to examine how these functions can be reconciled with the creation of new river crossings

## 8. Changing Transport Demands

Car and lorry traffic has increased significantly leading to congestion and poorer air quality. This is why a larger share of traffic needs to be carried by public transport. The aim is to create transport infrastructures and urban forms that are better suited to an effective sustainable community, with good accessibility and safe traffic environments. The K2020 project aims to dramatically increase travel by public transport. Achieving the project goals requires new public transport infrastructure, additional tram links over the river and the relocation of bus routes from Brunnsparken to a city ring along Allén. A commitment to rail transport is necessary for the growth of West Sweden. An extension of Västlänken (the west link) is important to increase capacity and allow for direct travel.

The Götaälv bridge needs replacing and further river crossing are needed in

several locations. Other parts of the traffic system need to be developed in order to connect different city districts and allow for public transport improvements.

The Comprehensive Plan emphasises the important relationship between transport and urban planning. Good public transport should already be in place before new areas are developed. A compact city enables more people to walk and cycle. Development should be concentrated in places where there is good public transport, such as the strategic nodes proposed in the plan.

### **9. Diversity and Security on a Human Scale**

Göteborg will be a safe city where everyone feels a sense of belonging, with access to public spaces and opportunities to meet. This can be achieved by, amongst other things, good design of the city's public spaces and the bridging of barriers between city districts. The needs of different people can be addressed through more dialogue in the planning process.

### **10. Recreation and Health for a Better Quality of Life**

Göteborg will be able to offer good opportunities for recreation and be a healthy, safe and friendly city. Access to greenery, sports and play, and membership to clubs and societies shall increase. Losses of nature, cultural or recreation values will be compensated for. It is important that we are conscious of the health risks associated with traffic. Planning must have regard to public health, social issues, security, road safety and physical accessibility.

### **11. Natural and Historic Environments that Attract**

Natural and cultural environments have an enormous power of attraction and a tangible value in the city's development. Göteborg contains everything from unspoilt coastal landscapes to historic city districts, hidden archaeological remains and rare species of flora and fauna. These natural and cultural values should be brought to the fore. Valuable and irreplaceable natural and cultural heritage should be preserved, enhanced and made accessible. Planning should be based on a cohesive and all-embracing view of natural and cultural values, supported by up-to-date information and surveys.

### **12. Access to the Coast**

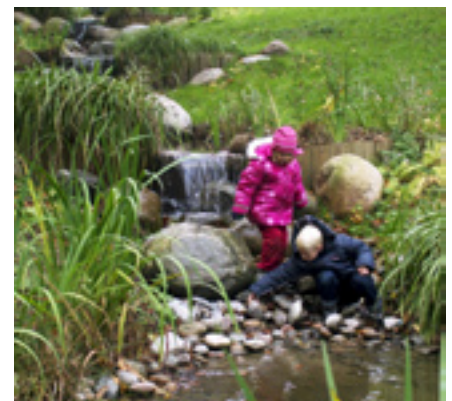
Good access to coastal areas, lakes and rivers will be facilitated by path and cycle networks, and public transport, that link together the city's various districts. Planning will support variation in activities, experiences and services along the entire coastline and out in the archipelagos. A co-ordinated approach to the management of the coast will be sought after, and particular attention paid to natural and cultural heritage.

### **13. Location of Special Sites**

As more of Göteborg becomes built-up the harder it is to find locations for activities that are incompatible with housing. The aim is to satisfy the development needs of businesses whilst minimising disturbance to their surroundings. This can be achieved by identifying new sites and achieving a more equitable spread of such sites across the region. For example, the plan identifies potential locations for contaminated landfill sites.



*Safe and attractive public transport interchanges are a prerequisite of good city life.*



*Göteborg should be able to offer good opportunities for recreation*



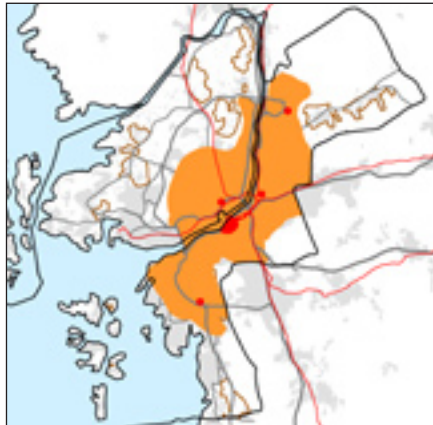
*The coast is an important resource for Göteborg and the region.*



# STAGED EXPANSION

Göteborg will continue to develop sustainably. By developing from the centre outwards we can strengthen the region and satisfy demand for attractive business sites. Increased densities and shorter travel distances give more people the opportunity to walk or cycle. Complementary development combined with development at strategic nodes makes effective use of limited land resources. Building in existing built up areas minimises the risk of being left with half-completed, less attractive areas.

Staged expansion means using land close to existing development, and therefore requires clear dialogue with residents, businesses and other users in the area.



- Key node. A key node is more than an interchange. It is also a destination with services, shops, workplaces and a significant number of homes, all in close proximity to public transport.
- Areas with good public transport where complementary development can take place
- Outer areas with future potential for development. Expansion into these areas will require significant investment in infrastructure and services.

*The planning of Göteborg will in the first instance be directed towards complementary development in built-up areas combined with development at strategic nodes.*

## Build and Develop Centrally

A substantial share of Göteborgs future development is planned to take place in central renewal areas. A more compact city will emerge making the region's centre larger, more accessible and more attractive. A mixture of residents, workers and visitors will create a stimulating environment that draws in new knowledge and service based companies. The structural development of the region is reliant on significant improvements to public transport, both into the city and across the Göta river.

## Concentrating on Strategic Nodes

Compact development brings together both functions and people around strategic nodes, creating places that are alive throughout the day. Göteborg's strategic nodes are City, Backaplan, Frölunda Torg, Gamlestaden and Angereds Centrum. In addition to these are several interchanges which have good accessibility and where higher densities can also be aimed for.

## Complement and Mix

Areas that have good access to public transport, and are easy to reach by walking and cycling, will be complemented by additional homes and workplaces, leading to greater variety and a more vibrant city. Future development will enhance existing urban structures and create a city that everyone can enjoy. New development and re-development will contribute to increased diversity and vitality in the city districts.

## Outer Areas Reserved for Future Consideration

There are areas on the outer edges of Göteborg which have future potential for the development of homes and workplaces. These areas share a common need for significant investment in infrastructure and services, and it will be necessary to achieve a certain level of density in these areas if high quality public transport is to be feasible.

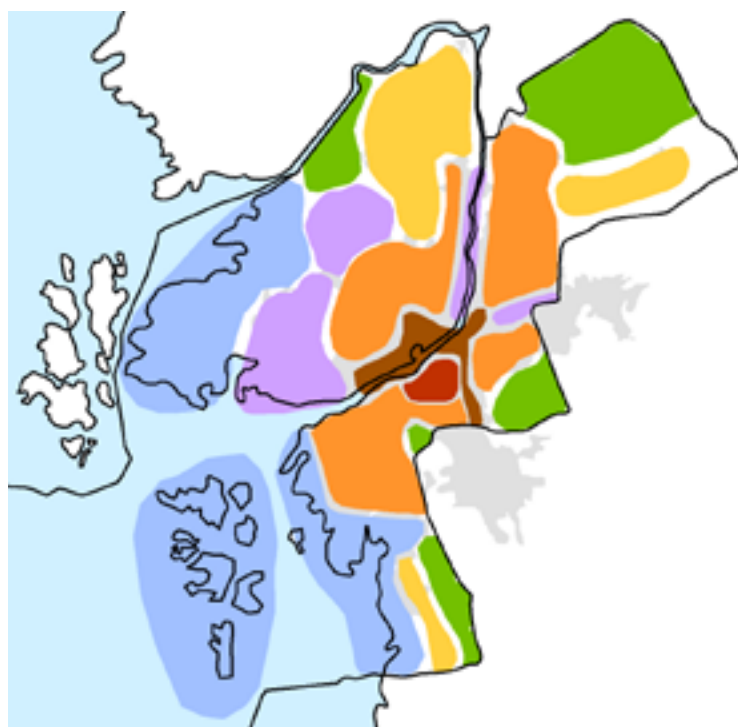


*There are major renewal opportunities in central Göteborg. The figures above show potential development in 1000m2 of floorspace.*



# AREA-WIDE OBJECTIVES

The purpose of area-wide objectives is to apply the main principles of the Comprehensive Plan to specific geographic areas. The city has been divided according to the various conditions needed for complementary development and development at strategic nodes. Access to public transport and services, infrastructure provision and the traffic network are several of the factors that have been considered .



## **CENTRAL GÖTEBORG - INNER CITY**

- Create good regional accessibility
- Strive for a living centre with attractive city spaces
- Mix forms and function
- Increase the number of homes
- Prioritise public transport, walking and cycling
- Protect cultural heritage and be respectful in new development
- Improve the city's parks

## **CENTRAL GÖTEBORG - RENEWAL AREAS**

- Build mixed developments
- Create attractive meeting places and new parks
- Improve and make use of contact with the water
- Prioritise public transport, walking and cycling
- Improve connections
- Achieve good regional accessibility
- Concentrate around strategic nodes
- Enhance the cultural environment

## **INTERMEDIATE CITY**

- Complement and mix
- Develop the qualities of city districts
- Develop brownfield sites first
- Build with higher densities around interchanges and public transport corridors
- Concentrate around strategic nodes
- Make use of valuable green spaces and corridors
- Create good opportunities for walking and cycling

## **COASTAL AREAS/ARCHIPELAGO**

- Ensure good accessibility for all
- Protect valuable areas of nature
- Develop and safeguard bathing beaches and marinas
- Develop according to the needs of outdoor recreation
- Mix housing types
- Build with consideration to good public transport

## **OUTER AREAS - FUTURE DEVELOPMENT AREAS**

- Provide opportunities for new development in the long term
- Invest in public transport and other infrastructure prior to development
- Have regard to valuable natural and cultural heritage

## **LARGE SCALE INDUSTRY, THE PORT AND LOGISTICS**

- Prioritise those businesses with particular transport needs
- Safeguard good access into and out of the area
- No new housing development

## **NATURE AREAS**

- Protect and enhance natural, cultural and recreational values

# THE USE OF LAND AND WATER

A Comprehensive Plan should outline fundamental principles for the use of land and water. The plan covers the entire municipal area and presents an overarching structure which is visualised in three separate maps. More detailed information on the use of land and water is successively presented in detailed comprehensive plans, development programmes and detailed plans.

There are three maps accompanying the Comprehensive Plan. Map 1: Use of Land and Water, illustrates existing and proposed changes of land and water use. Map 2: Regulations and recommendations identifies where buildings are allowed, where they can be altered and where they must be preserved. It also describes legal regulations and indicates where these regulations apply. Map 3 shows areas of national interest. The maps and accompanying text are intended to be used together.



*Built-up areas can contain dense urban development, but also smaller scale villa development, offices, green spaces, shops, services and some areas of small-scale industry.*



*Business areas provide space for activities that are incompatible with residential development because of noise and disturbance.*



*Search areas for future river crossings. Search areas also exist for future development areas, business areas, wind energy, green spaces and recreational areas.*

## Development Areas

The main development areas cover, for the most part, parts of the city that are already built-up. These areas include homes in the compact inner city, villa developments in more peripheral areas as well as offices, businesses, shops and other services. Local streets, public spaces and walking and cycling routes of a local character are also included. In other words, all those functions that contribute to a living city environment. Urban renewal, involving both re-development and new development, must first occur in areas that can be provided with good public transport. Access to the city's green areas, and places for children to play, must also be taken into consideration. New development needs to respect the character and cultural heritage of existing development. Particular care is required in those parts of the city which are of national interest for cultural heritage.

## Business Areas

The business areas identified on the map are reserved for activities that are incompatible with housing development, for example, large and small industrial facilities, port activities and wholesale retailing. Most of these areas will retain their existing functions, the exception being a number of older port and industrial areas in need of revitalisation. Several new business areas are proposed along major roads and railway corridors, as well as in connection to existing business areas.

## Expansion Areas

The plan states that the city's outer areas should be reserved for future city expansion. Expansion that will require major investment in services and infrastructure, in particular public transport. Further planning will be needed before development can take place.

Several road links require further investigation and are identified as search areas in the plan, examples include river crossings over the Göta river and routes through the Backaplan area. The plan also identifies search areas for future business areas and areas for wind power development out at sea.

## Areas of Particular Value for Natural and Cultural Heritage, and Outdoor Life.

Areas that lie outside of built-up areas and that are of particular value for natural and cultural heritage or outdoor life are marked as hatched areas on the land use map.

## Guidelines, regulations and recommendations

Part 2 of the Comprehensive Plan contains regulations, recommendations, guidelines and policies. Regulations have their basis in planning and building law and are legally binding. Recommendations present the municipality's position on the use of land and water in a given area, as expressed in the Comprehensive Plan. Recommendations are not legally binding and are often applied in areas where there are no regulations, for example, areas lacking a detailed plan or building ordinance. Regulations and recommendations also apply to environmental and risk factors.

## Detailed comprehensive plans

When a more in-depth analysis is required, a detailed comprehensive plan can be drawn up for a particular geographical area. A detailed comprehensive plan is part of the municipal wide Comprehensive Plan. The Comprehensive Plan can also be amended through an addendum. A list of the detailed comprehensive plans that are currently in force is presented in part 2 of the plan.

## National and other public interests

The Comprehensive Plan also contains Map 3: National Interests according to the Environmental Code, chapters 2 and 3. Part 2 of the Comprehensive Plan describes how the municipality intends to provide for these national interests. Public interests are also presented, by subject area, in part 3 of the plan.

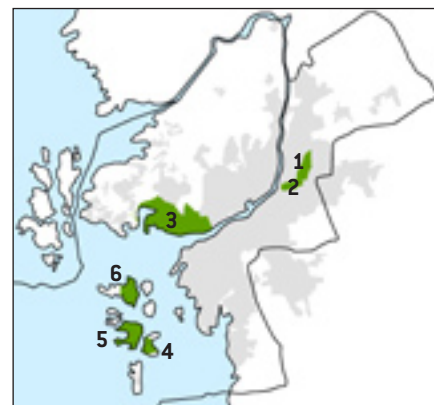
## Inter-municipal issues

Göteborg is part of the Västra Götaland region. Co-operation with both the regional authority and the County Administrative Board takes place on a number of issues. Göteborg is also a member of the Göteborg Region Association of Local Authorities (GR), a co-operative organisation for 13 municipalities in the west of Sweden. Further details regarding regional co-operation and inter-municipal issues are described in part 3 of the Comprehensive Plan.

## Assessment

The plan's consequences are described in a strategic environmental assessment and sustainability appraisal. The assessment analyses the Comprehensive Plan's goals and examines whether they work together or against each other. The assessment concludes with an appraisal of the plan according to the three dimensions of sustainability - economic, social and environmental. The plan's proposals strive for the creation of a denser city with a greater mix of uses. A more compact city is positive for the region and for business. It provides a better basis for public transport provision and more opportunities for walking and cycling. A more scattered pattern of development leads to car dependency and raises the cost of public transport services. Whatever way the city is developed, traffic levels are going to rise, which is why further investment in infrastructure is required. The spreading out of development would demand investment in all of the city's districts whilst a denser pattern of development means that infrastructure investment can be concentrated in the city's central areas.

The proposals of the Comprehensive Plan could potentially lead to impacts on Natura 2000 sites, but on balance are considered to be compatible with natural, cultural, recreational and landscape values. Air quality standards have already been exceeded in the inner city. Concentrations of new development will increase traffic in central areas. The Comprehensive Plan is unable to improve air quality in the short term but can create the conditions for achieving air quality standards in the long term.



### Current Detailed Comprehensive Plans

- 1 Kviberg
- 2 Gamlestaden-Bagaregården
- 3 Ytterhamnarna
- 4 Donsö
- 5 Styrso
- 6 Brännö

### Thematic Addendums to the Comprehensive Plan

- Water - it's clear
- Contaminated land
- Dangerous goods

# CITY OF GÖTEBORG

Göteborg is Sweden's second city and home to almost half a million people. It is a city with a maritime tradition and since its founding in 1621 has always looked outwards. Shipping and trade remain dominant features of the city's economy, but the Göteborg of today is much more diverse.

Older well-preserved districts sit alongside dynamic new renewal areas. There is strong growth in the transport, logistics and bio-medical sectors, and the city has also become a popular tourist destination and international stage for major events and congresses. Interaction between the city, businesses, industries and the research/development community is a cornerstone of Göteborg's growth. The City of Göteborg also places particular emphasis on creating a safe, secure and pleasant environment for all its people to live in.

For more English language information about the City of Göteborg visit our homepage:  
[www.goteborg.se/english](http://www.goteborg.se/english)



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