

# From Planning Control to Growth Management

## Evolution of the National Spatial Planning Framework in Denmark

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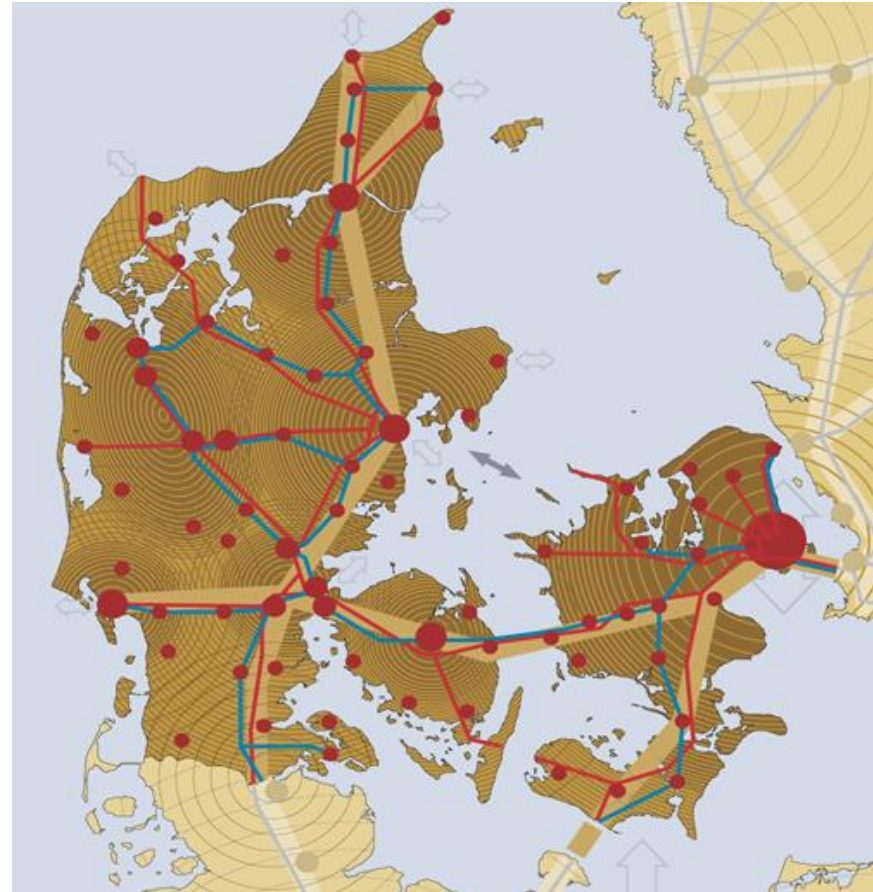
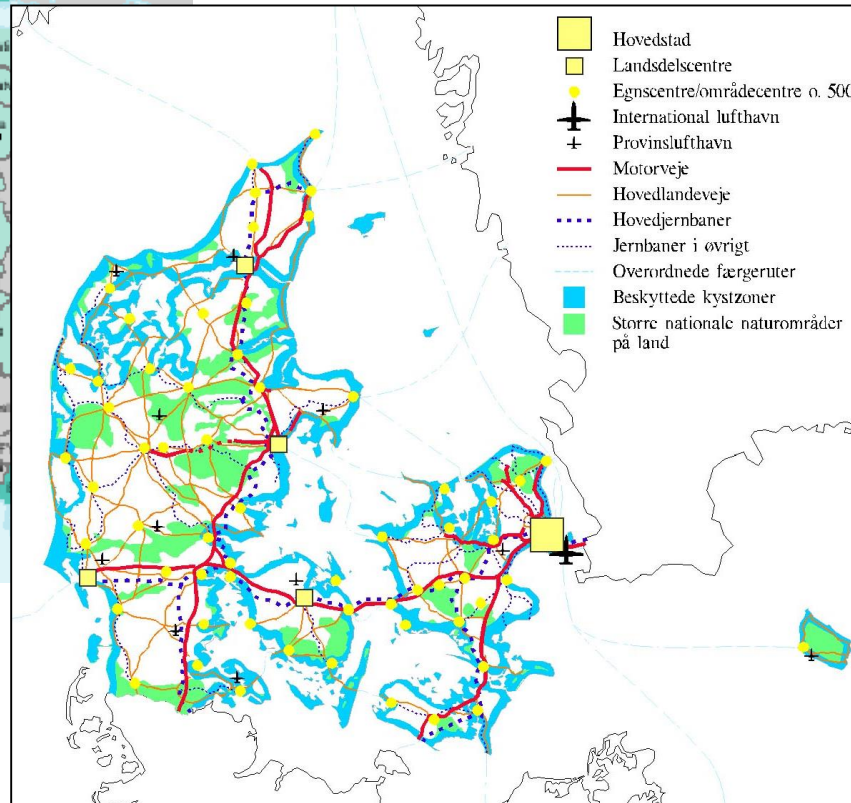


FIG WORKING WEEK 2016  
CHRISTCHURCH, NEW ZEALAND, 2 – 6 MAY 2016

# Denmark at a glance



43,000 sq km

5.6 mill inhabitants  
One third lives in  
the capital area of  
Copenhagen

Flat country  
65 % agriculture  
25% forest, nature  
10 % urban

7.500 km coastline

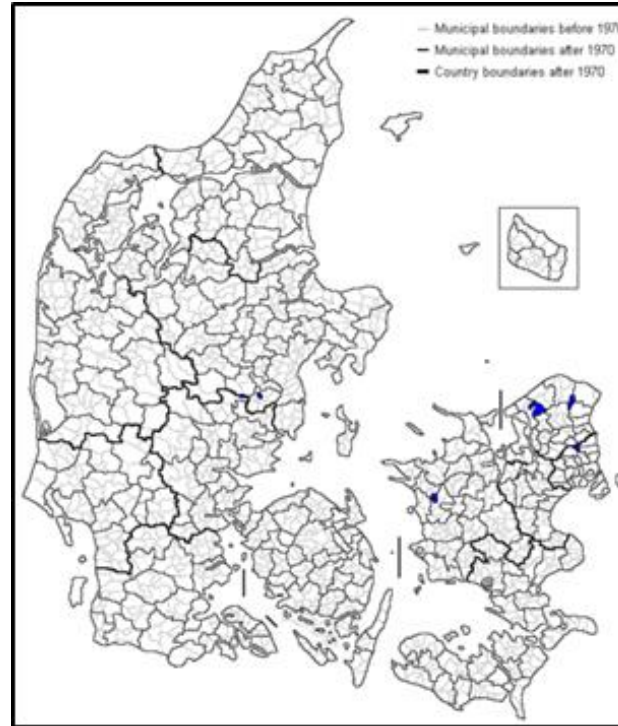
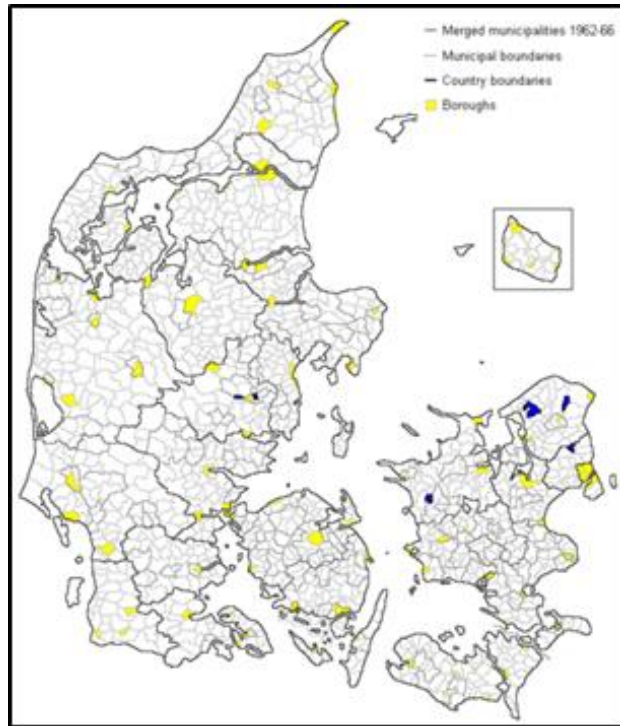
# Wonderful Copenhagen



# Aalborg – my home town



# Administrative Reforms



1960s: 25 counties,  
1388 local authorities

1970: 14 counties,  
275 municipalities

2007: 5 adm. regions,  
98 municipalities

# Framework Control in DK

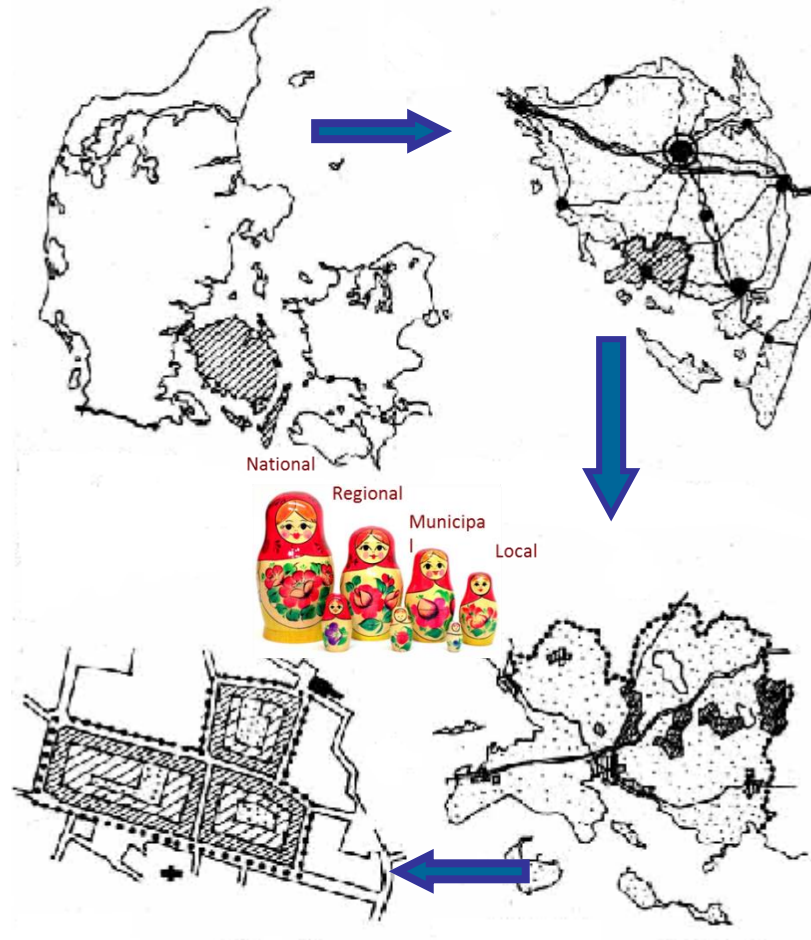
- a decentralised approach

## National planning

The Minister establishes the overall framework through guidelines and directives

## Local plans

Local/neighbourhood planning for land use and development. Legally binding for the land owner



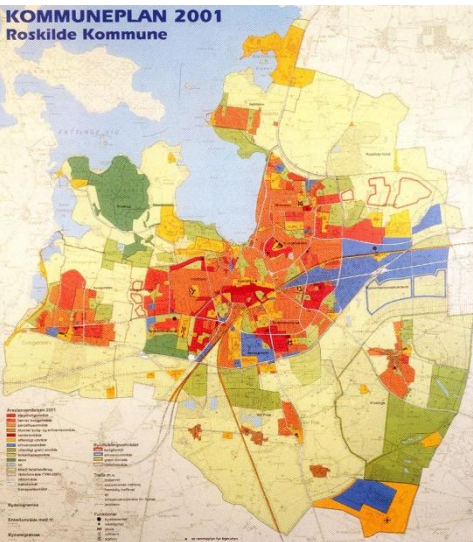
## Regional plans

The 12 regions revise their regional plans every 4th. year

## Municipal plans

The 275 municipalities revise their plans every 4th. year

# Three core principles



- **Decentralisation of planning responsibilities**
  - Local representative democracy responsible for local needs
  - Combining responsibility for decision making with accountability for economic, social and environmental consequences.
  - Providing monitoring and enforcement procedures

- **Comprehensive planning**

- Combining aims and objectives, land-use structure planning, and land use regulations into one comprehensive planning document covering the total jurisdiction

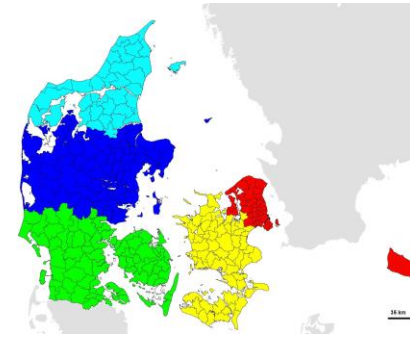
- **Public participation**

- Providing awareness and understanding of the need for planning regulations in respond to local needs.
- Legitimising local political decision making:

**Planning is politics**



# Administrative Reform and Planning Responsibilities



1970s - 2006

**National planning**

**12 Regional plans**

**271 Municipal plans**

**1200 Local plans per year**

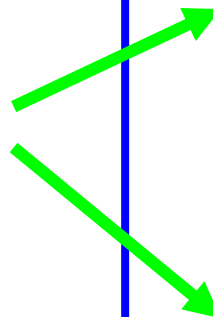
From 2007

**Enforced national planning**

**5 Regional development plans  
(repealed 2014)**

**98 Municipal plans**

**1200 Local plans per year**

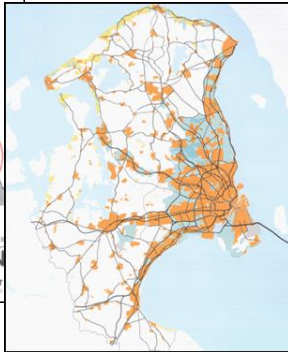
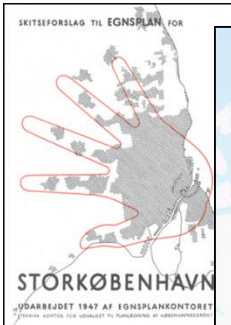




# Policy Institutions and Instruments

Policy institutions			Policy instruments		
<i>Level</i>	<i>Planning authority</i>	<i>Number of inhabitants</i>	<i>Type of plans</i>	<i>Description</i>	<i>Legal effect</i>
<b><i>National</i></b>	Ministry of Business and Growth, Denmark, the Danish Business Authority	5.63 million	National planning reports	National visions regarding functional physical development	Advisory guidelines and recommendations
			National planning directives	Maps and legal provisions /circulars	Binding for local authorities
			Overview of national interests regarding municipal plans	National interests arising from legislation, action plans, sector plans and agreements between national authorities	Binding for local authorities
<b><i>Regional</i></b>	5 administrative regions	1,000,000 on average (wide deviations)	Regional spatial development plans (from 2007 until February 2014)	Advisory and visionary plans	Repealed from the Planning Act
<b><i>Local</i></b>	98 municipal councils	50,000 on average (wide deviations)	Municipal plans	Policies, maps and land-use regulations	Binding for the local authorities
			Local / neighbourhood plans	Maps and detailed legal land-use regulations	Binding for the landowners

# Planning Instruments



## ■ National planning

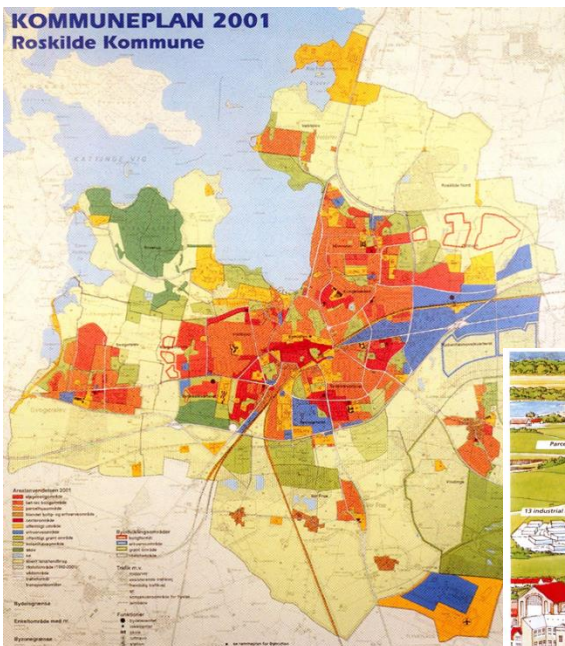
- National planning reports – thematic policies and visions
- National directives – legally binding regulations
- Overview of national Interests in municipal planning steering local authorities to prevent veto

## ■ Municipal planning

- Revision every four years
- Objectives for the main structure and land use regulation
- Framework for the local plans
- Public participation

## ■ Local/neighbourhood planning

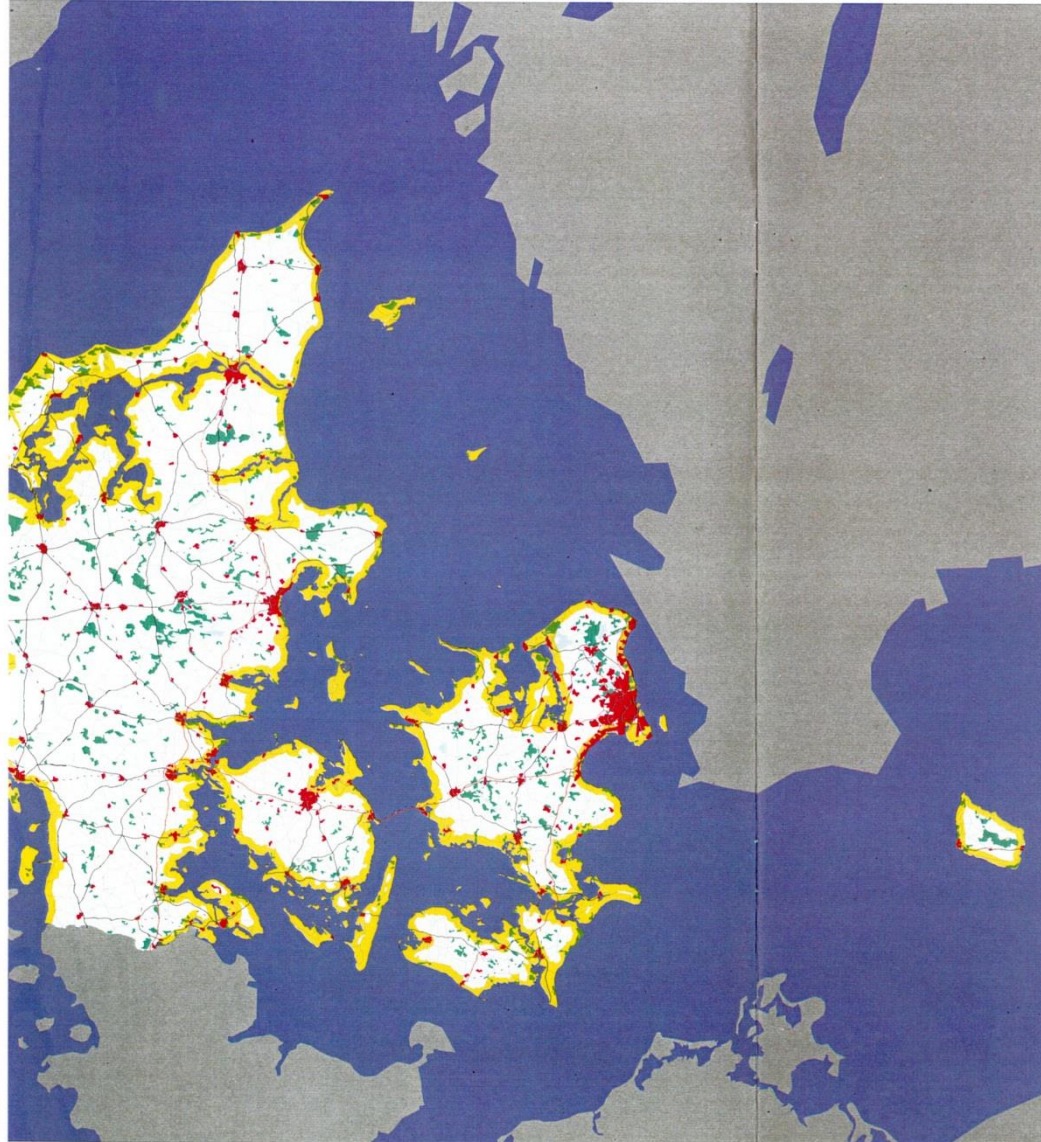
- Implementing objectives of municipal plans
- Mandatory prior to implementation of major projects or projects having a substantial impact on the existing environment and surroundings
- Public participation
- Binding for the land owners



Examples of projects for which a local plan is mandatory.

# Development Control

## Urban - Rural Zoning



### Urban zones

Development is allowed in accordance with adopted planning regulations

### Rural zones

No development is allowed without a special rural zone permit.



Urban zones

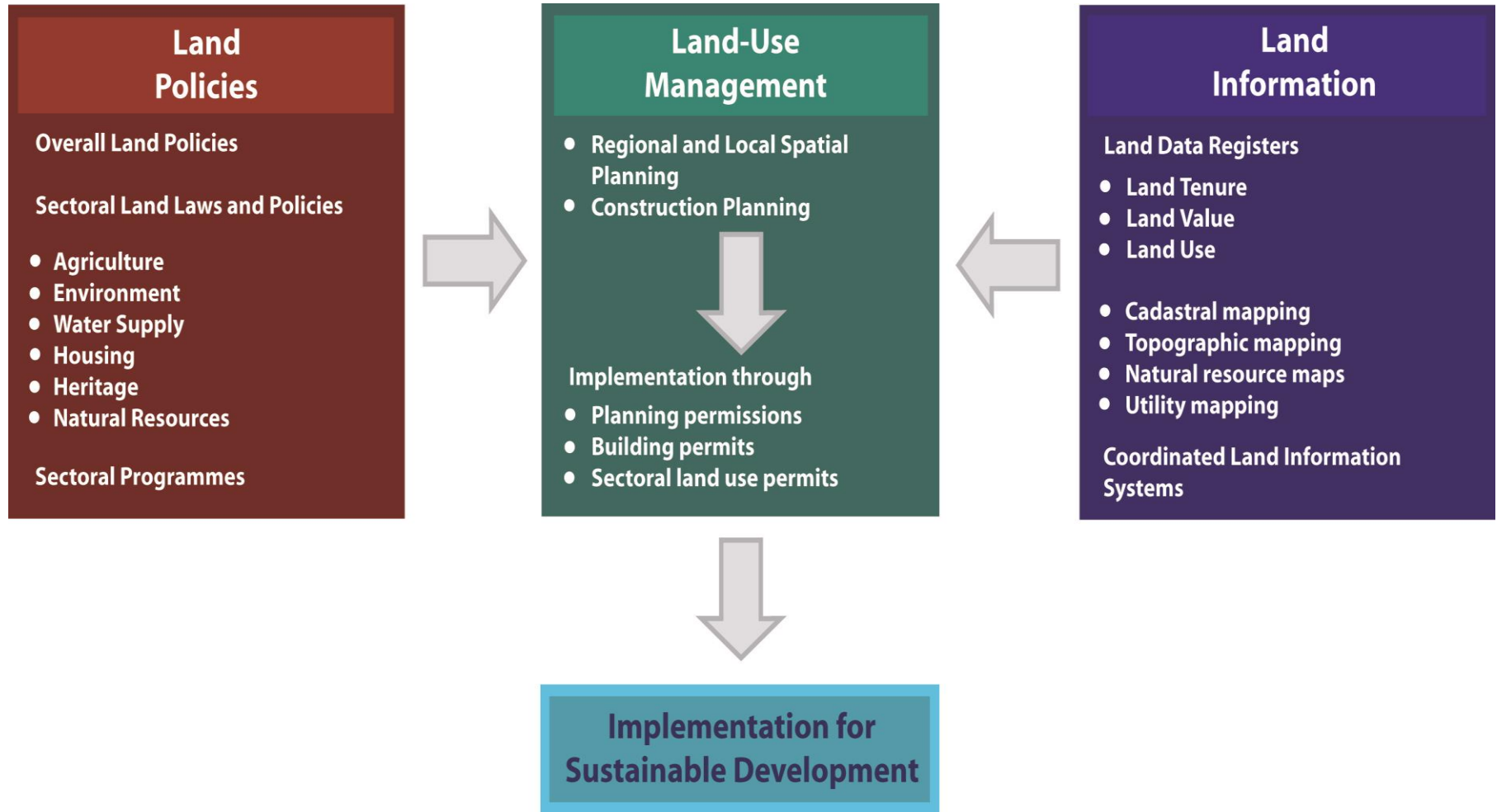


Coastal zones



Naturel reserves

# Integrated Land-Use Management and development control



# The Current Debate

The government proposal  
“Growth and Development  
throughout Denmark



- **Coastal zone development**

Any development is in principle prohibited within 300 metres from the shoreline – and a further 3 km protection zone.

Government proposes that peripheral municipalities be allowed ad hoc development projects within the protected coastal zone.

- **Retail development**

The Planning Act has special rules for planning of retail trade to protect city centre business from retail trade outlets built in the outskirts.

Government proposes to relax such regulations and allow every municipality (regardless of size and location) to build large retail facilities.

- **Rural development**

The Planning Act includes regulations to prevent uncontrolled development and installations in the countryside and to protect valuable landscapes

Government proposes to enable extension of existing business and housing without such a rural zone permit.

- **Other incentives**

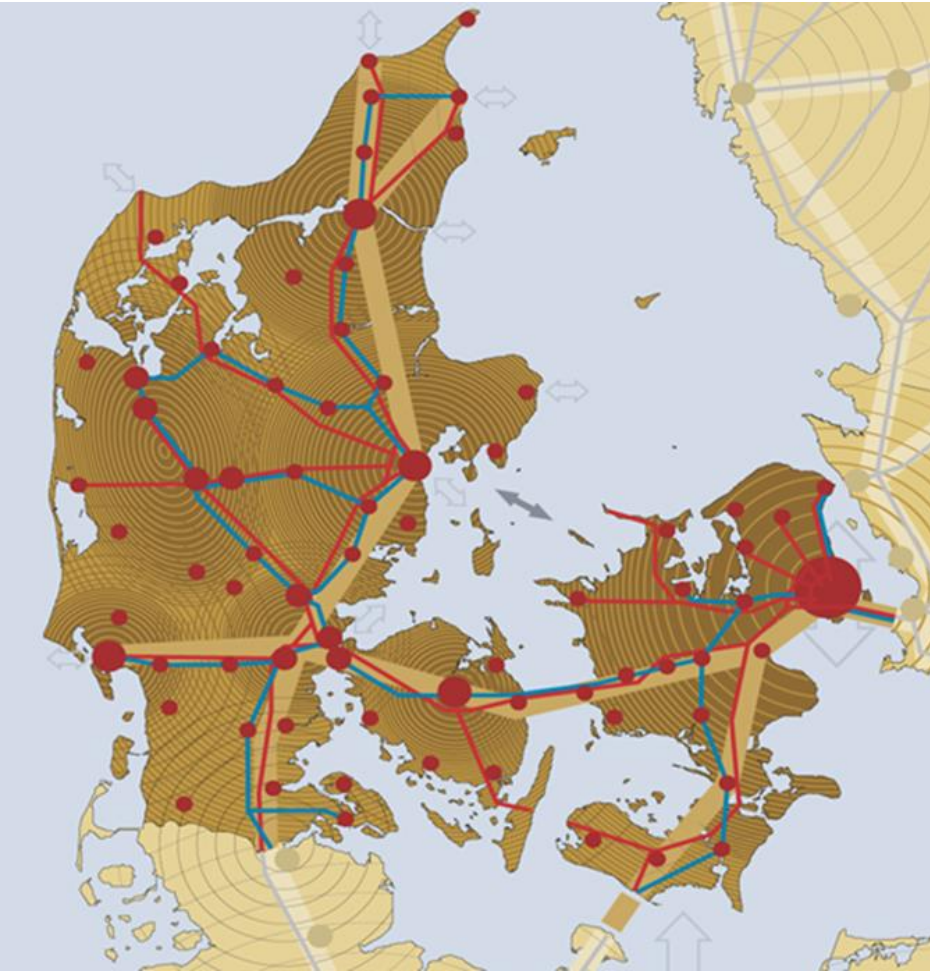
Government proposes a range further initiatives towards liberalisation such as easing the planning process and the regulations for public participation, and improving access to dispensation.

# New Professional Approaches to Planning



- **More flexible planning process**  
Moving towards an initial informal pre-process planning phase to accelerate the normal time-consuming formal planning process.
- **Municipal policy reports**  
A framing policy document to 'kickstart' the planning process and attain political acceptance of the local plan's main content.  
  
The municipal policy report is amended by the city council while involving citizens in hearing processes.  
  
A chief concern still remains in terms of the report's legal status
- **Innovation**  
In practice, these innovative tools show that the planning process has recently developed far beyond the formal planning process per se.  
  
Tools such as this resemble the quest for more flexible procedures at the municipal level to be included by revising the Planning Law.

# Concluding Remarks



- Over the past two decades the Danish spatial planning framework has been considerably transformed in terms of its governance structures and policy instruments.
- In this regard, it could be argued that spatial planning in Denmark currently faces a state of crisis ... compared with the domain's former clout and capacities. However, the legacy of planning is still embedded at the local level – albeit under challenging conditions.
- Recent neoliberal-minded governments have evidently favoured the growth agenda ... in contrast to the former social welfarist objectives.
- This has indirectly caused that spatial planning currently be regarded more as a cost than an asset over the past two decades.