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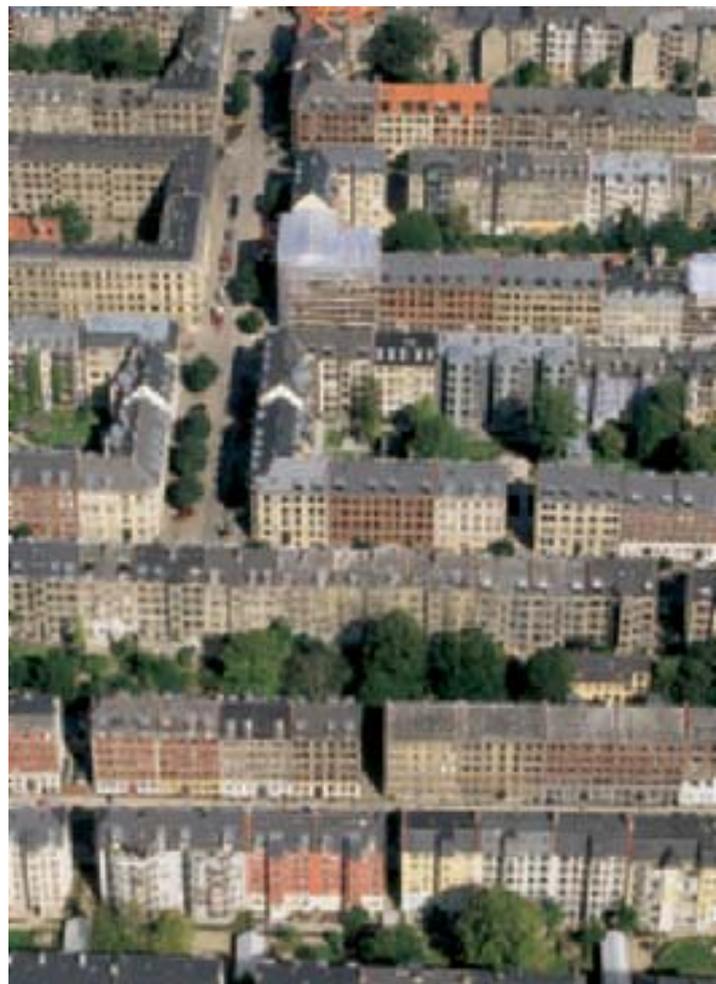


Balanced development in Denmark

WHAT NEEDS TO BE DONE ?

DRAFT NATIONAL PLANNING REPORT

IN BRIEF



- ▶ The Government of Denmark has prepared a draft national planning report that presents a number of measures that can contribute to ensuring balanced development in Denmark.

This is a brief summary of the Government's draft national planning report. The full report (in Danish) can be obtained from www.spatialplanningdepartment.dk or by calling Miljøbutikken – Information & Books at +45 33 95 40 00.

Balanced development in Denmark

In spring 2002, I was on a successful trip to all associations of municipalities and to all county councils in Denmark to present and discuss the *Discussion paper for the national planning report "Balanced development in Denmark – what needs to be done?"*.

The discussion paper is part of the programme of the Government: *Growth, welfare – renewal*. The Government believes that development in Denmark should be balanced. People should be ensured good and equitable living conditions regardless of where they live in Denmark. All areas should be attractive for residence and for business development. The Government is attempting to ensure that regional development leads to less inequality in services, employment and economic conditions in Denmark's regions. The country should be developed in a balanced way.

The numerous positive and constructive comments I received on the discussion paper show that many municipalities, counties and organizations are interested in balanced development and confirm my belief that the Government has acted appropriately in focusing on balanced development in Denmark in the Government programme.

In this draft national planning report, the Government presents its viewpoint on spatial development in Denmark. The draft report describes the current trends in society as a whole and their significance for regional development. The priorities set in relation to business development, housing construction, urban regeneration, environmental protection, educational institutions, transport and other factors greatly influence how Denmark's various regions develop. Spatial planning aims to ensure that the priorities established contribute to improving the spatial quality of cities and rural districts and promote regional development as a whole. This should naturally be carried out in accordance with the Government's national strategy for sustainable development.

New ways of thinking are needed, and new solutions are required at both the national and local levels. The Government is already active on many fronts.

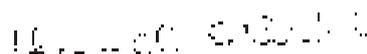
By amending the Planning Act in spring 2002, the Government has given the municipalities and counties new instruments to enhance development based on local conditions. The Ministry of the Environment is going further in making the Planning Act simpler and more effective. The Regional Planning Committee is working on making regional planning a more modern and future-oriented instrument. In spring 2003, the Government will present its strategy on regional growth, which is intended to contribute to ensuring continued development and growth in all of Denmark.

Administrative boundaries must not comprise a barrier to solving the problems that arise. This is one reason why the Government has appointed a Commission on Administrative Structure that will be examining whether the current administrative structure in Denmark is the optimum system to meet the demands and needs of the future.

As a whole, the Government's various initiatives should provide improved tools to promote regional development. The publication of the final version of the national planning report in spring 2003 will therefore be coordinated with the launch of the Government's strategy for regional growth.

The Government considers ensuring balanced development in Denmark to be a challenge, and spatial planning is an important instrument for creating the framework conditions and thereby for contributing to the balance we want.

The Government hopes that the draft national planning strategy *Balanced development in Denmark – what needs to be done?* will spur constructive debate and give everyone the opportunity to comment and concretize solutions for the renewal process into which Denmark is heading.



Hans Chr. Schmidt

Minister for the Environment



Challenges to balanced development

► **Development in and around Denmark's cities occurs differently to that around large towns and to that around the small towns. The conditions, challenges and problems facing spatial planning differ correspondingly.**



There is generally substantial equality between Denmark's regions. Cities and large towns with a broad range of services are dispersed throughout Denmark. The transport connections and communication are well developed and have made Denmark easily accessible.

Nevertheless, population, employment and incomes have grown more rapidly in regions with cities and large towns than in regions with small towns in recent years.

Trends in recent years indicate that Denmark is divided into three spatial zones.

- The city regions around Copenhagen and the three provincial cities (Aarhus, Odense and Aalborg) are characterized overall by relatively strong growth in population and employment. These dynamics apply not only to the cities but also to the other towns and rural districts in these city regions. A total of 55% of Denmark's population lives in these regions: 35% in the Greater Copenhagen labour market alone.
- The settlement regions around the larger towns with 20,000 to 100,000 inhabitants have had trends in popula-

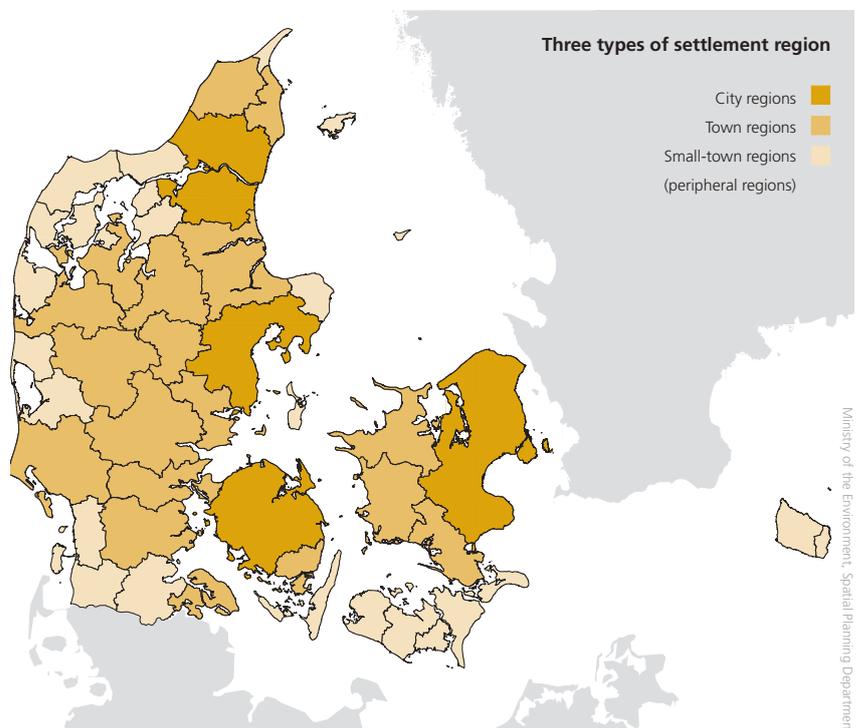
tion and employment that are equal to or slightly less than the national average. The local dynamics are also similar here between the large towns and the surrounding smaller towns and rural districts. About 35% of Denmark's population lives in large-town regions.

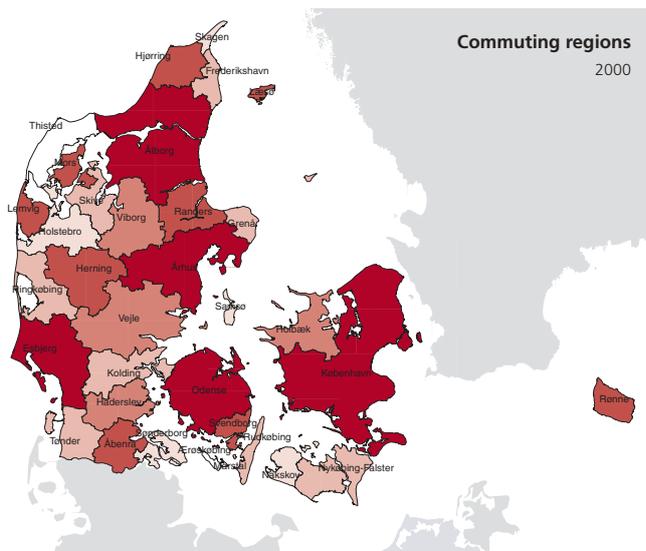
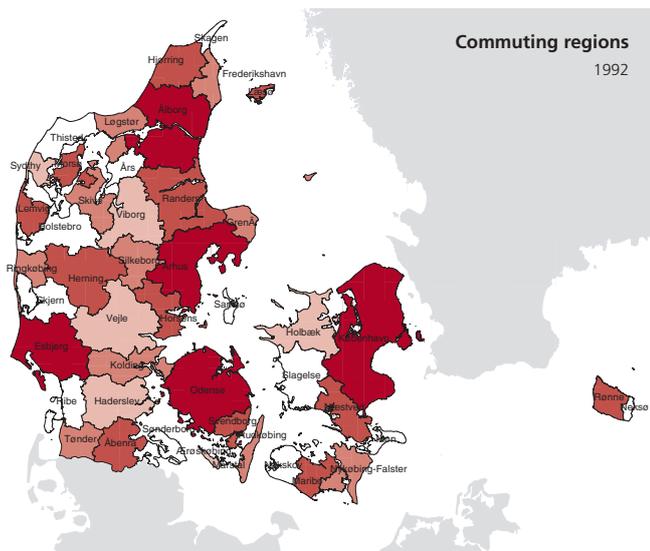
- Settlement regions without large towns have stagnating population and employment. These regions are located peripherally in Denmark and only contain about 10% of the total population.

The differences in dynamics apply not only between the actual urban areas but also between the settlement regions. For example, development in a rural district depends decisively on whether it is part of the settlement region of a city, a large town or a small town. It is correspondingly decisive for development in a small town whether it is located near a city. The relatively lagging development in peripheral regions with no towns with more than 20,000 inhabitants shows that the greatest problems in the development of rural districts are concentrated here.

Three types of settlement region

City regions are the commuting regions for Denmark's four largest cities. Town regions are the commuting regions for towns with 20,000 to 100,000 inhabitants. Small-town regions are the commuting regions for towns with fewer than 20,000 population.



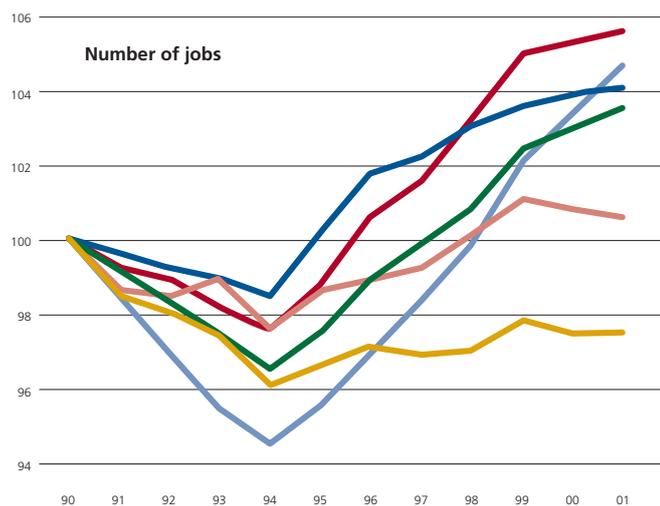


Denmark was categorized into 46 commuting regions in 1992 based on commuting patterns at that time. Increasing commuting means that more and more commuters cross the boundaries between these regions when commuting. The commuting regions therefore coalesce. Thirty-four such regions remained in 2000 using the same definition as in 1992. The small commuting regions have become intertwined in some places, and in others the commuting region of a small town has coalesced with that of a larger town or city. The towns and commuting regions around Silkeborg, Horsens, Næstved and Slagelse have merged with the commuting regions of larger adjacent towns.

Rural districts in:	Jobs 2001 thousands	Growth, 1990–2001 %
City regions	140	5.8
Town regions	247	2.5
Small-town regions	112	-4.9
Denmark as a whole	2,764	3.8

► **Employment and development opportunities are especially inadequate in rural districts located far from large urban areas.**

The dynamics of rural districts differ substantially depending on the region in which they are located. Rural municipalities in the settlement regions of large towns and cities have grown more rapidly than average, whereas employment has declined in rural municipalities in the settlement regions of small towns.



City pop. > 100,000
Copenhagen
Town pop. 30,000–100,000
Denmark

Town pop. 20,000–30,000

Town pop. < 20,000

The number of jobs has generally grown most strongly in the settlement regions including the provincial cities (Århus, Odense and Aalborg) and, from 1995, also in Copenhagen. The labour markets around Aarhus, Odense and Aalborg had a combined total of 6% more jobs in 2001 than in 1990. The labour markets around the towns with 30,000 to 100,000 inhabitants have also done relatively well. In contrast, employment in the labour markets without towns of at least 20,000 population has stagnated and was 22% lower in 2001 than in 1990.

There are differences between north, east, south and west

The development opportunities of the regions should be more in focus. But this should be based on the prerequisites of each region. Every town and every region has its special characteristics, attractions and competencies.



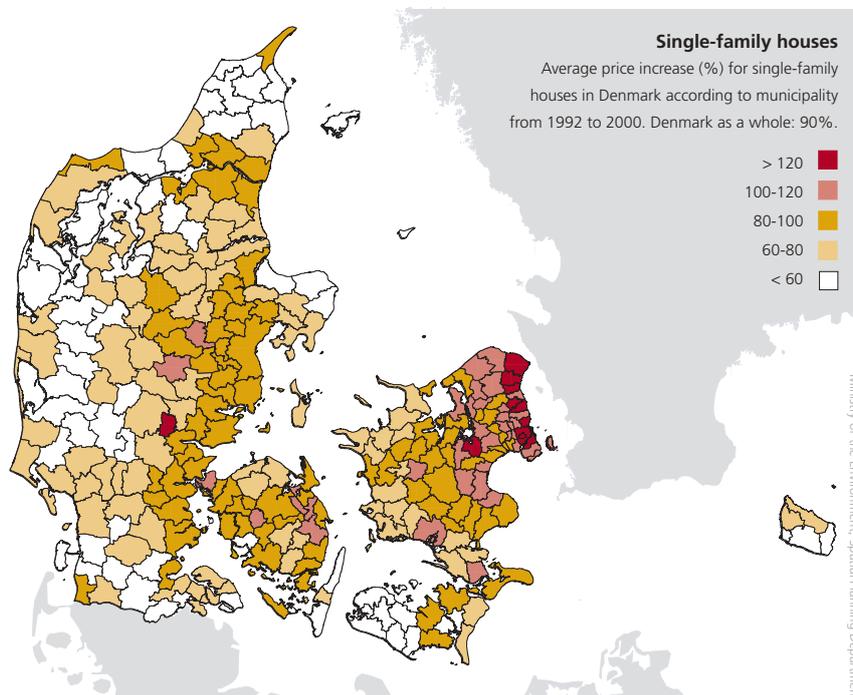
Each region has its business competencies. The landscape in which we live our daily lives varies. Towns are arranged differently and have different tasks. The challenges and problems therefore also vary. There are differences between the regions in which population growth and business development require expanding into undeveloped land and the regions in which maintaining the population and employment at current levels is difficult.

Spatial planning must adapt to functioning under different conditions and therefore emphasize different challenges depending on the geographical location in Denmark. The aim is to promote growth and sustainable development in each region by starting with the region's strengths, special qualities and competencies and the local and regional objectives and strategies.

Each town and region must define its role in relation to other parts of Denmark. Towns and municipalities in the same settlement region should agree on a division of tasks, such as in the form of a local policy on the urban pattern and strategy for business development, to ensure that everyone does not designate land for the same purposes but instead considers the overall needs of the region.

The plans for transport and policy on location should be coordinated to locate workplaces and other functions that create demand for transport in towns such that the overall transport system is used most efficiently.

The dynamics in towns and cities are decisive for regional development. The efforts to make towns and cities function better and be more attractive should therefore be intensified. Urban identity, the architectural expression and a good environment are the key words in this connection. The increased demand for housing in towns and cities emphasizes the need to build forms of housing that do not require as much land as traditional single-family detached houses.



Housing prices increase dramatically
The price of housing has increased dramatically in Denmark. This means that it is important to build dwellings of varying size and in different price categories to ensure a diverse composition of local communities.



► Efforts should be made to improve the existing urban environment and to create better districts with urban identity and high quality.

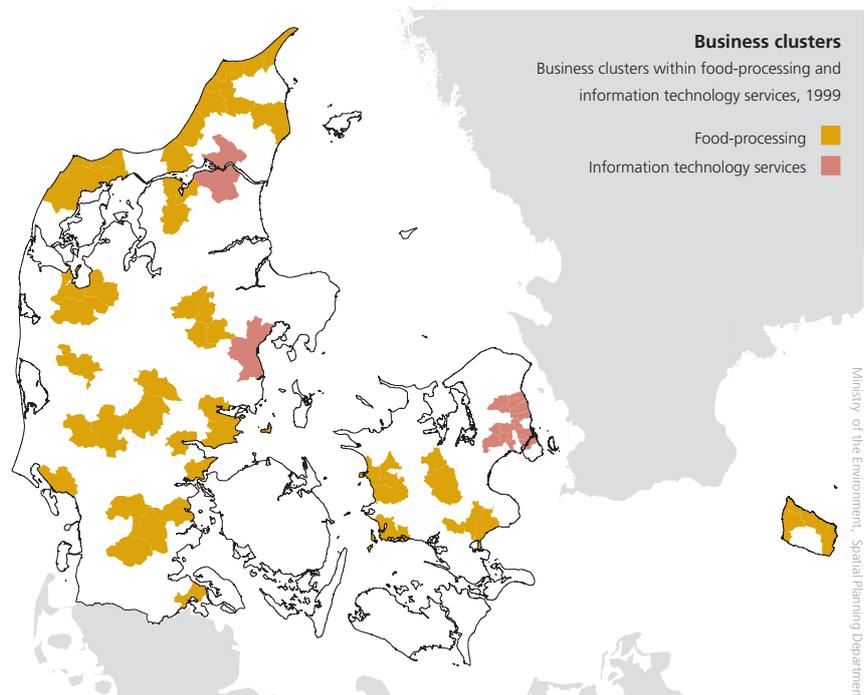
Disused industrial and harbour areas should be assessed with the aim of determining which areas are still best suited for traditional industry and which are potentially suitable for being converted into other urban functions.

Peripheral regions generally need to attract a group of residents who can contribute to the local economy. The counties and municipalities may select very small towns, based on whether their growth can achieve the greatest benefit for the surrounding area, and support them in promoting urban development. The growth in small towns should take place to the extent possible where there is reasonable certainty that the purpose of the growth can be achieved, such as maintaining a reasonable level of services for retail trade, schools and public transport.



Cooperation in business clusters

Companies in each business sector are concentrated in specific parts of Denmark. In these areas, one business sector is usually a key aspect of local business development. The food-processing industry is widespread in many areas of Denmark because of the raw materials provided by agriculture and fisheries, whereas the business clusters in services within information and communication technology are concentrated in the large cities. Many companies cooperate in business clusters crossing both municipal and county boundaries. Spatial planning for business clusters can therefore benefit from being developed in cooperation between various municipalities and counties.



Flexible regions

- ▶ **The conditions in many sectors demonstrate that the challenges should be taken up across the existing administrative boundaries. There are many examples of municipalities and counties cooperating because a broader geographical perspective is required. New effective solutions have been found that transcend the administrative boundaries in many important sectors.**

When labour-market regions coalesce and the settlement regions of cities and towns transcend municipal and county borders, the problems that emerge must be solved in a more comprehensive context. Development in many sectors, such as business development, settlement, the supply of services and education, shows that sensible solutions cannot be ensured within the existing administrative boundaries. The problems transcend the boundaries. For example, if commuting between municipalities and between cities and towns increases, some towns take on the role of residential communities. Transport problems can therefore only be solved by examining them in a broader context, which generally means that a broader regional perspective and occasionally national perspective must be adopted to ensure well-functioning regions.

Extensive and increasing cooperation is taking place across municipal and county

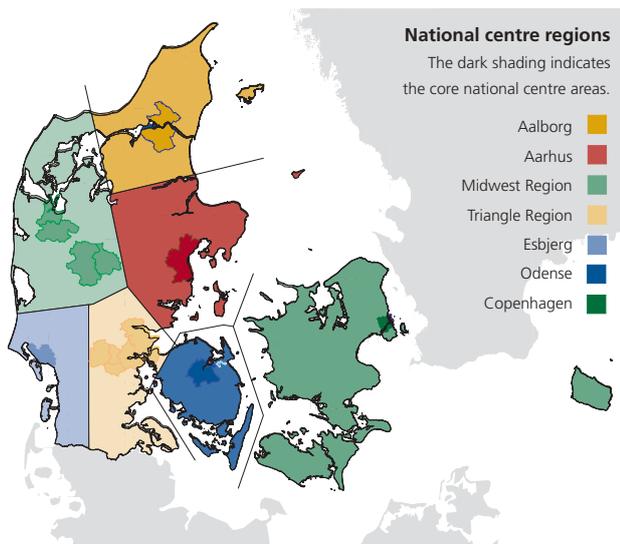
boundaries in many sectors. There are several examples of regional cooperation in which large parts of Denmark collaborate in carrying out the tasks within that sector. This cooperation is often voluntary, and most of the initiatives have come from the bottom up, including when various state organizations are involved in the cooperation. The regional intersectoral cooperation has become so commonplace that a general need is emerging to ensure better strategies and solutions within several sectors.

Each sector has geographical specificity. Not all the challenges involved in each sector alone and in coordinating the various sectors can be tackled by choosing a specific administrative division of Denmark. People do not necessarily reside in the municipality in which they work, and they have a much larger potential region than one municipality to which they can relocate if they decide to move house. The way in which sectors are managed and regulated – the interaction between the private and public actors – differs similarly. As a whole, this means that the boundaries that are suitable for solutions in one sector are not automatically used for other sectors. The regional solutions should instead be adapted to the geographical specificity of the tasks.

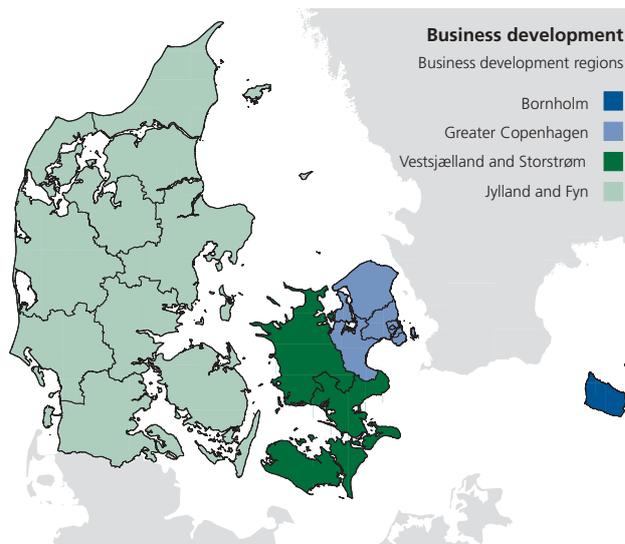
This also gives the state, counties and municipalities new tasks in ensuring balanced development. For example, attempts may be made to manage the conditions of distressed peripheral regions through collective solutions between the counties and municipalities located within a reasonable distance of the peripheral regions. Municipalities and counties must cooperate on spatial planning across their boundaries.

- ▶ **Planning should promote a coherent structure for intermodal transport. Regional strategies should be developed to increase the efficiency of goods transport within counties and towns.**

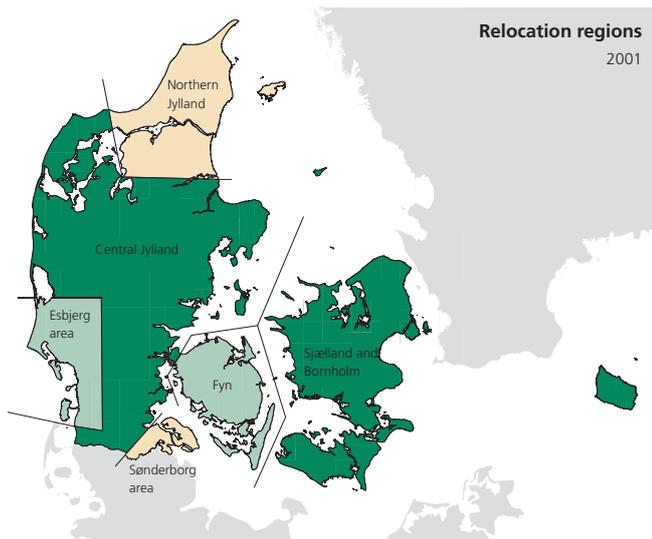




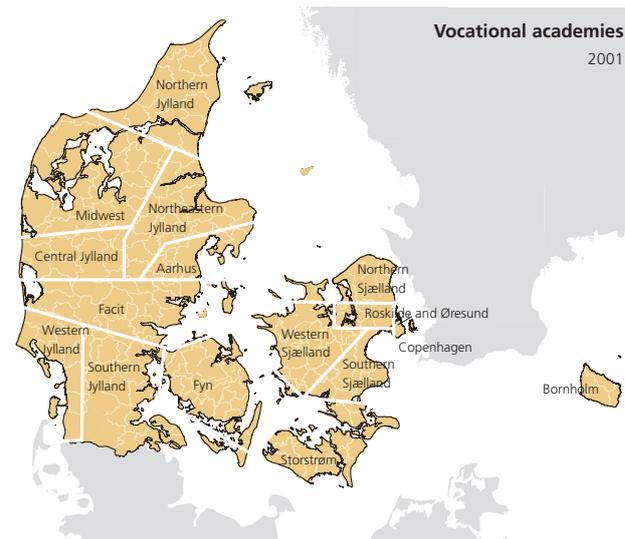
National centres are designated through spatial planning. The services offered in these centres cover the population and businesses in a large region that often transcends county boundaries.



Denmark's counties and municipalities have formed business development regions and cooperate with the state on business development in these regions.



Most people move house within large but relatively delimited relocation regions. Many of the people moving house are young, and the relocation regions are therefore centred around the cities and large towns that are centres of education such as Copenhagen, Aarhus, Odense, Aalborg, Esbjerg and Sønderborg. Municipalities and counties in the same relocation region can benefit from coordinating their policies on housing and education.



Vocational colleges have entered into regional partnerships called vocational academies with the aim of bolstering regional business development. Sixteen vocational academies have been established, often crossing county boundaries.

What needs to be done?

► **Spatial planning aims to improve the spatial quality of towns and rural districts and to promote regional development.**

► **Improving the balance of development in Denmark requires new initiatives. This requires new forms of partnership and attempts to create a new basis for regional development**

The Government's aim of achieving balanced development in Denmark cannot be realized unless the municipalities and counties participate actively. Similarly, many municipal and regional development strategies cannot be implemented without participation by the state. Regional development cannot be promoted without coordinated efforts from all actors.

Differentiated spatial planning

The regional planning authorities and municipalities should use spatial planning to contribute to creating a spatial structure that enables the potential for regional development to be realized. The objective is to create economically robust regions based on the prerequisites of each town and region. Spatial planning should also contribute to coordinating the activities of various sectors and to ensure sustainable development in accordance with the Government's national strategy for sustainable development.

The instruments of spatial planning need to be geographically differentiated. For example, cars are the most important mode of transport in sparsely populated regions, and this must be the starting-point for spatial planning there. Planning for public transport is a key task in densely populated regions. Urban development should correspondingly be planned differently since the qualities of residential or business districts considered attractive will vary.

Cooperation across administrative boundaries

Networks and broad cooperation across administrative boundaries are key to ensuring balanced regional development. Each muni-

cipality can no longer be viewed as a self-sufficient entity. Local labour-market (commuting) regions are tending to coalesce. More municipalities have become residential communities to a greater extent and thereby part of the settlement regions of cities or large towns. The municipalities must consider this in their planning and strategies and must cooperate across administrative boundaries.

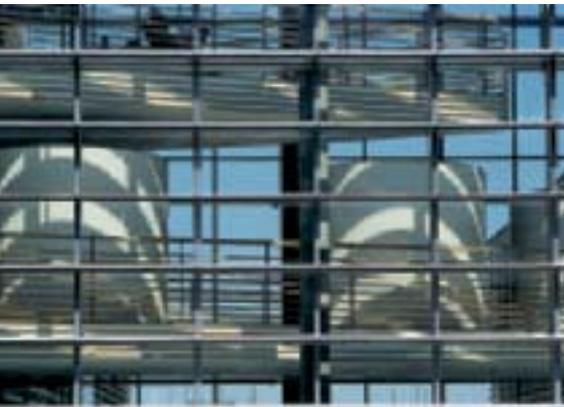
Many companies are gathered in clusters in which companies in the same or similar sectors create local networks. These clusters often transcend municipal and county boundaries. Spatial planning must therefore be coordinated across these boundaries, just as policies on business development are.

Flexible regions

All the challenges in each sector cannot be tackled by choosing a certain administrative division of the country. Strategies must be adapted to the boundaries of the task instead of the existing administrative boundaries. The geography of solutions should correspond to the geography of tasks. Cooperation that transcends the administrative boundaries must be organized into flexible regions. Cooperation transcending the administrative boundaries will be required regardless of how Denmark is structured administratively.

Regional development requires dialogue

Regional development requires dialogue. The content of the dialogue will vary depending on the region. Such themes as settlement, transport, environment, business and education will be in focus. It is also key in regional strategies for growth to determine the





► The developmental balance between the major regions of Denmark should be maintained just as the balance between towns and their settlement regions.

mutual interaction of towns and rural districts and the national and international role of the total region. With its area-based approach and coordinating function, spatial planning serves as an important aspect of regional development strategies by anchoring specific geographical entities and images within visions for development.

The geographical areas that a specific form of dialogue should cover are not predetermined. This depends completely on the themes, problems and tasks included in the dialogue. The key focus will be coordinating strategies and initiatives and working intersectorally to optimize the effects of the resources used in regional development. Thus, a municipality is often engaged in several partnerships that vary in geographical delimitation.

Other questions are associated with dialogue on regional development. How binding should dialogue and cooperation between the parties be? Should local, regional and state authorities be involved in the work of determining regional objectives, targets and strategies? Should mutual agreements be reached on how the strategies will be implemented and the objectives and targets achieved? Should cities and peripheral

regions enter into collective regional partnerships and strategies such that each partnership can counteract imbalanced development within its own geographical area?

From ideas to practice

The Government wants to ensure balanced development in Denmark. This is being done through efforts on many fronts. Regional development is being monitored with the aim of bolstering the regional considerations in the state initiatives significant for regional policy. The Government wants to coordinate the efforts being made for the regions and to produce a clear framework for regional development.

The main message of this national planning report is that new forms of partnership are still needed across administrative boundaries and sectors to improve the framework for regional development. The geography of solutions should be seen in relation to the geography of tasks. But how can this be done? Many partners share responsibility for regional development. Many instruments are suitable to carrying out this task, but debate is needed on how this can best be accomplished. This national planning report is part of the basis for this debate.



Debate on the draft national planning report



BALANCED DEVELOPMENT IN DENMARK – what needs to be done ?

Draft national planning report - **IN BRIEF**

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The draft national planning report *Balanced development in Denmark – what needs to be done?* is part of the Government's basis for debate on how balanced development in Denmark can be ensured.

Public consultation

Public consultation on the draft national planning report will extend from Thursday, 12 December 2002 to Friday, 14 February 2003. Written comments may be sent to the Ministry of the Environment, Spatial Planning Department, Højbro Plads 4, DK-1200 Copenhagen K, Denmark or to lpa@mim.dk.

Public debate meetings

The Ministry of the Environment plans to hold several public debate meetings in various parts of Denmark during January 2003. Invitations will be sent to the counties and municipalities and the dates will be announced on the Web site of the Ministry of the Environment, Spatial Planning Department (www.spatialplanningdepartment.dk).

Draft national planning report on the Web

This draft national planning report – IN BRIEF is a summary of the full draft national planning report (available in Danish only). Both publications are available at the Web site of the Spatial Planning Department (www.spatialplanningdepartment.dk).

Further documentation and material on several of the topics covered in the draft national planning report are available from www.spatialplanningdepartment.dk.

Draft national planning report as a printed publication

The printed versions of these publications are available from:
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Schedule

- Draft national planning report** • published 12 December 2002
- Public consultation period** • 12 December 2002 to 14 February 2003
- Public debate meetings** • January 2003
- Final version of the national planning report** • spring 2003