

1.2

Balanced development throughout Denmark  
Denmark in 2025

Denmark's regions are linked by physical infrastructure: roads, railways, harbours and airports. Completing Denmark's network of motorways and the fixed link across the Storebælt have ensured good accessibility.

Physical infrastructure is an important prerequisite for business. Adding more motorways to the physical structure, however, does not necessarily have the desired effect on business development.

Infrastructure significantly affects how the transport of goods and people are organized and carried out, but a comprehensive perspective and integration are often lacking in relation to transport needs. Infrastructure plays a decisive role in the choice of routes and which transport nodes can link the various modes of transport.

One of the Government's important objectives is to shift from giving priority to further expansion of infrastructure to focusing more on using the existing infrastructure to ensure more efficient transport to benefit both the environment and companies. Increasing the efficiency of transport and reducing the congestion on the main commuting routes can be incorporated into the settlement strategy of a region and can contribute to enhancing its attractiveness.

1.2  
Denmark in 2025

It is natural at the start of a new millennium to propose a vision for the spatial planning of Denmark for the next 25 years. Nevertheless, the task of a national planning report is not to express a specific vision or national plan for spatial development in Denmark. The collective regional plans and municipal plans carry out this function.

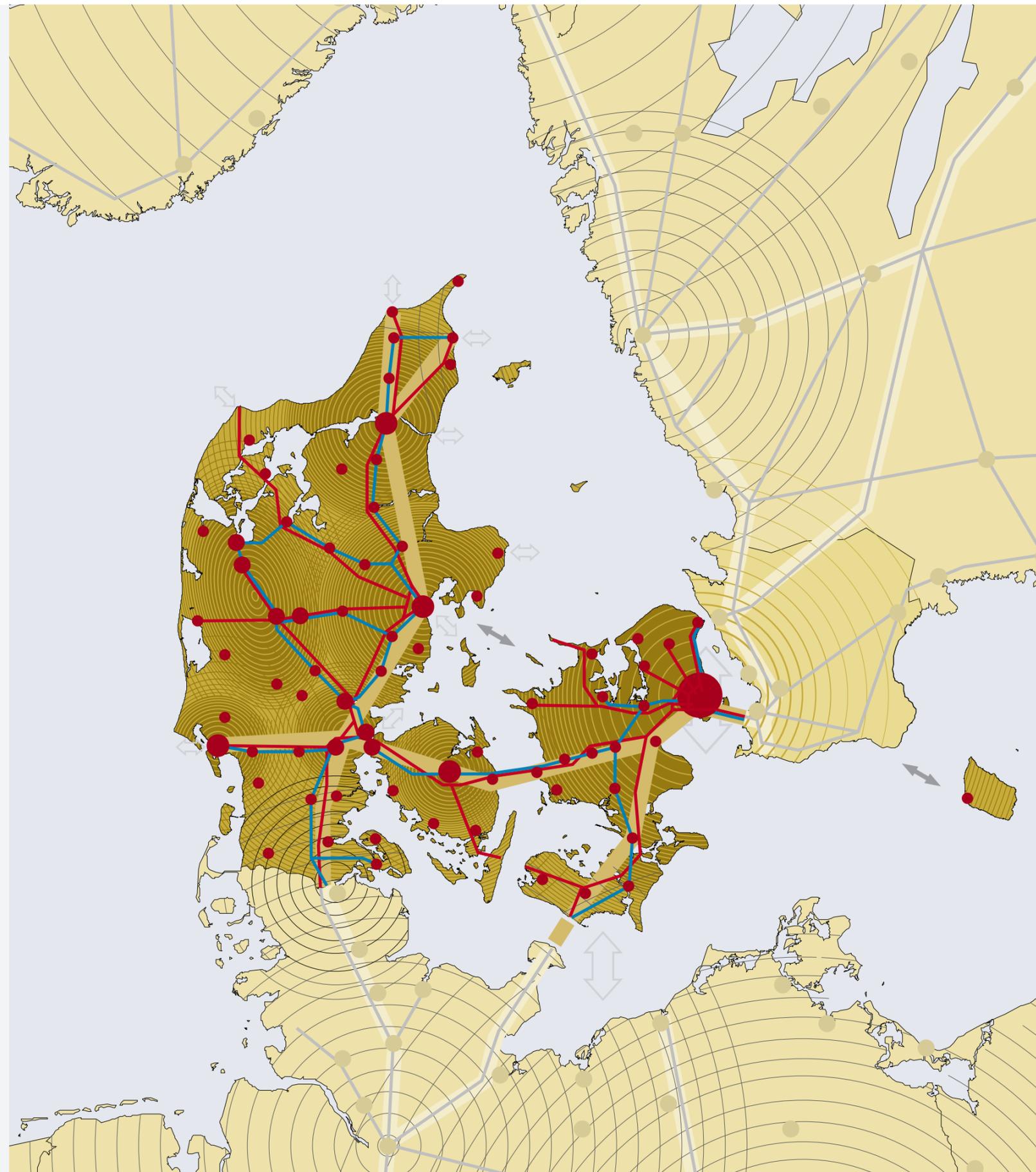
The modern vision comprises dialogue, cooperation, taking responsibility for the environment and planning based on a comprehensive perspective. Spatial planning is based on integrating the ecological, economic and sociocultural factors within a given national and local geography across the private and public spheres of influence.

When the modern vision derives from a bottom-up approach, the model used previously to calculate the total contribution of all Denmark's regions to national spatial development needs to be renewed.

Among Denmark's regions, several growth centres comprise the starting-point for overall regional growth and development.

FIG. 1  
A VISION FOR 2025

- Large regional and municipal centres
- National centres and their catchment areas
- National centre comprising a city network and its catchment area
- National road network
- National and regional rail lines
- International transport axes
- ↔ Substantial goods and passenger transport across national borders
- ↔ Significant ferry services between regions in Denmark
- Cities and towns with more than 25,000 inhabitants



Through the 1990s, European and national planning has focused on a more polycentric city system and on gaining strength through cooperation. Binding cooperation in city networks has created a division of labour between cities and towns and has allowed city networks in several contexts to act as one city.

The Øresund Region is one of the growth centres. The Øresund Region is currently prominent internationally not so much because of its size and significance but because the Øresund Committee has been created as a political organization across national borders, which adds a new perspective in relation to the European context.

Internationally, the Øresund Region is contributing in a modest way to changing the pattern of the main cities in Europe being concentrated in the central parts of the continent. Greater Copenhagen and thereby the Øresund Region are part of a polycentric city system in Europe. The Øresund Region is a relatively small part of the overall cooperation on spatial development in the European territory as a whole, but in the national context the Øresund Region is often considered to be very important and symbolizes inequality in investment and skewed national development.

Similar regional cooperation is being developed in Sønderjylland County. With respect for the special historical and cultural prerequisites, a dialogue is being carried out across the border between Denmark and Germany under the auspices of the Region Sønderjylland/Schlesvig. One result of this is cross-border cooperation between universities to strengthen the internationalization perspective and the attractiveness of the region.

In the previous urban pattern, all cities and towns were assigned a role in national development. Every town has its place in the hierarchy. The largest cities, Copenhagen, Odense, Aalborg, Aarhus and Esbjerg, are all at the highest level as national centres.

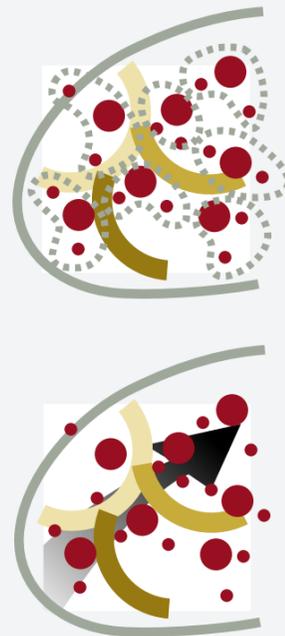
The name national centre means that these cities have great significance for a large region of Denmark.

The first reason is that the city has a concentration of wholesale commerce, specialized business services and excellent opportunities to obtain raw materials and auxiliary materials and to process semi-finished goods. Second, these cities can supply the population with specialty goods, cultural institutions and entertainment options that are not available in smaller towns. Third, these cities purchase numerous goods and services from the rest of the region.

The national centres thus have a service apparatus targeting both the population and business that has been characterized by 16 indicators (Fig. 3).

**FIG. 2**  
**A POLYCENTRIC CITY SYSTEM**

Source: European Spatial Development Perspective, which was adopted by the informal European Council of Ministers responsible for Spatial Planning in 1999 and includes objectives for city cooperation.



**FIG. 3**

The current criteria for national centres shown here are changing. Some criteria will be eliminated, such as department stores and seven cinemas. Others will be added, such as binding cooperation and the relationship between town and country.

#### National centres with a new content

The Government finds it important that the definition of the urban pattern not remain static but reflect more dynamic and qualitative factors. This applies especially to the concept of national centres.

The national centres will not necessarily have the same defining characteristics in the future (as expressed by the 16 indicators). The new characteristics of a national centre are more fluid and also confirm that city networks can achieve a role similar to that of the current national centres and supplement them.

In this new sense, a national centre can be a partner in a coordinated, organized and binding partnership between municipalities. The key function of national centres is to contribute to creating a forum that enables a greater degree of integration between business development and spatial planning. This partnership therefore includes coordinating spatial planning and ensuring that strategies for business development are reflected in municipal planning. Interaction between business development, transport and the environment will have high priority because the environment will be an integral part of the basis for setting priorities and making decisions. Cooperation with the affected county or counties will therefore be an important factor, and reflecting this reality in regional planning would be appropriate.

1. *University*
2. *College of dentistry/school of music*
3. *Business school/technical school*
4. *Danish State Railways harbour freight terminal*
5. *Road haulage contractors*
6. *Wholesale commerce*
7. *Centre for business services, at least 100 companies*
8. *Hospital with 20 or more specialist departments*
9. *Regional theatre and orchestra*
10. *Newspapers, circulation 40,000*
11. *Cinemas, 7 or more*
12. *Local television stations*
13. *Department store*
14. *Harbour capacity, at least 10 m deep at the deepest point and total dock length exceeding 5000 m*
15. *Airport with daily scheduled flights*
16. *Restaurants, 80 or more*

The spatial development strategy of a national centre is based on the identity and competencies of a region. Collaboration with business, interest groups and other partners is key, especially because the public social, educational and environmental services must directly target the local competencies and distinctive local characteristics and reflect the need for business sites, vocationally oriented education and other factors. The starting-point is the local perspective and the international context of each region.

The quantity of urban functions cannot be predicted objectively, but the starting-point is that urban functions are being continually developed as a significant framework for the quality of life of individual people. The national centres have a concentration of housing, buildings, roads, people and activities; the regional supply of services, housing construction and other factors support and develop lively town centres, and transport connections converge and diverge in a nodal form depending on the regional and local function of the national centre.

A national centre in this new sense is responsible for integrating the needs of rural districts. The designation of national centres recognizes that some cities and also city networks must serve as locomotives in regional development. The national centres therefore contribute to recognizing the mutual dependence between town and country.

National planning designates the national centres. National centres would also tend to have some geographical distance between them.

The national centres will not exclusively focus on expanding their service apparatus but more emphasize how this service apparatus can support business development and especially how it benefit the regions environmentally, economically and socially. The concept of a national centre will develop continually.

The key task is to promote the development of the spatial qualities of a region instead of exclusively attempting to supply more services. The Government wants to focus the service potential of the cities on regional business development to benefit both the companies in the region and the region as a whole. It is essential that partnership between cities and towns initiate a process by which these cities and towns cooperate in areas in which they can reinforce one another.

An example of this is the access of companies to knowledge. For companies that are used to operating internationally, the distance to universities is not excessive in Denmark. What is difficult is finding the knowledge and research that companies need to develop their competitive advantages.

#### **Two new national centres**

The Government finds it important now to specifically modernize the urban pattern in Denmark. The Government has therefore designated two new

*Regional and municipal plans should continue to ensure that urban development takes place in conjunction with existing urban communities to keep the open country free of development.*

national centres: the Triangle Region and the Midwest Region, which are both city networks.

These are intended to supplement the existing national centres, which will not change status. Nevertheless, the characteristics of a national centre mentioned here will also apply to the other national centres.

The Midwest Region and the Triangle Region were characterized as areas with "potential to develop city networks into national centres" in the 1997 national planning report *Denmark and European spatial planning policy*.

In connection with the national planning reports of the late 1990s, both the Triangle Region and the Midwest Region have entered into a constructive dialogue on the further development of the urban pattern as a planning framework for regional development in Denmark. The key factor has been close regional cooperation, which has generated the need for a new set of concepts that can categorize cities and city networks in the urban hierarchy.

The 1997 national planning report also mentioned the Sjælland Gate (in Vestsjælland and Storstrøm Counties) as a city network with potential as a national centre similar to the Triangle Region and the Midwest Region. Nevertheless, the Sjælland Gate does not currently have a city network similar to that of the Triangle Region and the Midwest Region.

The creation of a new regional partnership structure and binding work within such a structure will be the basis for any later assessment of the Sjælland Gate. At the same time, the spatial development pattern in eastern Denmark has changed. The Øresund Region now extends beyond Greater Copenhagen and includes the territory from Scania to Storstrøm, Vestsjælland and Bornholm Counties.

Development in southwestern Sjælland, Lolland and Falster is therefore viewed in relation to the balance between regionally based cooperation and the competencies of this area as part of a larger city region around the Øresund.

#### State cooperation and coordination

This national planning report is a result of joint state coordination with a focus on greater coherence between business development and spatial planning. In this connection, it is relevant to draw attention to the existing and future publications related to this subject listed at the end of this report.

The Government wants to use this national planning report to demonstrate that the development of distinctive characteristics, competencies and spatial qualities requires cooperation and coordination between various administrative units and between private and public partners.

The Government is therefore also striving to strengthen the cooperation and coordination between several sectoral ministries and the local and regional actors in the efforts to develop local and regional strengths.

The Government's Industrial and Urban Policy Committee, which has participants representing various ministries, national associations of local governments and business, submitted a preliminary report in April 2000 and will submit its final report at the end of 2000. The Industrial and Urban Policy Committee is focusing on spatial planning and its interaction with business development, transport and the environment.

The results of the Committee's work will be part of the follow-up to this national planning report, which will contribute to the basis of part of the state guidelines for the revision of the regional plans taking place in 2005.

In addition, the forthcoming report on business policy for Jylland and Fyn and the forthcoming report on regional business policy in Denmark from the Ministry of Trade and Industry will analyze the different characteristics of each region and be the first description of the variation in the business structure at the regional and local levels.

In following up the national planning report and based on the numerous state initiatives, the Government wants to initiate some joint demonstration projects. The joint projects are intended to further develop and challenge the traditional routines related to regional development.

Global trends necessitate a certain degree of regional specialization, both among businesses and among services. The competent region thus has the courage to set priorities and to rely on its own strengths. All regions cannot and should not do everything. This means that the competent region can and wants to cooperate across administrative and geographical boundaries and that state, regional and local authorities should support the development of regional strengths.

The objectives of the joint demonstration projects are:

- to develop the individual region's strengths and growth potential in a comprehensive partnership, including discussing the concept of competence-oriented regions based on the idea that global trends place new demands on a competent region;
- to analyse the influence of a competence-oriented region on spatial planning and thereby its interaction with regional and municipal plans; and
- to analyse urban development, settlement in the countryside, location of businesses, urban planning and location of infrastructure, including tourism and transport.

An attempt will be made to achieve geographical dispersal of these projects throughout Denmark. Some will be targeted towards the two new national centres. The joint projects will start in mid-2000 and last 1–2 years.

## Publications and reports

### Published in English

*Danish business policy 1998.*  
Copenhagen, Ministry of Trade and Industry, 1998  
(<http://www.em.dk/english/publications/publikationer.asp?nr=8>).  
English summary of the full report in Danish.

*Realigning to a network society.  
IT and telecommunications – policy report to the Folketing.*  
Copenhagen, Ministry of Research and Information Technology, 2000  
(<http://www.fsk.dk/fsk/publ/2000/realigning>).

*Danish nature and environment policy 1999.*  
Copenhagen, Ministry of Environment and Energy, 1999  
(<http://www.mem.dk/publikationer/nmpr99/english/index.htm>).  
English summary of the full report in Danish.

*Climate 2012 – status and perspectives for Denmark's climate change policy.*  
Copenhagen, Ministry of Environment and Energy, Danish Energy Agency, 2000  
(<http://www.ens.dk/Publikationer/2000/klima2012/summary.pdf>).  
English summary of the full report in Danish.

*National planning report for Denmark from the Minister for Environment and Energy. Denmark and European spatial planning policy.*  
Copenhagen, Ministry of Environment and Energy, 1997  
(<http://www.mem.dk/lpa/publikationer/lpr97/land%2Deng/index.htm>).

### Published in Danish

*Strategi og kommuneplanlægning.  
Rapport fra udvalget om fornyelse i kommuneplanlægningen*  
(Strategy and municipal planning.  
Report of the Committee on Renewal in Municipal Planning).  
Copenhagen, Ministry of Environment and Energy, 1999  
(<http://www.mem.dk/lpa/landsplan/kommuneplan/rapport1999.htm>).

*Erhvervsredøgørelse 1999*  
(Danish business policy 1999).  
Copenhagen, Ministry of Trade and Industry, 1999  
(<http://www.em.dk/publikationer/html/er99/default.htm>).

*Fremtidens by. Bypolitiske perspektiv og handlingsplan*  
(The city of the future. A perspective and action plan on urban policy).  
Copenhagen, Ministry of Urban Affairs and Housing, 1999  
([http://www.bm.dk/publikationer/bypolitisk\\_perspektivplan/byperspektiv-in.asp](http://www.bm.dk/publikationer/bypolitisk_perspektivplan/byperspektiv-in.asp)).

*Erhvervsredøgørelse for Jylland/Fyn*  
(Report on business policy for Jylland and Fyn).  
Copenhagen, Ministry of Trade and Industry. Expected late 2000.

*Regional erhvervs politisk redøgørelse*  
(Report on regional business policy in Denmark).  
Copenhagen, Ministry of Trade and Industry. Expected late 2000 or early 2001.

*Regionalpolitiske redøgørelse 2000*  
(Regional policy in Denmark).  
Copenhagen, Ministry of the Interior, 2000  
([http://www.im.dk/regionalpol\\_red2000/forside.htm](http://www.im.dk/regionalpol_red2000/forside.htm)).

*Begrænsning af transportsektorens CO<sub>2</sub>-udslip.  
Muligheder og barrierer*  
(Reducing the carbon dioxide emissions of the transport sector.  
Potential and barriers).  
Copenhagen, Ministry of Transport, 2000  
(<http://www.trm.dk/pub/co2-udslip/index.html>).

*Landdistriktsredøgørelse 1999*  
(The 1999 report on rural districts in Denmark).  
Copenhagen, Ministry of the Interior, 1999  
(<http://www.im.dk/landred99/forside.htm>).

*Landdistriktsredøgørelse 2000*  
(The 2000 report on rural districts in Denmark).  
Copenhagen, Ministry of the Interior, 2000  
(<http://www.im.dk/landdistriktsred2000/forside.htm>).

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Local identity and new challenges.  
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