

INTRODUCING THE EUROPEAN DIMENSION OF DANISH PLANNING

ESPON/ENECON POSTGRADUATE WORKSHOP
TERRITORIAL GOVERNANCE AND COOPERATION
UNIVERSITY OF EASTERN FINLAND
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OUTLINE

RESEARCH CONTEXT

INTRODUCING THE DANISH PLANNING SYSTEM

EPISODES OF EUROPEANISATION IN NATIONAL SPATIAL PLANNING
POLICY

TERRITORIAL GOVERNANCE SHIFTS

SUMMARY AND NEXT STEPS

RESEARCH CONTEXT

Convergence between spatial planning and European policies

In Denmark and also compared with other countries (e.g. The Netherlands)

Spatial concepts

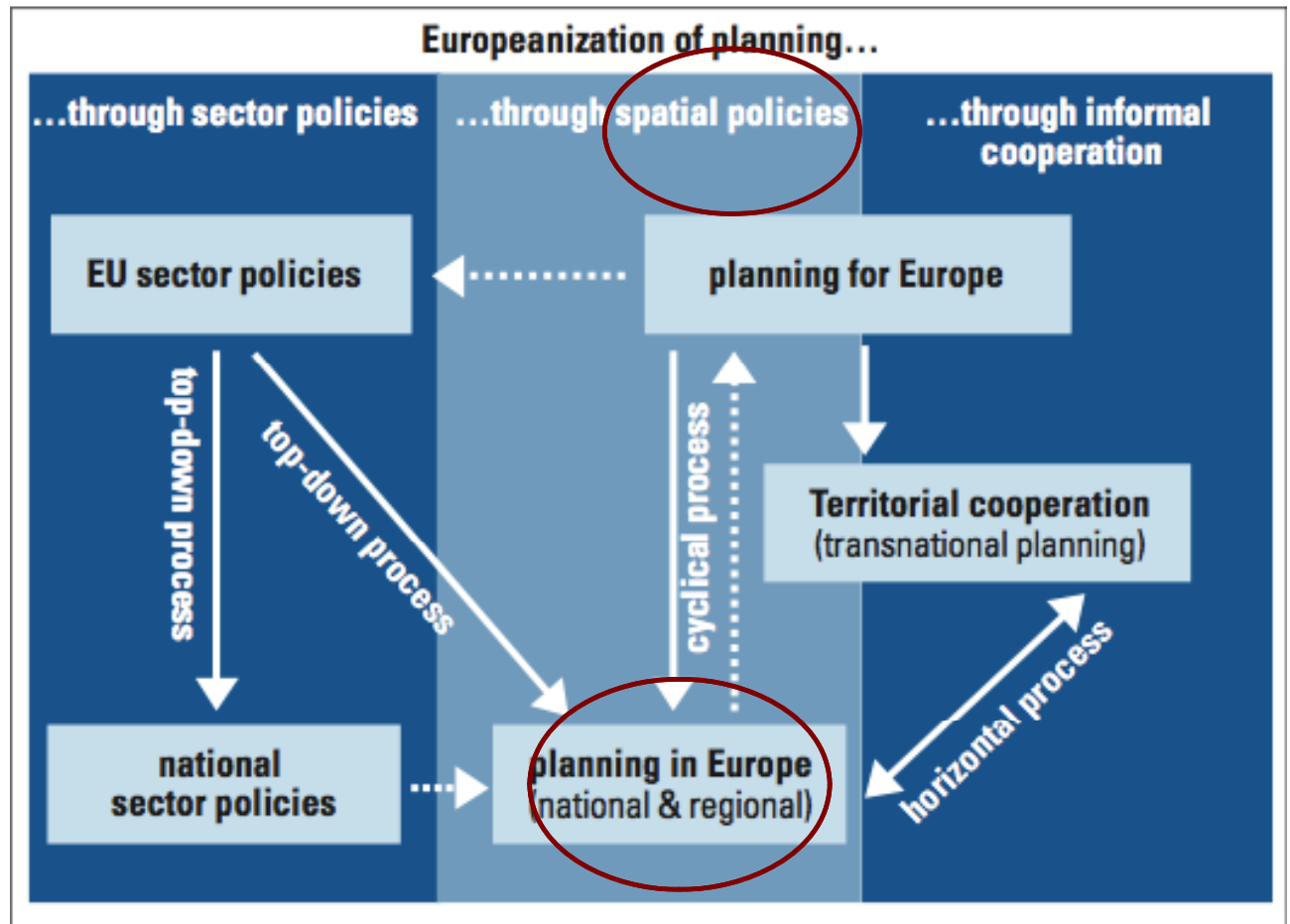
Those that have impacted spatial planning and governance at national and regional level (since the ESDP)

Governance transitions

Changes in domestic governance due to the EU spatial planning dimension

Institutional and policy linkages

Of national planning in terms of coordinating other policy areas



POINT OF DEPARTURE: THE EVOLUTION OF DANISH PLANNING

CEC (Commission of the European Communities) / Enemark, S. (1999) *The EU Compendium of Spatial Planning Systems and Policies - Denmark*, Luxembourg: Office for Official Publications of the European Communities.

Enemark, S. & Jørgensen, I. (2001) National-level planning in the Danish system, in *National-level Planning in Democratic Countries*. An International Comparison of City and Regional Policy-making, (Ed.) R. Alderman, Liverpool: Liverpool University Press.



Galland, D. (2012a) Understanding the reorientations and roles of spatial planning: The case of national planning policy in Denmark, *European Planning Studies*, 20 (8): 1359-1392.

Galland, D. (2012b) Is regional planning dead or just coping? The transformation of a state socio-spatial project into growth-oriented strategies, *Environment & Planning C: Government & Policy*, 30 (3): 536-552.



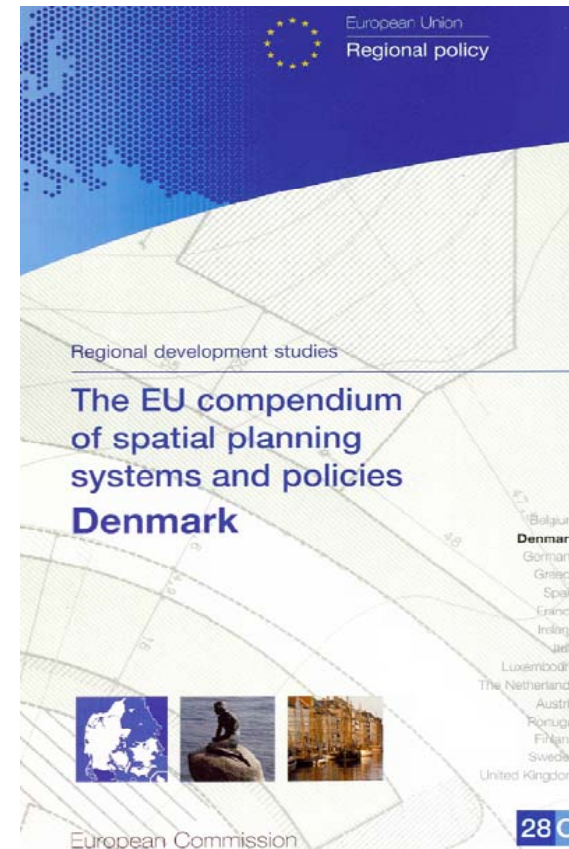
Galland, D. & Enemark, S. (2013 forthcoming) The Danish National Spatial Planning Framework, *Planning for States and Nation-States: A Transatlantic Exploration*, Lincoln Institute of Land Policy.

FOUNDATIONS

THE DANISH SPATIAL PLANNING SYSTEM

EU Compendium of Spatial Planning Systems and Policies

- Danish spatial planning as a *comprehensive-integrated* system
- “... systematic and formal hierarchy of plans from national to local level, which coordinate public sector activity across different sectors but *focus* more specifically on *spatial co-ordination* than economic development” (CEC, 1997, pp. 36-37)



DENMARK AT A GLANCE



43,000 km²

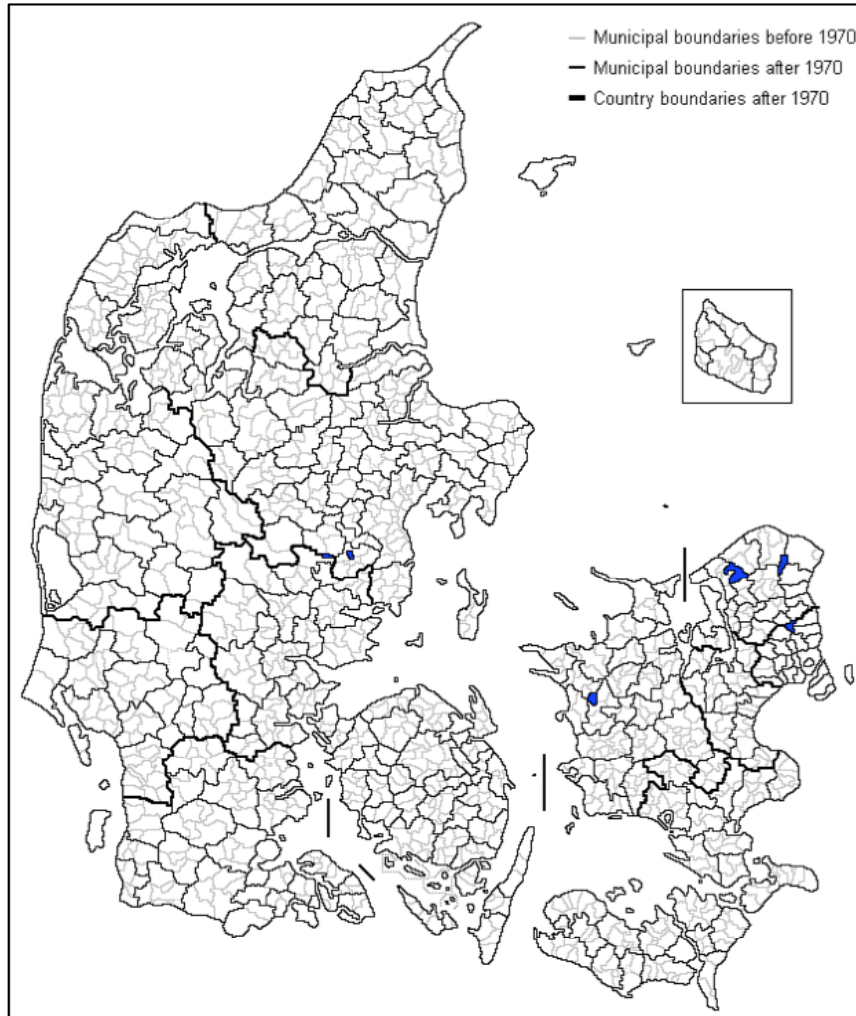
5.58 million
inhabitants

1/3 living in Greater
Copenhagen

66% agriculture
16% heathland
10% urban
7% water bodies

HISTORICAL BACKGROUND

1ST MUNICIPAL REFORM (1970)



Executed based on:

Territorial considerations

Synchronised effort to address inequality / demographic unbalances

Functional relationships

Mobility & commuting patterns between municipalities

Logic: One city – one municipality

State spatial project to attain:

Territorial synchrony

To differentiate state territoriality

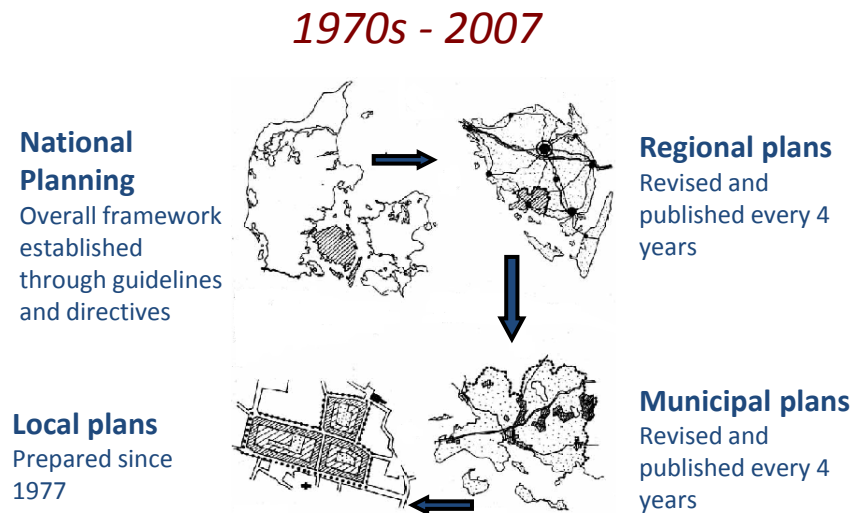
To provide functional unity and

Operational coordination and coherence

(Hajer, 2003; Brenner, 2006)

HISTORICAL BACKGROUND

1ST MUNICIPAL REFORM & THE DANISH PLANNING SYSTEM



- Keynesian welfare national state

Planning as “...the spatial expression of the welfare state”

(Jensen & Jørgensen, 2000)

Planning as a societal need to achieve equal development!!

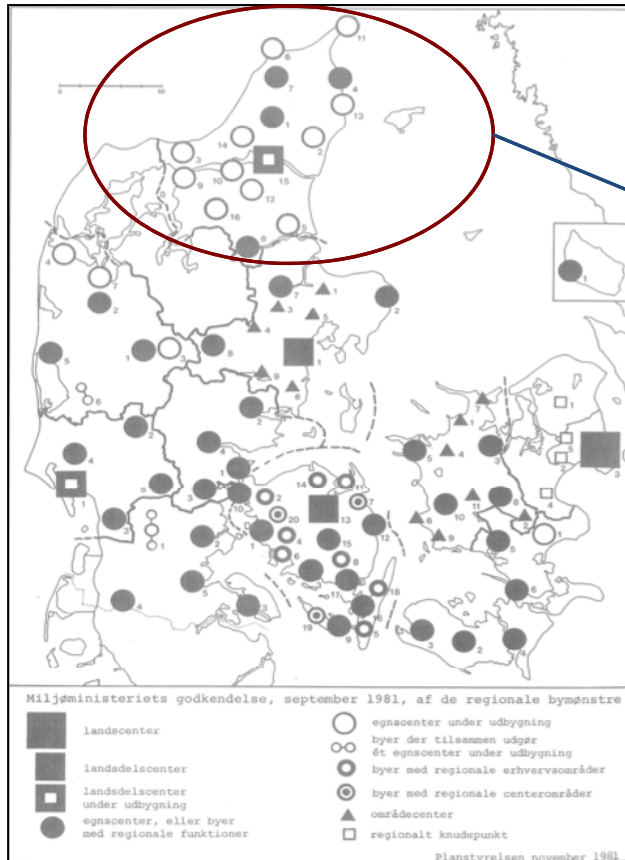
- Principle of framework control

Plans at lower levels cannot contradict plans at higher levels

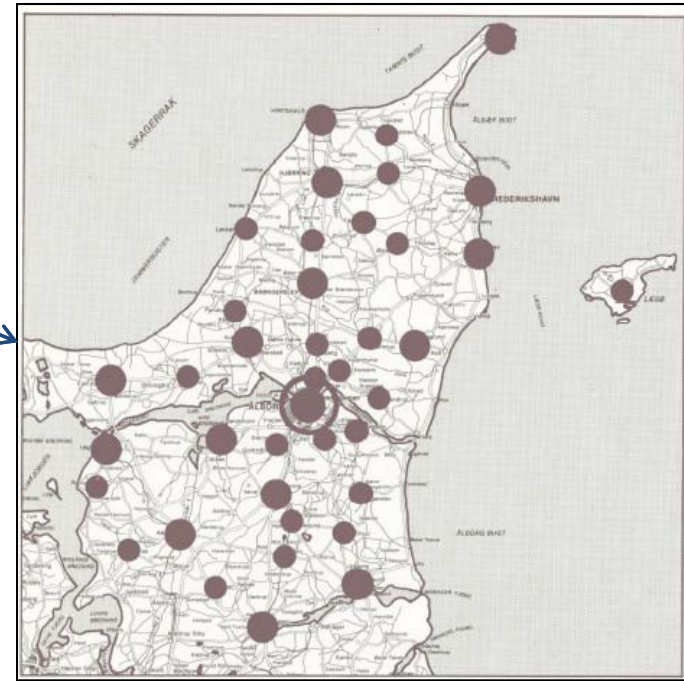
FOUNDATIONS

NATIONAL AND REGIONAL SPATIAL PLANNING

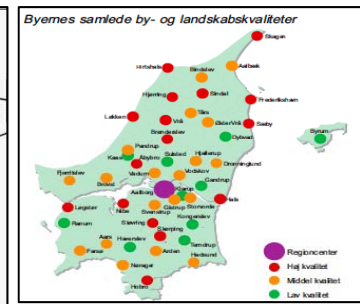
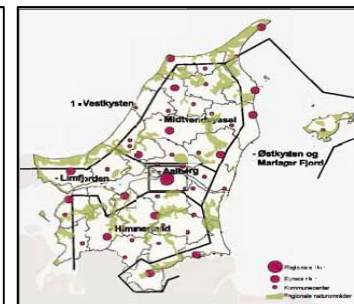
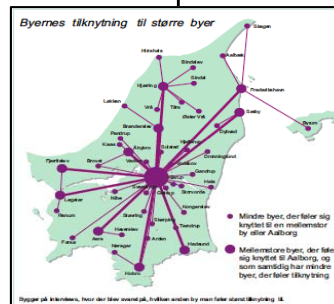
1981



1980 - 2005



*Socio-spatial logic:
Hierarchical urban pattern*

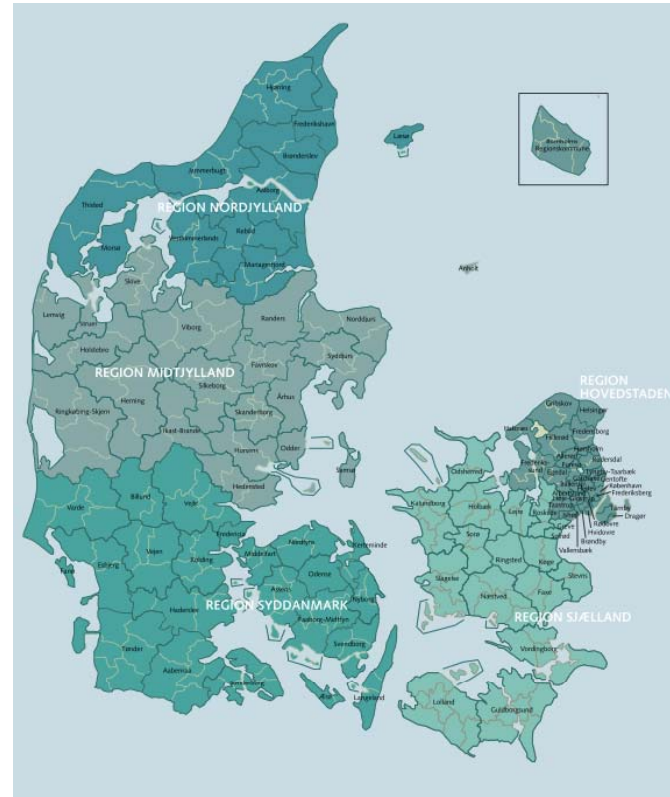


2ND MUNICIPAL REFORM (2007)

- Amalgamation of municipalities and *abolition of the county level*
- Process geared towards managerial efficiency and economies of scale, overlooking geographical criteria
- Rescaling of planning tasks and responsibilities:

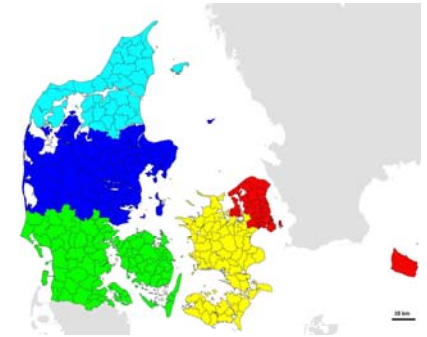
“Centralised – decentralisation”

(Andersen, 2008)



2ND MUNICIPAL REFORM (2007)

PLANNING IMPLICATIONS



- The scope and performance of the planning system changed in terms of:

- *Planning conception*
- *Planning roles*
- *Spatial logics*
- *Development orientations*
- *Institutional arrangements*

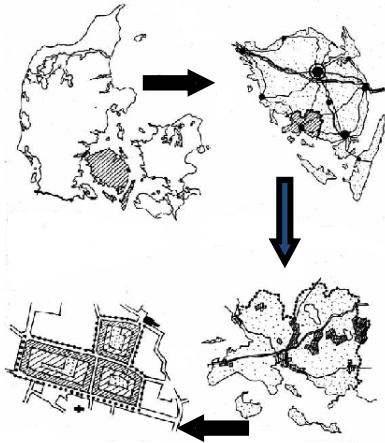
(Galland 2012a, 2012b)



THE NEW DANISH PLANNING SYSTEM

National Planning

Overall framework established through guidelines and directives



Regional plans

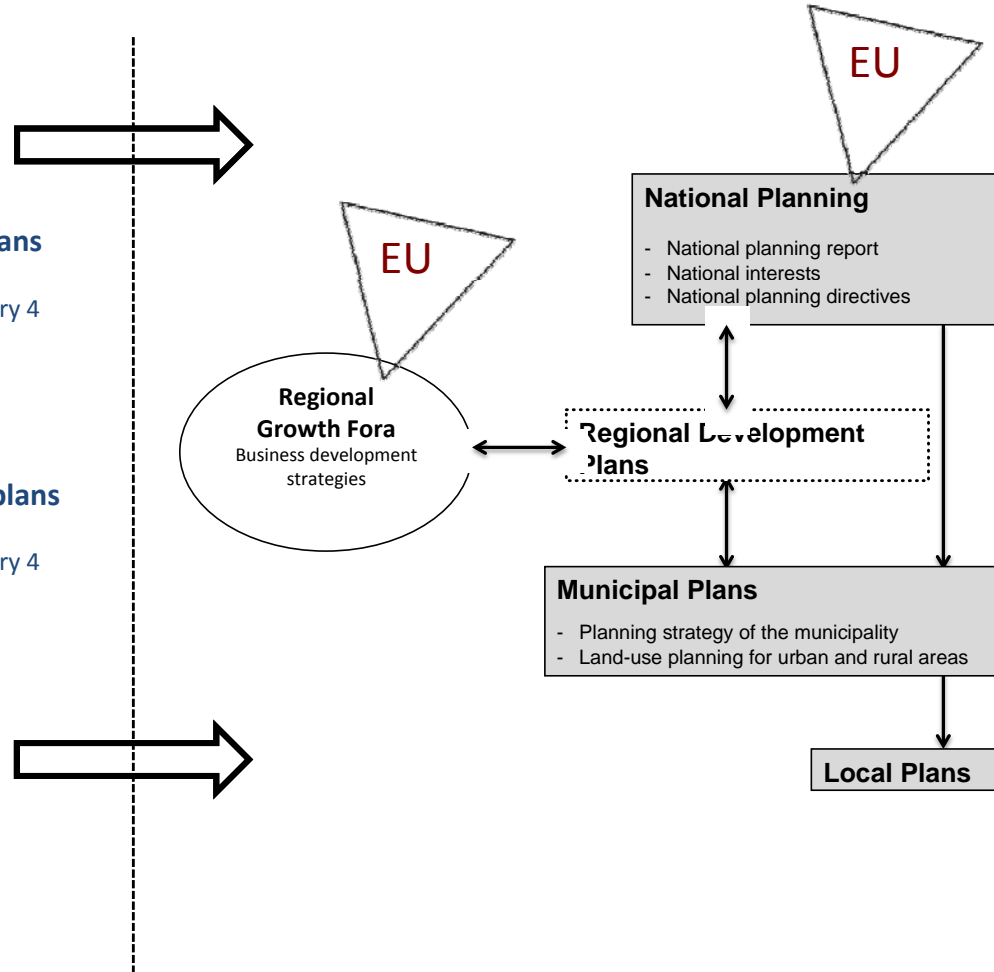
Revised and published every 4 years

Municipal plans

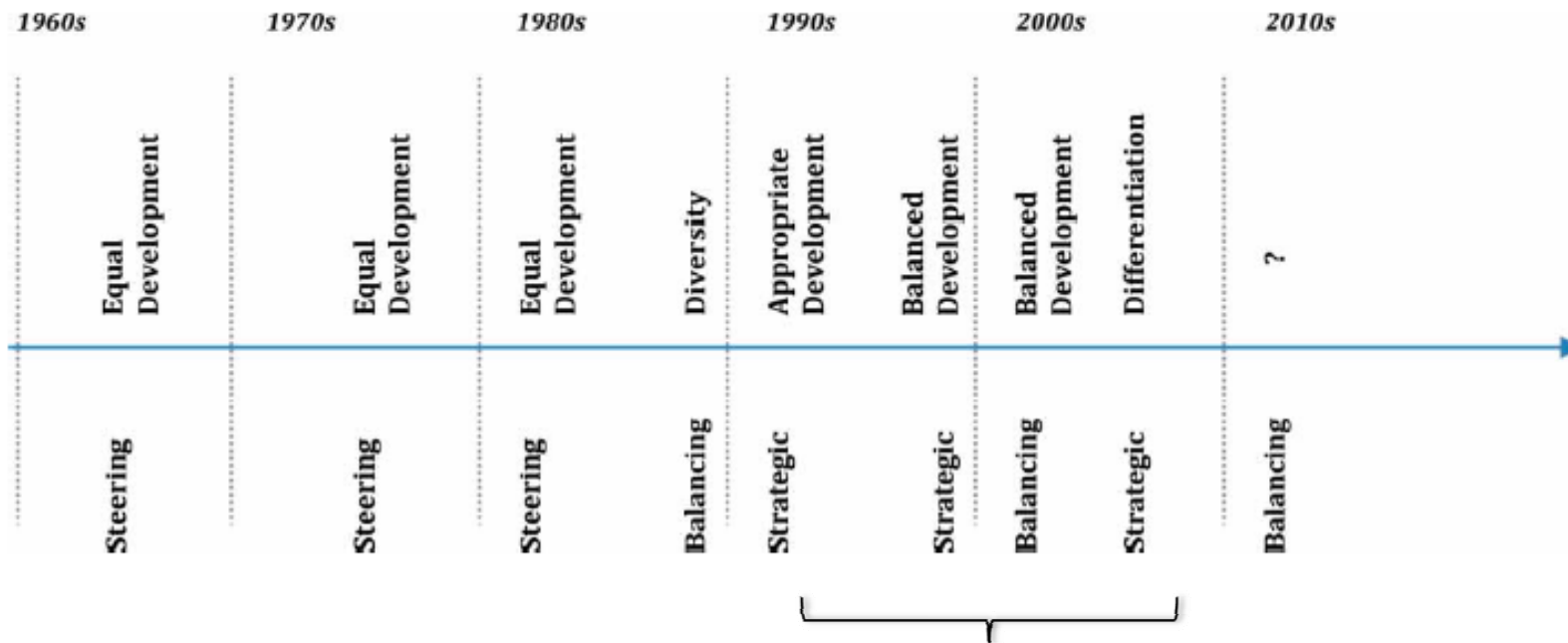
Revised and published every 4 years

Local plans

Prepared since 1977

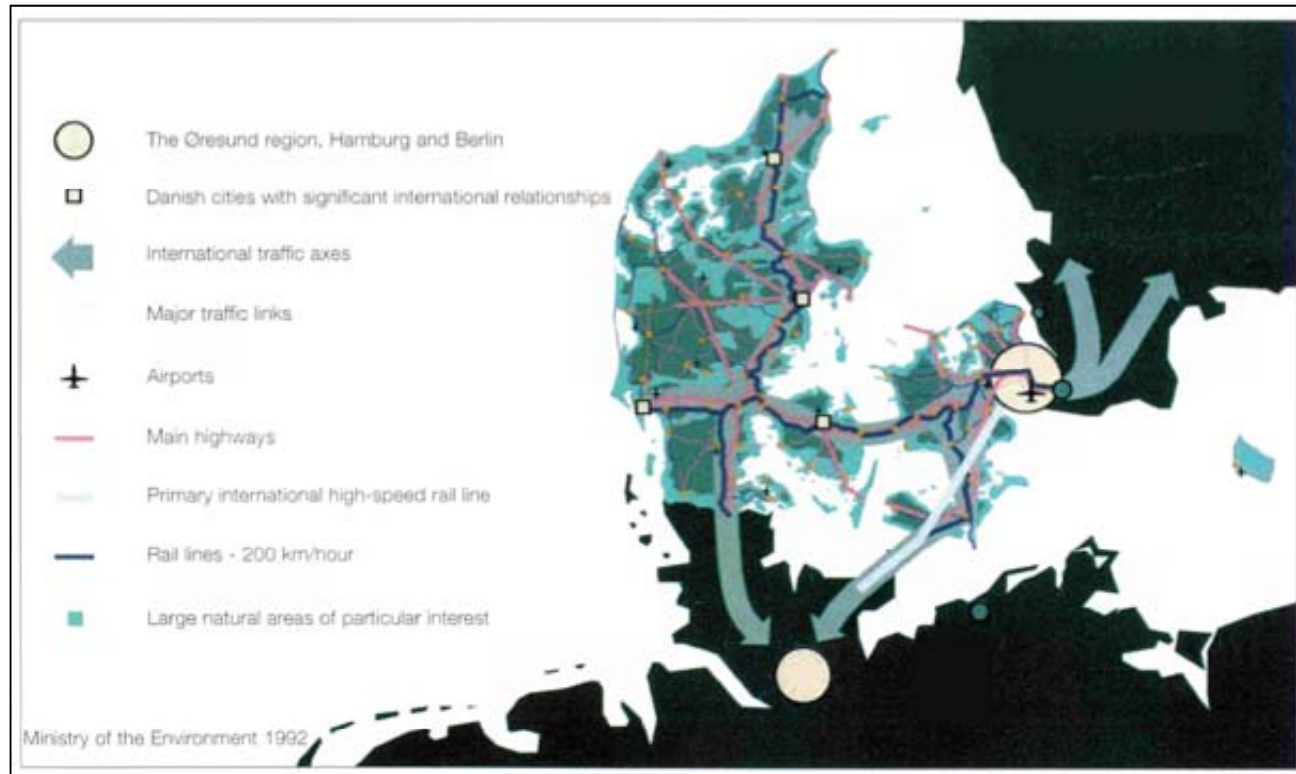


DEVELOPMENT ORIENTATIONS & NATIONAL PLANNING ROLES



**Episodes of Europeanisation
in National Spatial Planning
Policy**

1992 NATIONAL PLANNING REPORT “DENMARK TOWARDS THE YEAR 2018”



(Ministry of the Environment, 1992)

1997 NATIONAL PLANNING REPORT

“DENMARK AND EUROPEAN SPATIAL PLANNING POLICY”

Urban clusters with ambitions to become national centres



National centres 1997



International metropolis



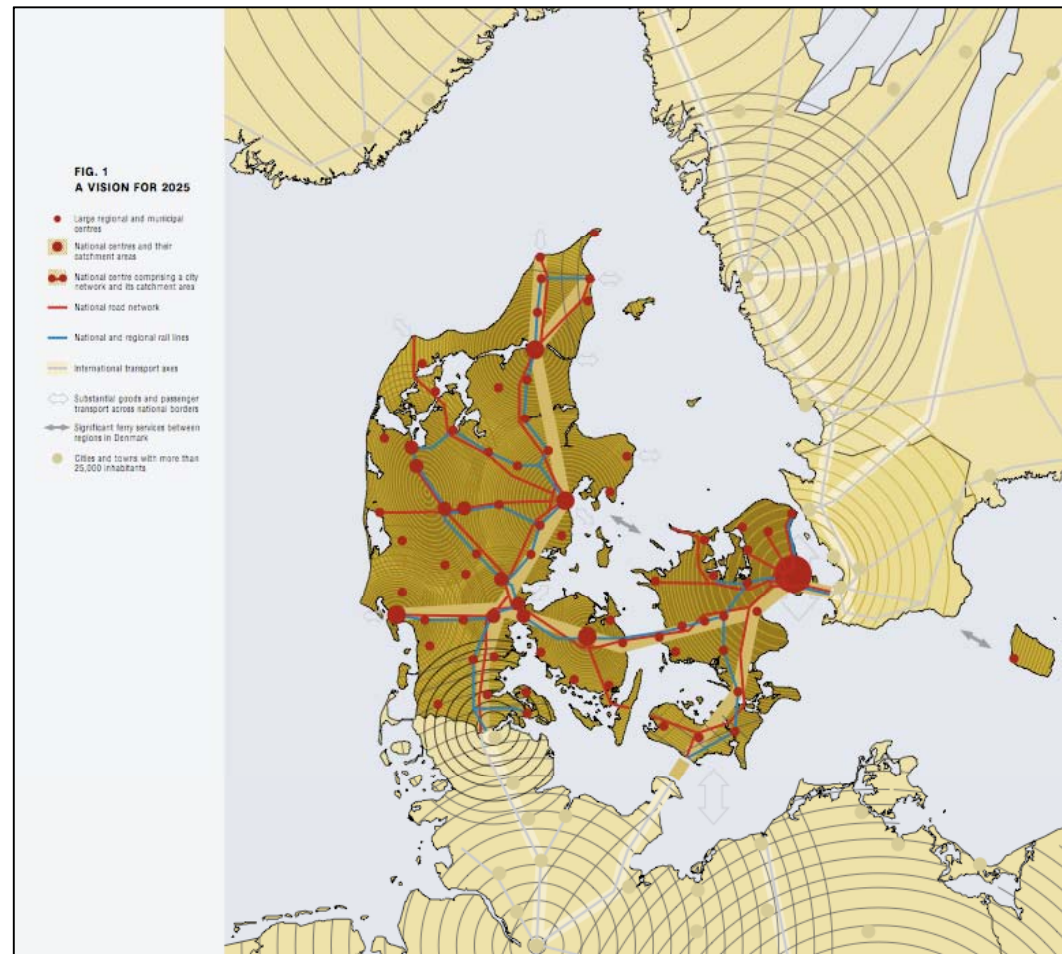
(Ministry of Environment and Energy, 1997)

Aligned with VASAB and ESDP evolving agendas

2000 NATIONAL PLANNING REPORT

“LOCAL IDENTITY AND NEW CHALLENGES”

- Business development focus
- Close cooperation between ministries
- Cross-sectoral ambitions and partnership structures
- Hybrid spatial concepts

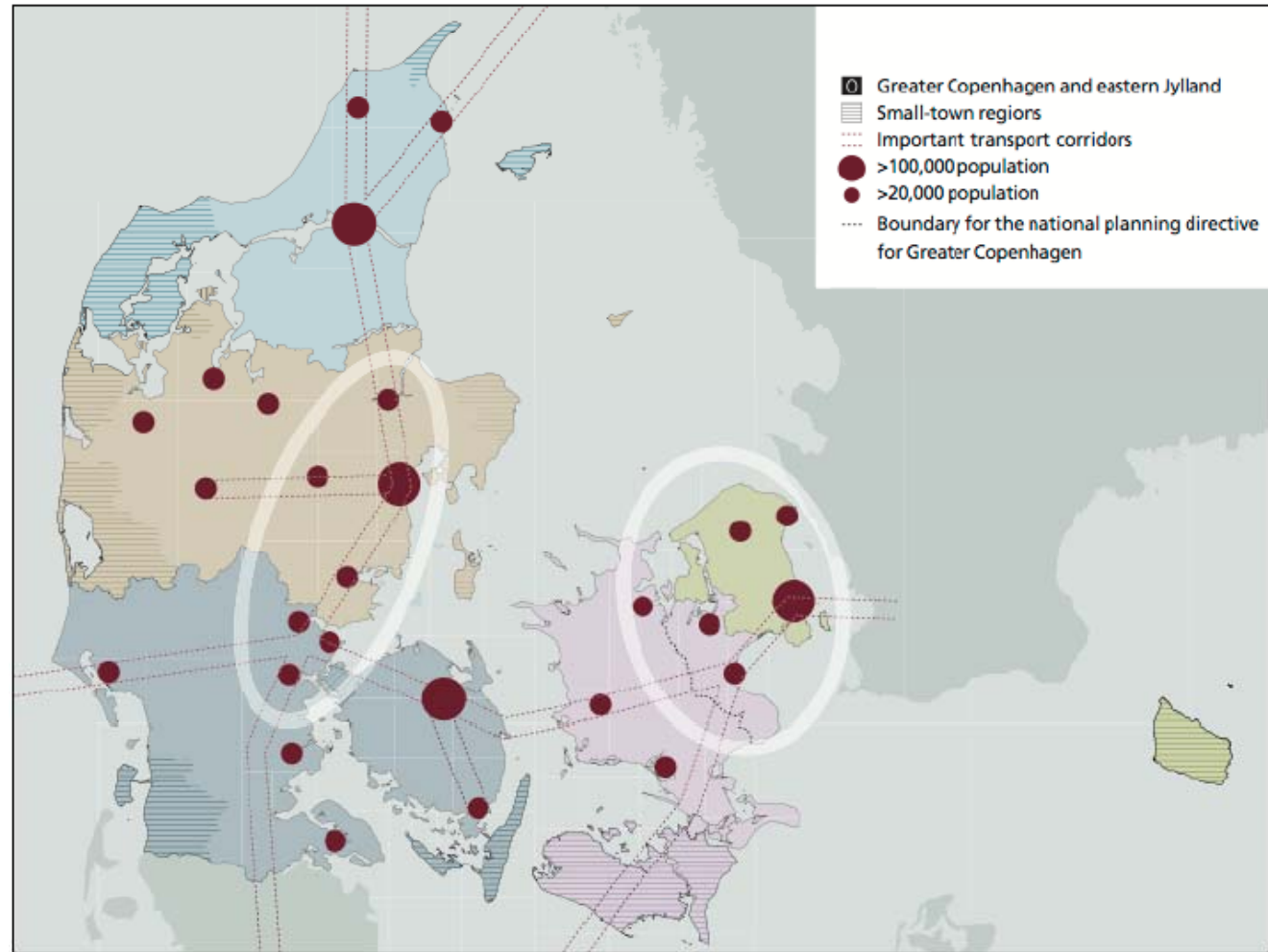


(Ministry of Environment & Energy, 2000)

2006 NATIONAL PLANNING REPORT

“THE NEW MAP OF DENMARK”

- New spatial logic
- Differentiation
- Aligned with globalisation agendas
- Triggered new territorial governance (new planning episodes)



(Ministry of the Environment, 2006)

CURRENT NATIONAL PLANNING POLICY

2010 National Planning Report



- In 2012 - 'Green focus': Sustainable growth, climate and energy, 'the open land'...
- **Unrelated** with the differentiated, strategic spatial reasoning and framing of the former generation of plans (1992, 1997, 2000, 2003 & 2006)

State's interests in municipal planning

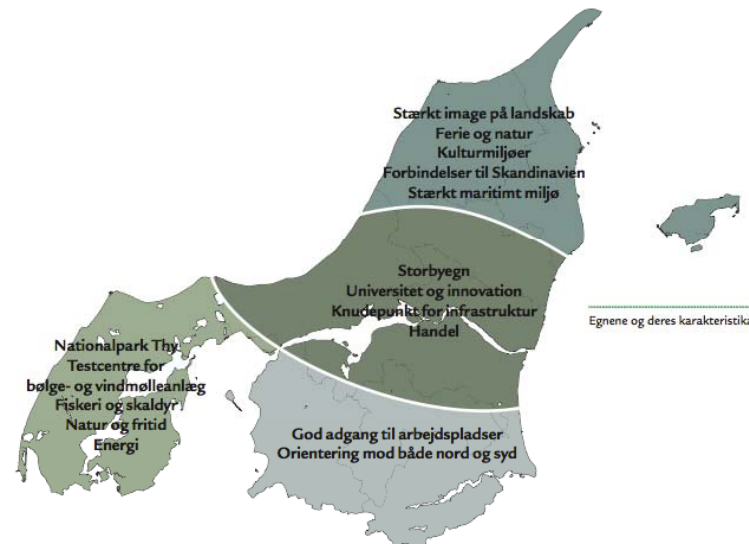


- Instrument stating national (sectoral) policy interests and considerations
- The Minister has the right and obligation to veto municipal planning proposals that contradict national interests

REGIONAL 'SPATIAL' DEVELOPMENT PLANNING

THE POLICY DIMENSION

- Visionary scope
- Focus on regional strengths for economic growth
- In accordance with **business development strategies**



REGIONAL 'SPATIAL' DEVELOPMENT PLANNING

THE GOVERNANCE DIMENSION

Administrative Regions – Regional spatial development plans
Bottom-up, multi-stakeholder processes; flexible character

Regional Growth Forums – Business development strategies
Partnership-oriented bodies; receive EU structural funds

Municipal contact councils – Informal political initiatives
'Soft' parallel planning arenas to foster inter-municipal collaboration

Contested policy objectives and 'competing' governance arrangements hinder the implementation of RDPs

In any case, who thinks about 'regional space' in Denmark nowadays?

SUMMARY

From “equal” to “appropriate” development

From welfarism to neoliberalism

From framework control to “centralised decentralisation”

Due to the abolition of the county level

Divergence from the comprehensive-integrated tradition

Less to do with spatial coordination

Towards less spatial national and regional (spatial) planning?

Latest policies drift away from (EU) strategic spatial planning

Loss of political clout

Government support of other sectors has indirectly decreased the strategic spatial conception of planning at national and regional levels

NEXT STEPS

Institutional policy linkages

How does Denmark currently opt to link to EU policy?

Governance transitions

How have EU structural funds changed institutional relationships in terms of spatial planning?

Spatial impacts

How does EU policy affect spatial development and land-use decision making?

QUESTIONS AND DISCUSSION

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