

Photo: Hjördis Rut Sigurjonsdottir

V.12. OSKARSHAMN IN SWEDEN: Positive spirit, liveliness and cultural activities on the rise

By Hjördis Rut Sigurjonsdottir, 2018/2019

Introduction

Why are some municipalities better than others at deploying their resources, attracting people and creating jobs? This was the key question studied in this analysis of the attractiveness of 14 rural municipalities in the Nordic Region.

The 14 areas selected are all defined as attractive in the sense that their populations and the number of people in work have increased in recent years. The nature of the boost to employment in some sectors has been identified by means of shift-share analyses to determine how much of the change is attributable to specifically local factors.

Interviews then probed key stakeholders about motivation, working conditions, job creation and living conditions. These interviews were with public sector representatives (e.g. mayors and heads of planning and development), business representatives and entrepreneurs, high school students and people from the education sector, as well as families. Combined with analyses of other data and information, the interviews helped us to understand why some places do better than others.

The case of Oskarshamn illustrates that jobs alone are not enough to attract people. The local

labour market's need for skills and competences is a challenge for the municipality, and there is a danger of companies relocating if it is not addressed. The local authorities are aware of this and have in recent years placed increased emphasis on promoting Oskarshamn. They have established a close dialogue with actors on the local labour market. A good working environment, services, culture, sport and club activities, along with the attractions of the archipelago, are all seen as important factors for regional development and migration.

Located on the east coast of Sweden, 250 km south of Stockholm, Oskarshamn municipality does not look too remote on a map. However, the interviews with the municipality's employees reveal that Oskarshamn has been left behind by recent public transport reforms, and because of that commuting to major destinations is time-consuming. The perception is that the long travel time is connected to low trip frequency to important destinations such as Stockholm and Gothenburg. At present it takes "too long a time", people feel. So travel time, speed and frequency are important and interlinked.

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Demographic development

The largest urban area is the port city of Oskarshamn, which is also the municipality's administrative seat. It has a population of 18,471, or 69% of the total municipal population of 26,928 (SCB, 2018). The population has been increasing from 2011, following previous decline since the early 1980s. The negative trend stopped in early the 2000s, but the population began to increase in 2014 and then took a leap in 2016 due to refugees (Figures V.12.1 & V.12.2).

This moderate increase means that the municipality anticipates that the population will rise to 30,000 by 2030. An increase in population is vital to overcome the municipality's main challenge, which is to match competences and skills to its development needs.

Oskarshamn, population change 2007–2016

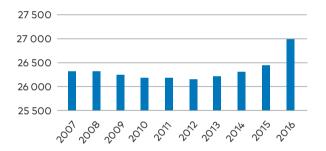


Figure V.12.1. Population Change in Oskarshamn 2007–2016

Oskarshamn, Net migration patterns 2007–2016

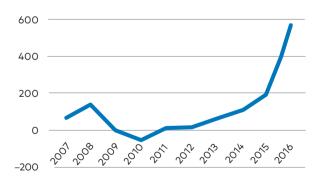


Figure V.12.2. Net migration patterns in Oskarshamn, 2007–2016

Labour market, employment and business development

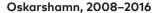
Industry and manufacturing are the labour market's backbones

In industry it is manufacturing, as well as, scientific and technical companies that have been the key to progress and job creation (Figure V.12.3) in Oskarshamn from 2008 to 2016. These companies are for example Scania cab factory, OKG Nuclear Power Plant, Be-Ge seating and vehicle company, and Saft Batteries. In that time the number of jobs increased by almost 500. This is notable because the manufacturing sector had been expected to face a decrease in the number of jobs. During the same period, nuclear reactor in the local Nuclear Power Plant were shut down (2015). Since then, another reactor has been closed (OKG, 26 July 2017). Together this has caused a loss of over 600 jobs in the nuclear plant and in companies that had provided services to the plant. However, other strong industrial sectors in the municipality, such as the Scania cab factory with almost 2,000 employees (FCO.se, n.d.), and other companies have been able to recruit many of those who lost their jobs. The impact of the nuclear closures was not as damaging on employment numbers in the municipality as expected due to the number of people who had been commuting to work there from outside the municipality.

Large industrial and manufacturing companies are the backbone of Oskarshamn's strong labour market, and the reason why the municipality is sometimes referred to as among the most powerful motors driving the county's labour market. These companies, which employ close to 40% of the workforce⁵², seek many of the same (or similar) competences, and benefit in many ways from proximity to each other. At the same time, all these companies need to work on attracting employees with the right competences on a regular basis, a challenge that the municipality has been working on in recent years. Since the labour market is relatively concentrated within industry and technology, both high and low tech, there are fewer opportunities in other professions. This adds to the challenge of securing sufficient labour. It might, therefore, be argued that a couple trained in different sectors might, for instance, find it difficult to find employment in Oskarshamn for both of

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⁵² Interview with Mats Johansson, Managing Director of the Municipality's Growth and Business Office



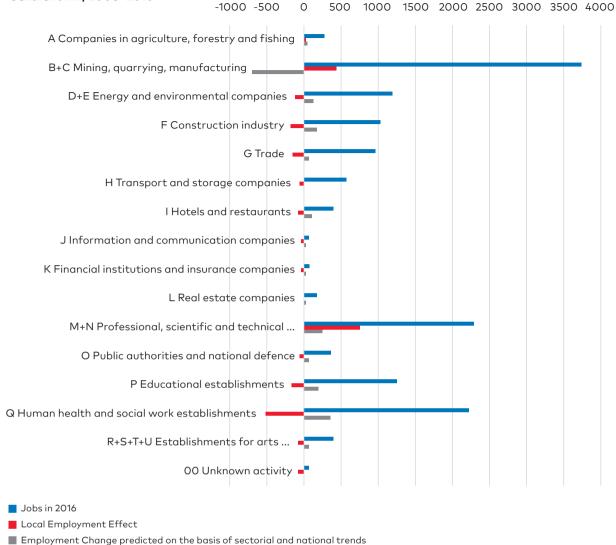


Figure V.12.3. Employment and local employment effect in in Oskarshamn. The **blue bar** shows the number of jobs in the area in 2016. The **grey bar** shows the employment change predicted on the basis of sectoral and national trends. The **red bar** shows the local employment effect, a reflection of the change in jobs (growth or decline) at municipal level and over a period of time, attributed to local factors (e.g. local policies, local natural or institutional conditions). In cases where it is positive, the local development in that particular industry turned out to be better than would have been predicted based on national and sector trends. This means that industry in the area is stronger, or specific impactful policies are in place. Qualitative methods of data collection (e.g. interviews) helped us to understand the reasons behind these statistics.

them. Shift-share analyses also show that developments in the human health, social services and education sectors are less positive than expected. This is not the case in many of the other successful rural municipalities studied by this project. Mayor Rolf Persson says that it is important for the municipality not only to promote and provide educational opportunities in industry and technology to meet labour market needs, but also to create the

foundations for a more diverse labour market.⁵³ Nova Centre for Education has an important role in this development offering different education options working in the interface of academia, businesses and the public sector.

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⁵³ For the development in the number of jobs in Oskarshamn in 2007-2015, please see the appendix.

However, while shift-share analysis demonstrates growth beyond expectation in manufacturing sectors, the Swedish Agency for Economic and Regional Growth (2016) ranks Oskarshamn as one of Sweden's most vulnerable municipalities, ranking 269 of 290. The employment rate is the only category out of six forming the basis for the ranking which is considered comparatively strong in the municipality (72). By contrast, Oskarshamn's position is considered weak when it comes to dependency on one or more large companies (232), the opportunities to commute from the municipality to work (283), the local business environment (268), increasing the number of businesses and enterprises (209), and entrepreneurial activity (248). Furthermore, it can be added that the Swedish parliament has decided that nuclear power should be phased out of the energy system by 2040. This, of course, will sincerely affect a municipality which defines itself as an international energy centre based on hosting a nuclear power plant.

Competence supply is a challenge

The relatively strong labour market, characterised by large employers and plenty of available jobs, faces a significant challenge in attracting a workforce with suitable competences. This is important to ensure the presence of the large companies and continued job development. A better dialogue between the municipality and labour market actors was recommended in an audit of municipal work and administration, focusing on labour market issues, in 2015 (Sweco, 2015). As a result, a special Department of Growth and Business Development was established in January 2018 to combine resources within the municipality and to coordinate measures for developing the labour market. The company Attractive Oskarshamn⁵⁴ is responsible for development projects in the municipality to improve the business environment and to promote a more diverse labour market. This also involves nurturing various features that enhance the municipality's attractiveness, by highlighting its benefits and by providing support for residents, visitors and entrepreneurs (Attraktiva Oskarshamn, n.d.). The level of entrepreneurship has been rather low, and is one of the factors adding to Oskarshamn's vulnerability (Swedish Agency for Economic and Regional Growth, 2016). In in-

54 Owned by different actors within the municipality and concentrating on its future development.

terviews this is explained by the successful entrepreneurship of previous periods, which made the labour market strong and made it appear that the need for further initiatives was limited.

Mats Johansson, the Managing Director for the municipality's Growth and Business Development Department, says that there is a danger of large companies relocating if they fail to find employees with the right skills. Håkan Hjalmarsson, CEO for Be-Ge, one of the larger industrial companies⁵⁵ in Oskarshamn, claims that the main struggle is to attract well-trained staff. This is a problem not restricted to this company, but a result of being based in a small and remote region, he suggests. Recruiting departmental managers is a great challenge too, resulting in many commuting to Oskarshamn because the labour market is not diverse enough for people's partners to find suitable work as well. On the other hand, the loyalty among the employees is valuable and beneficial, Hjalmarsson explains. In return Be-Ge, which is a family-owned company, is loyal to its staff and to the place, having rejected redundancies as a solution during the economic crisis. A strategy which also safeguarded the company's interests in the long term as it would have been problematic to refill the jobs when conditions improved. However, it is hard to rely on loyalty alone. If shortage of staff makes the location less desirable, some companies might still relocate, especially large international ones.

Hjalmarsson feels that the municipality has supported the labour market effectively in recent years. To further strengthen the operating environment, he believes that it would be beneficial to cooperate more with the neighbouring municipalities and to view the area as a whole, working together towards creating a more attractive region.

⁵⁵ Be-Ge group is a family-owned business group with operations in Sweden, Denmark, Great Britain, Lithuania, the Netherlands, Germany and Belgium. The Group covers different business areas – the seating division, the component division and the vehicle division.

Policies to supporting attractiveness and face challenges

To deal with these challenges and to avoid the risk of companies relocating due to labour shortages, the municipality's representatives⁵⁶ consider it important to provide an attractive community and quality of life. The organisation Attractive Oskarshamn promotes the municipality in this way, attracting people who might be interested in settling. This is part of the endeavours to support the labour market. It involves offering useful information all in one place to individuals, businesses and tourists – for example about opportunities in Oskarshamn, mentorship for new residents, and lists of things to do in the municipality.

Cultural and recreational offerings are also seen as important factors in making Oskarshamn an attractive place. In 2016, Oskarshamn earmarked 2.3% of the municipal budget for culture, or SEK 1,241 per capita. This was above the national average of SEK 1,091 (SVT, 2018). Peter Ekberg, cultural director in the municipality, says 57that greater emphasis has been placed on culture from a political perspective since 2016. Policy is being developed to look at how cultural life can be made more active and visible to attract people. Good opportunities exist in the music scene, Oskarshamn's strongest cultural scene. There is good access to music schools and decent quality choirs, and a range of musicians live in the municipality. "People want to be on the winner's team," says Peter, when clarifying the importance of creating meeting places for cultural activities and different events, and how this can generate a positive feeling.

So far, more emphasis has been placed on sports which is also important. It provides a reason for people to come together, to cheer for the same team and to have a good time. Ice hockey and football are the most popular competitive sports. A large number of people also play football, and the men's ice hockey team is quite successful at national level, qualifyed for Swedish Hockey League (SHL) for the first time 2018/2019. There are also opportunities for the public to use various outdoor facilities such as gyms, golf, run-

ning tracks, cross country skiing trails, a disco golf course and bike trails.

Low educational level

The educational level⁵⁸ in Oskarshamn is low compared to the Swedish average, with the percentage of people aged between 25 and 65 with at least three years of post-secondary education 17.1%, compared to 27% in 2017. Almost 12% have only completed grade school, compared to an 8% average in the country as whole (Ekonomifakta, n.d.). In the interviews this is explained by the amount of jobs with relatively high salaries despite the lack of a higher education.

Nova is Oskarshamn educational platform and addresses the need for skilled labour, one of the municipality's most pressing issues. Educational capacity needs to meet the needs of the labour market, and so there is a specific need for more vocational education, especially in healthcare and in production technology. Some courses at university level are available in cooperation with universities and colleges (Nordregio, 2018). There is no university in Oskarshamn, so those who seek higher education move away. This has both advantages and disadvantages. It is positive that people obtain both education and experiences outside the municipality, but it also entails the risk of them not returning.

According to Nordregio's analysis there is general satisfaction with Nova, which is very much focused on local demand. While the Oskarshamn region is an industrial region with its special need for competence development, the southern part of the county is mainly focused on agriculture and tourism. In this way, they complement each other, but at the same time have different needs in terms of skills provision and training. In addition to technical education, Nova has chosen to invest in health care education. Here, too, the need is great and stable in the long term. There is a large shortage of trained nurses and elderly care staff in the region.

A wider range of educational programmes would be desirable in the area, and this has proven to be challenging. Despite several approaches, no higher technical academic education has been established in Oskarshamn. The search pressure has simply not turned out to be large enough. The

⁵⁶ Interviews with Rolf Persson, Mayor of Oskarshamn, and Mats Johansson, Managing Director of the Municipality's Growth and Business Office.

⁵⁷ Interview with Peter O. Ekberg Culture director in Oskarshamn.

⁵⁸ Share of people with a least 3 year post-secondary education in the agegroup 25-64 years.

training of nurses is outsourced from Linnaeus University, and even though there is local demand the number of graduates in Oskarshamn is lower compared to similar programmes in other places. Ideas to change this involve improving the campus spirit to attract external students. Higher education in technology reflecting the composition of the labour market is still an ambition, although based on past experience, there is a continuing risk of low participation levels (Nordregio, 2018).

Having educational opportunities in Oskarshamn is not only important to serve the needs of the labour market, it is also important to enable people to gain formal skills and competences later in life. The local labour market often attracts people at early stage of their lives, which prevents them from obtaining further and higher education. Once people have both family and financial obligations, returning to education and training can be complicated, especially when educational opportunities in the area are limited. This can serve as an obstacle to personal development and the ability to change career path. Many expressed this in the interviews. Some also believe that low educational levels and the absence of educational opportunities have detrimental effects on attitudes towards pursuing post-secondary school education.

The housing market

While it is unlikely that the population will reach the 30,000 target by 2030, things are moving in the right direction and so the issue of housing shortages has been addressed. The municipality led on construction, and with higher housing prices private construction companies have followed. In 2018 and 2019, close to three hundred new apartments are expected to be completed. According to SCB (n.d.) this is a significant increase from 2017, when just twelve new apartments were built. Some interviewees believed that even more are needed to improve the chances of the population growing. According to a Swedish real estate statistic, condominium prices in Oskarshamn rose sharply from 2011 to 2018, and for private houses from 2004. However, in the first month of 2019 this trend has been reversed slightly (Svensk Mäklarstatistik, n.d.).

Immigration

The arrival of refugees to Oskarshamn in 2016 is clearly reflected in the population statistics.

Around 500 refugees have been settled in Oskarshamn since 2016, and little over 200 asylum seekers are now housed in the municipality⁵⁹. The local government has underlined the importance of welcoming immigrants to Oskarshamn, both to increase the population and to counteract looming labour shortages. How new arrivals are received is not the only issue. It is also important that they thrive in the local community. It is already clear that not all new arrivals to Oskarshamn will end up staying in the long term. A considerable number of the refugees have moved from Oskarshamn to other parts of Sweden. Various initiatives have supported the integration of new arrivals in Oskarshamn. A special integration guide is provided to newcomers. This is to offer support and help newcomers connect with the local community, with local associations, and/or with local people willing to help with language learning and local knowledge.

The municipality has attracted positive attention for labour market measures aimed at newly arrived immigrants. It is being called 'the Oskarshamn model', and it is known nationwide. The model is based on cooperation between the municipality, companies, recruitment agencies and the Employment Service on how the labour market can quickly take advantage of the skills and competences immigrants bring with them. This has resulted in 397 unemployed foreigners finding work in 2018, up from 324 in 2017.

Transport

Bumps on the road for Oskarshamn's development, according to representatives from the municipality⁶⁰, is poor connections to main train services, with no improvements in the pipeline. The responsible state authority, Trafikverket, considers the population in the county too small, and therefore it has low priority. This creates a vicious cycle, since it is a hindrance to population growth. The Swedish Agency for Economic and Regional Growth (2018) notes that E22, an almost 200 km road along the coast, provides possibilities for commuting and therefore to expand the labour market. However, in practice the numbers com-

⁵⁹ According to interview with Lena Saksi manager for the municipal planning department and Rolf Persson Mayor of Oskarshamn in October 2018.

⁶⁰ Interviews with Rolf Persson, Mayor of Oskarshamn, Lena Saksi Director for municipal and environment planning and Mats Johansson, Managing Director of the Municipality's Growth and Business Office.

muting from Oskarshamn has reduced. Further road improvements are restricted by how sparsely populated the area is, and this in turn limits access to the labour market in the hinterlands. In terms of outward commuting, Oskarshamn is ranked low and considered very vulnerable – number 268 out of 290 on the comparative scale mentioned above. Commuting to Oskarshamn is high on the other hand. According to Statistic Sweden there were 3,627 incoming commuters in 2017, compared with 1,486 who commute out of Oskarshamn (Statistic Sweden, 2017).

Opportunities: commuters and tourism

Oskarshamn's potential for increasing its population involves close to 4,000 thousand employees who commute to the municipality for work. Within the municipality commuters are not only valuable for the local labour market by providing skills and competences, but they are also potential residents. People who already have ties to Oskarshamn through employment might want to settle in the town if an opportunity arises.

The municipality sees the tourism as another underexplored possibility in the area, and as something that could add to employment diversity. The target is to double the number of tourists in Oskarshamn between 2016 and 2025. (Oskarshamn, 12.12.2016). Its Oskarshamn archipelago has the potential to attract tourists instead of mainly being seen as a transit area, due to its role as departure port for Gotland and Öland. The tourism strategy states that Oskarshamn is a relatively undeveloped visitor destination compared to other strong tourism brands across the county, such as Västervik, Vimmerby, Kalmar and Öland. Being part of such a strong tourist region should be an advantage, and therefore it is important for Oskarshamn to find a clear role in terms of collaboration with others and competition for the attention of visitors (Oskarshamn, 12.12.2016). A few of our interviewees mentioned that Oskarshamn needs to create its own tourist attractions, and identified the Astrid Lindgren theme park in Vimmerby (around 70 km away) as an example of how one good idea can change everything.

Tourism might not appear to go to well together with the legacy of over 150 years of industrial activities that have scarred the harbour, leaving a good deal of polluted sediments in the bottom of the basin (renhamn.se, n.d.). The cleansing of the harbour started in 2016, and since then around half

a million cubic meters of polluted sediments have been removed (Environmental Protection Agency).

An attractive place to live: quality of life – an increasingly positive spirit

The positive spirit in Oskarshamn has been increasing in recent years, according to the group interview with family members living in Oskarshamn. Their perception was that significant efforts were being made to make it a better place to live – by promoting an increased level of services, more events, and a livelier downtown area than before. A few years earlier it was seen as more of a sleepy town where residents' demands did not extend beyond having a job, as one in the group interview described the situation.

Some mentioned that after starting a family in the larger cities it was often seen as complicated to take advantage of all the cultural offerings there, due to long distances, insufficient time or lack of the necessary support network. In Oskarshamn, however, less time is spent on the challenges presented by daily life, and more on more time to enjoy life. The interviewees valued living in a town with a manageable population, short travel distances, and (when applicable) being closer to their families and support networks. Closeness to nature was also often mentioned as advantage of life in Oskarshamn. This included the forest and the large archipelago, and having time to enjoy them. Also mentioned was that most of what a family needs on a daily basis is available in the municipality. What is missing is mainly a wider range of shops, including one with products that people only buy from time to time, such as electronics and furniture.

Oskarshamn is a good place to be a child and to raise children, according to participants from different groups. "My twelve-year-old can ride her bike to most places she wants or needs to go to, and I feel comfortable with it. The bike lanes are good, and I feel that she is safe," said one women who was part of the group interview with family members. Moving from a large city in Sweden, another interviewee said he noted a difference in how living in Oskarshamn allows his children to be children for longer. He explained how the peers of his eight-year-old played together more, instead of focusing on their smartphones and clothes labels. "Moving here was like jumping ten years back in time, in a good way," he noted.

Short distances, proximity to nature, a safe environment and a simpler life were factors repeatedly mentioned as advantages of living in Oskarshamn. They were especially appreciated by people with families. "I am a person who wants to be comfortable and I don't want to spend a lot of time travelling between different places," is how one of the interviewees explained it. This seems to be the case not least after starting a family. It was also observed by students that the size of population felt appropriate, making it comfortable and quite easy to get around. However, they complained that when teenagers stopped participating in regular sports training it the town it seemed rather quiet, with not too much going on. Still, positively, there are sport events, cinema and the gym, which are quite popular among the students at the upper secondary school.

Other factors involved when raising children, and noted as important and positive in Oskarshamn, are access to after-school activities in sports and music without long waiting lists. This is often not the case in larger urban areas. Practice is also available in all the major sports, though opportunities in fringe sports are more limited. Participants thought that was acceptable for a municipality of this size.

After secondary school, the bulk of education takes place outside Oskarshamn. According to the group of students interviewed many appear to be heading for universities not too far away, such as Växsjö and Linköping. Within the student group it was notable that there were quite positive attitudes to returning after education, due to the sense that there will be job opportunities and other ties to the area. The most likely time to return in their minds was when starting a family. This is because they see Oskarshamn as a good and safe place to grow up, something that they had experienced and would want for their own children. In many interviews it emerged that it is fine that young people move away to obtain an education, despite the risk of them not returning. Most, whether it was parents, students or municipality staff, did not see this as all bad, but more as a part of growing up and gaining valuable experience. As one participant in the family group explained, she never intended to return, but by living elsewhere and gaining experience her perspective changed. Another point of view was that it was important to have more educational opportunities locally, not least for adults who have settled and who want to continue with their education later in life.

The municipality's main reaction to young people moving away for education is a determination to leave them with a positive impression, so that they will want to come back. One of the participants pointed out that, in her opinion, the most important way to get more people to be interested in living in Oskarshamn was to make the current population feel satisfied. That will make them good ambassadors for the municipality. Still missing, interviewees noted, are commercial opportunities to buy the goods that people only buy from time to time. Some felt the number of restaurants, while increasing and satisfying for some, could be better for both local people and tourists.

Discussion and conclusions

Different factors make Oskarshamn an attractive place to live (table V.12.1, next page).

Despite facing challenges and being identified in the ranking as vulnerable on certain indicators (The Swedish Agency for Economic and Regional Growth, 2016), Oskarshamn has a relatively strong labour market, which would nevertheless benefit from greater diversity. The housing demand, and the fact that housing prices have been going up, indicates positive development along with employment availability. The municipality is aware that action is needed both to retain the existing population and to see further growth, which is its stated goal.

Oskarshamn municipality has taken initiatives, with help from the Swedish Agency for Economic and Regional Growth, to analyse imminent challenges in an endeavour to promote further positive progress. Evaluations of how the labour market is organised have led to a more active dialogue between companies and the municipality on how to deal with challenges related to the supply of skills and competences. The municipality has also asked for a forward-looking evaluation of the Oskarshamn educational platform, Nova. Attractive Oskarshamn is also working on making the area more attractive to individuals, families and businesses alike.

The sports scene has been quite strong in the municipality and in recent years the importance of the cultural aspect of living there has received more attention. The interview participants representing families and students declared that it is a livelier town than before, and it is clear that the efforts made to improve things are both noticed and

Table V.12.1. Attractiveness in Oskarshamn and obstacles/challenges to overcome

Good practices and reasons underlying attractiveness

Obstacles and challenges

Adaptive/participatory planning

Emphasis placed on increasing attractiveness.

Culture, sport, recreation

Cultural activities - Strong musical scene. Strong sport clubs.

Demography

Trend is now positive.

Employment & jobs

Strong labour market/available jobs. 4,000 people commute to work from neighbouring municipalities.

Quality of life & local community

Simpler life. The place is "livelier than few years back". Save haven for kids to grow up in. Affordable housing.w

Demography

Struggles to attract people.

Employment & jobs

Rather homogenous labour market. Difficult to get competences to meet labour market needs. Low tourism activity.

Entrepreneurship culture

Weak entrepreneurship culture.

Infrastructure & transportation

Rather remote location in terms of connections to Stockholm and Malmö.

appreciated. The target of doubling tourism in Oskarshamn by 2025 can both increase the variety of cultural activities and the job opportunities open to residents. However, it is not obvious how the municipality intends to achieve this goal, and it is important to find a way to promote entrepreneurship. Oskarshamn's assets include a strong industrial and manufacturing sector, and this strength holds the greatest potential for development.

The task of aetting the right skills and competences to the area is a difficult one and a challenge that many other municipalities in Sweden also face. However, a good supply of jobs is not something that can be taken for granted in a relatively remote municipality, and its presence in Oskarshamn and provides a good foundation for the future. More direct approaches to attracting incomers and enhancing skill levels in the region would definitely be worth trying.

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