

Ministry of Foreign Affairs
Ministry of Housing and Building
Ministry of Environment and Energy



The Danish National Report to Habitat II

Cover photo, front: Egebjerggaard: New urban area in the outskirts of Copenhagen

The Danish National Report to Habitat II

Contents

Introduction	5
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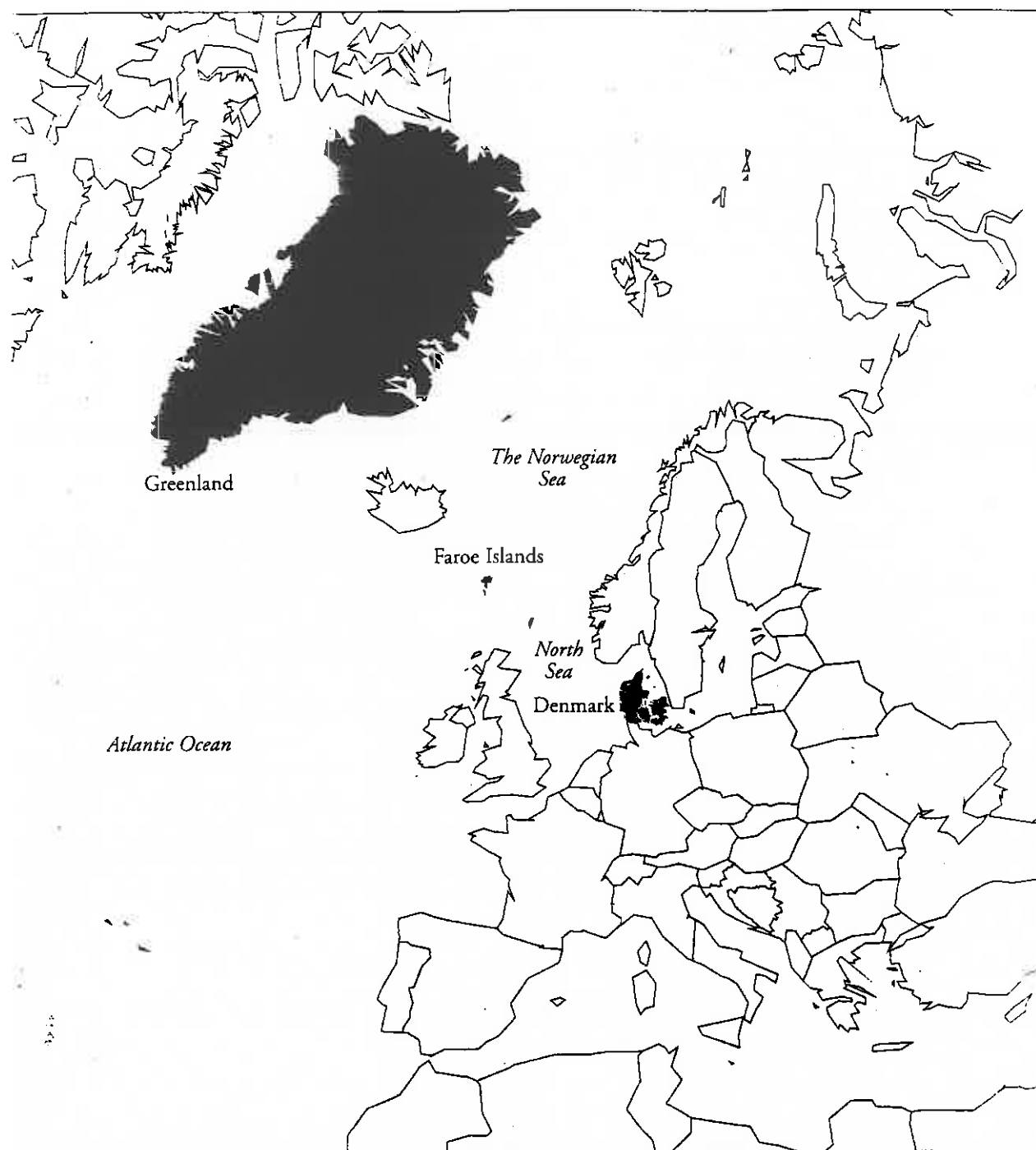
I. Housing Review: Adequate Shelter for All

A. Assessments and priorities	10
1. Housing policy in general	10
2. The status of housing supply, urban renewal, urban development and housing indicators	12
a. The different categories of dwelling	12
b. From new construction to urban renewal	17
c. Expenditure on housing	20
d. Housing indicators	21
3. Major initiatives since 1976	22
a. Publicly subsidized urban renewal	22
b. Subsidized new construction	26
c. Individual housing subsidies	27
d. Tenants' democracy	28
e. Building ecology	29
f. Improved building quality	32
4. Follow-up of Agenda 21 and GSS (Global Shelter Strategy)	34
5. Best practice (examples)	36
6. The most important issues	39
B. National plan of action	40
1. National goals and policies	40
2. The most significant players	43

II. Urban review: Sustainable Human Settlements in an Urbanizing World

A. Assessments and the setting of priorities	46
1. Planning and urban policy in general	46
2. Status of the urban system and urban-rural relations	48
3. Major initiatives since 1976	50
a. Reform of the Planning Act	50
b. From bigger to better cities	52

c. National planning directives	54
d. Environmental protection and the EIA procedure	56
e. The national planning perspective: "Denmark towards the year 2018"	58
f. European planning cooperation	61
g. Vision and Strategies around the Baltic Sea 2010	62
4. Follow-up of Agenda 21 and GSS (Global Shelter Strategy)	63
a. Local Agenda 21's	63
b. Example of a local Agenda 21	64
c. Urban ecological recommendations	65
d. The Green Fund	65
e. Coastal planning	66
f. Environmental assessments of proposed bills etc.	68
g. Transport and the environment	68
h. Preservation of buildings	69
i. The EU's Green Paper on the urban environment	72
j. Refugee villages/asylum centres	72
5. Best practice (examples)	73
a. Denmark's largest open green city. Intercity cooperation in the Triangle Region	73
b. Demonstration projects for a better urban environment	75
c. Old urban area restructured with innovative means	76
B. National plan of action	79
1. National goals and policies	79
a. The National Planning Perspective 2018	79
b. Denmark's Nature and Environment Policy Report	82
2. The next national planning initiatives	84
a. National Planning report on the "Denmark and European Spatial Planning Policy"	85
b. A more sustainable retailing supply	86
3. Urban environmental policy	87
a. Sustainable cities	87
b. The OECD's ecological cities	89
C. International Aid and Cooperation	91
a. Danced	91
b. Danida	92
c. "The Road from Rio"	97
d. Pilot project on urban environment in Krakow, Poland	98



Introduction

1. Profile of the country

The country

Denmark, which has an area of 43,000 km², is an island kingdom. It consists of the peninsula of Jutland, which adjoins Germany, and 483 islands, 88 of which are inhabited. The capital city Copenhagen is located on Zealand, the largest of the islands.

Denmark has approx. 7,300 km of coastline. No part of the country is more than 50 km from a port.

The climate is temperate and the country is low-lying and green. The soil is so fertile that 62% of the land is used for agriculture, the highest percentage in the world.

In addition to Denmark proper, the Kingdom of Denmark comprises the self-governing areas of the Faroe Islands and Greenland, the world's largest island. This national report is concerned only with Denmark proper.

Population

Denmark's population is approx. 5.2 million or 0.1% of the world's population. As in the rest of the world, Denmark has had almost constant population growth in historical times. In the 20th century alone the population has almost doubled.

The population density is high compared with the rest of Scandinavia but low compared with the rest of Europe.

For the first time in history the population total has been static since the beginning of the 1980s. The permanent surplus of births of the past has disappeared, and in some years the number of deaths has exceeded the number of births. The population total has remained stable only because of nett immigration. In the decade 1980-90 the population grew by only 18,000, due to nett immigration of nearly 37,000 people.

Twenty percent of the Danish population is more than 60 years old. There are more elderly people in Denmark compared with the average for other western countries. The number of elderly people has been rising strongly, but the rate of increase will decline in coming years. The number of young people is decreasing.

Business and labour market conditions

Denmark is characterized by a liberal market economy, with most means of production

privately owned. With a gross national product of approx. DKK 960 billion in 1995, equivalent to approx. DKK 185.000 per capita, the Danish population is one of the most affluent in the world.

With more than a quarter of Danish production exported, Denmark's foreign trade is substantial. The quantity of imported goods is of the same order. Two thirds of all trade is with the other EU Member States, while the remaining third is distributed over a large number of countries, of which the USA is the largest trading partner.

Apart from the market economy, Denmark has a large public sector. The activities of the public sector consist partly of the redistribution of goods among various social groups (transfer incomes) and partly of the production of public services, some of which are free (e.g. education, hospital stays etc.), while users pay for other services (e.g. transport, energy etc.).

The number of jobs in Denmark has increased steadily over the years, and 250,000 new jobs were created in the 1980s alone.

The total workforce today amounts to approx. 2.7 million, which is equivalent to a employment rate of 53%. Of these, just under 1/10 are self-employed.

On the one hand, the workforce in Denmark has grown more rapidly than the population. This is due not least to women entering the labour market. While their employment rate was 37% in 1950, it had increased to 76% in 1995, the highest in the world. On the other hand, Danes are spending an ever-shorter portion of their total lives in the labour market. Young people are entering the workforce later than previously as they spend more time gaining an education, and an ever-increasing number of elderly persons choose to retire early and to receive early retirement benefits. At the same time, the working week has been gradually reduced to its current 37.5 hours. Holidays have also become longer.

Even though the number of jobs has increased in past decades, developments in trade and industry and the public sector have not been able to accommodate everyone's desire for a job. Since the end of the 1970s the unemployment rate in Denmark has fluctuated between 8% and 13%.

Housing and demographic conditions

Eighty-five percent of the population live in towns and cities or in urban areas. Fifty-two percent of all households own their own dwellings. The typical dwelling is the single-family house. The numbers of single-family detached houses and multi-family houses are almost the same at 968,000 and 939,000 respectively. In addition, there is an ever-increasing number of terrace houses and semi-detached houses. The average floor area per dwelling is 107 m².



Industrial development has eliminated regional variations and has resulted in approximately equal living conditions for all sectors of the population. The spread of the mass media, the short distances throughout the country and high geographical and social mobility have contributed to the Danish population's being relatively homogenous.

Social conditions

Materially, Danes have a high standard of living. In addition to the high level of home ownership, Danes also enjoy a high level of consumption of other goods.

Changes in family structure and the workforce have occurred in parallel with public sector growth. Firstly, there are publicly subsidized child-caring schemes for the overwhelming majority of the country's children. Secondly, approx. 1/4 of the gross national product is redistributed for social purposes via the public sector. This redistribution includes benefits to the unemployed, elderly, children, low-income groups etc. Thirdly, Danish society offers the individual citizen a large number of services such as hospital stays, education, use of public libraries etc.

I. Housing Review: Adequate Shelter for All

A. Assessments and Priorities

1. Housing policy in general

The general goal of Danish building and housing policy is to secure good and sound dwellings for everybody. An important element in this goal is the creation of a housing market with a wide range of dwellings such that all population groups have access to a dwelling type which meets their needs.

In a free market, the extent and the quality of housing reflect first and foremost the residents' ability to pay. Danish housing policy has therefore sought both to increase public demand and to increase the supply of dwellings.

Through a number of direct and indirect subsidies to different categories of prospective residents, a large portion of the population has been able to demand higher housing standards than would otherwise have been possible. Changing governments have maintained the subsidies and have thus contributed to the high standard of Danish housing. At the same time, the housing policy pursued has at times had a direct job-creation aim.

In the area of owner-occupied dwellings the subsidy consists first and foremost of the right to deduct interest on the mortgage debt from the owner's taxable income.

In the tenancy area, rent supplements are granted (in the form of rent subsidy and rent allowance to pensioners) to a large number of tenants.

To increase the supply of dwellings, a building subsidy is granted in Denmark for public housing, housing for young people, homes for the elderly and cooperative housing. The most important means of financing is low-interest indexed loans. The residents' proportion of current payments is fixed politically; public authorities pay the remainder.

In practice, public subsidies for public housing and homes for the elderly amount to approx. 20% of capital costs. For homes for young people the public contribution is 45%, while it is only a small percentage for cooperative dwellings.

In the distribution between State and municipality, the State pays 4/5 of public payments while the municipality pays 1/5.

In step with the decrease in the number of new buildings, increased importance has been attached to improving the quality of those buildings which have "fallen behind" during the general improvement of housing standards in new buildings. This takes place primarily through various forms of public subsidy for housing improvements and urban renewal.

In older urban areas and buildings with major deficiencies the ordinary urban renewal legislation is generally used. Extensive improvements in housing and open spaces are made possible via large subsidies. As a result of the increasingly extensive urban renewal, the number of dwellings with actual deficiencies has decreased over the past 15 years from 18% to 12% of all housing.

Government subsidies for both new constructions and urban renewal are fixed through management of limits and quotas. The individual municipality itself, however, may decide the number of public housing units and homes for the elderly and young people which are to be built in the municipality. Urban renewal is also based on a high degree of municipal self-determination, as each municipality allots priorities to projects and funds which the municipality has been allocated within the State framework. The individual municipality also has extensive freedom of choice regarding the method adopted for the implementation of urban renewal projects.

2. The status of housing supply, urban renewal, urban development and housing indicators

a. The different categories of dwelling

Housing standards in Denmark are high. This is evident inter alia from the following:

- There are many dwellings. The 2.4 million dwellings for a population of 5.2 million mean that an average of 2.1 persons live in each dwelling.
- The dwellings are large, with an average size of 107 m² or 51 m² per occupant.
- The dwellings are of a high quality. For example, 97% of all dwellings have their own toilet, 91% have their own bathroom and 95% have central heating.
- Residential buildings are highly varied with regard to type of ownership, size, fittings and price. Almost all population and age groups thus have an opportunity of finding a dwelling which meets their requirements.
- The supply of dwellings is relatively new. Nearly half of all dwellings were built after 1960. Only about a third were built before the Second World War.

The high housing standards reflect three basic circumstances:

- The population has traditionally given high priority to housing; housing expenditure currently comprises approx. 25% of average income.
- Because of the high demand the Danish building sector has developed numerous strengths.
- The housing market is subject to a high degree of public regulation, the goal of which is to ensure high quality housing for the entire population.

Age distribution of housing (in round figures)

Period of construction	No.	%
Pre-1900	258,000	11
1900-1919	277,000	11
1920-1939	365,000	15
1940-1959	384,000	16
1960-1979	822,000	34
1980-1994	305,000	13

In terms of urbanization the population is distributed as follows with respect to urban types and rural districts:

Number of inhabitants	1976	1981	1992
Entire country	5,072,516	5,123,989	5,162,126
Capital city area	1,292,647	1,381,882	1,339,395
Other cities/towns with:			
over 100,000 inhabitants	445,097	432,778	459,995
10,000-99,999 inhabitants	1,081,868	1,024,886	1,075,375
1,000-9,999 inhabitants	930,061	1,021,714	1,093,795
500-999 inhabitants	222,442	237,723	231,540
200-499 inhabitants	218,336	198,058	182,830
Rural districts	882,065	826,897	779,196

Total residences comprise approx. 2.4 million units distributed as follows by type of dwelling:

Type of dwelling	No.
Owner-occupied dwellings	1,214,000
Private rental, public housing, cooperatives	1,076,000
Unknown or unoccupied	123,000
Total	2,413,000

The various residential categories are discussed further below.

Owner-occupied dwellings

The total of 1.2 million owner-occupied dwellings comprises half of all dwellings and houses 61% of the population.

Most owner-occupied dwellings were built as single-family detached houses. The average size is 131 m² and the typical allotment is 800 m². Only about 7% of owner-occupied dwellings are apartments.

Throughout this century in Denmark, both new constructions and purchases of existing dwellings have been financed via so-called mortgage credit institutions, which are associations of borrowers who provide their properties as security for the loans. The institutions issue bonds, which are negotiable securities, and this smooth financing system has been an important prerequisite for the large proportion of single-family detached houses.

Most of the single-family detached houses were built in the 1960s and 1970s. In addition to the general increase in production and welfare, the extensive construction of new housing reflected the fact that owner-occupied dwellings were financially favoured in two respects during this period. Firstly, the current inflation rate was such that owners' real housing expen-

ditures fell year by year. Secondly, the State indirectly subsidized owner-occupied dwellings through the right to deduct mortgage interest from taxable income.

Age distribution of single-family detached houses

Period of construction	Number
Pre-1900	77,000
1900-1939	216,000
1940-1959	146,000
1960-1979	449,000
1980-1994	82,000
Total	970,000

As the table shows, almost half of all single-family detached houses were built in the 1960s and 1970s. This construction reflects the great increase in demand among, in particular, families with children who wanted to move out of the more densely populated urban areas. Most houses were designed for the nuclear family, and ownership was normally based on two incomes and a car.

This period also saw the industrialization of housing construction in Denmark via prefabrication of individual building components and restriction of work on the building site to assembly. For the single-family detached house sector, this development meant that most new constructions consisted of standard houses. At the beginning of the 1970s the construction of single-family detached houses culminated in almost 40,000 units per annum.

While the price for owner-occupied dwellings increased steadily during the 1960s and 1970s, the mid-1980s saw a price fall which characterized the market to the beginning of the 1990s, since when prices have stabilized. The fall in prices was due partly to the introduction of certain restrictions on the right to deduct interest costs from the owners' taxable incomes and partly to the decrease in economic growth in this period which reduced the demand for owner-occupied dwellings.

There has been increasing interest during the 1990s in the single-family detached house sector, which comprises half of all residential buildings in Denmark. Many of the houses are reaching an age at which major renovations are becoming necessary; the average age of the owners is also increasing, and a significant change of generations in ownership can thus be expected in coming years.

Rental and cooperative dwellings

Rental and cooperative dwellings, which comprise the other half of all residences, must ensure a wide supply of dwellings such that it is possible for all groups to find suitable housing.

Rental and cooperative dwellings consist principally of multi-family houses. While the older buildings are mainly blocks of flats, terrace houses and high-density/low-rise buildings have become increasingly widespread during recent decades.

A distinction is made within the latter housing between the following principal groups, which reflect both different types of ownership and the population groups to which the individual categories cater:

Private rental dwellings	463,000	19.2%
Public housing	451,000	18.7%
Cooperative housing	126,000	5.2%
Homes for the elderly	55,000	2.3%
Homes for young people	50,000	2.0%

A brief outline of the various categories of rental and cooperative dwellings is given below.

Private rental dwellings

The private rental dwellings are relatively old in comparison with other residential buildings. Approx. 60% of the dwellings were built before 1940 and it is for this portion of the housing in particular that an increasing need for housing improvements and urban renewal has accumulated.

No subsidies are granted for the construction of private rental dwellings and new construction has been at a very low level for many years.



In general, rents may not be fixed freely and do not reflect market conditions. This has resulted in a lack of correlation between rent and quality. In relation to the cost of owner-occupied dwellings, some of the older, attractive rental dwellings are very cheap, while some of the more recent and less attractive units are expensive. In 1994 the Minister for Housing established a Rent Act Commission to examine rent legislation in detail and present a draft for a new Rent Act before the end of 1996.

Public housing

Most of the 451,000 public housing units are relatively new; only 5% were built before 1940. The dwellings are built by public non-profit housing associations which must be approved by the local authorities of the municipality in which they are located.

Public housing units are not reserved for specific population groups. In contrast to the situation in most other countries, no fixed limits have been specified in Denmark for the income which an eligible household is allowed to earn. However, households with children are given preference for large public housing units; the municipalities may also assign every fourth vacant flat to solve urgent social housing problems.

The rent is fixed by balancing expenditure and income in the individual buildings.

The public housing sector is characterized by extensive tenants' democracy. The majority of the members of the executive committees of the housing associations are elected by the tenants, and the individual buildings have a wide degree of autonomy.

Homes for the elderly

Total homes for the elderly consist of 36,000 conventional nursing home places, 5,000 special collective dwellings, and 14,000 modern homes for the elderly (in addition to which the public housing sector includes approx. 35,000 dwellings which are also suitable for the elderly).

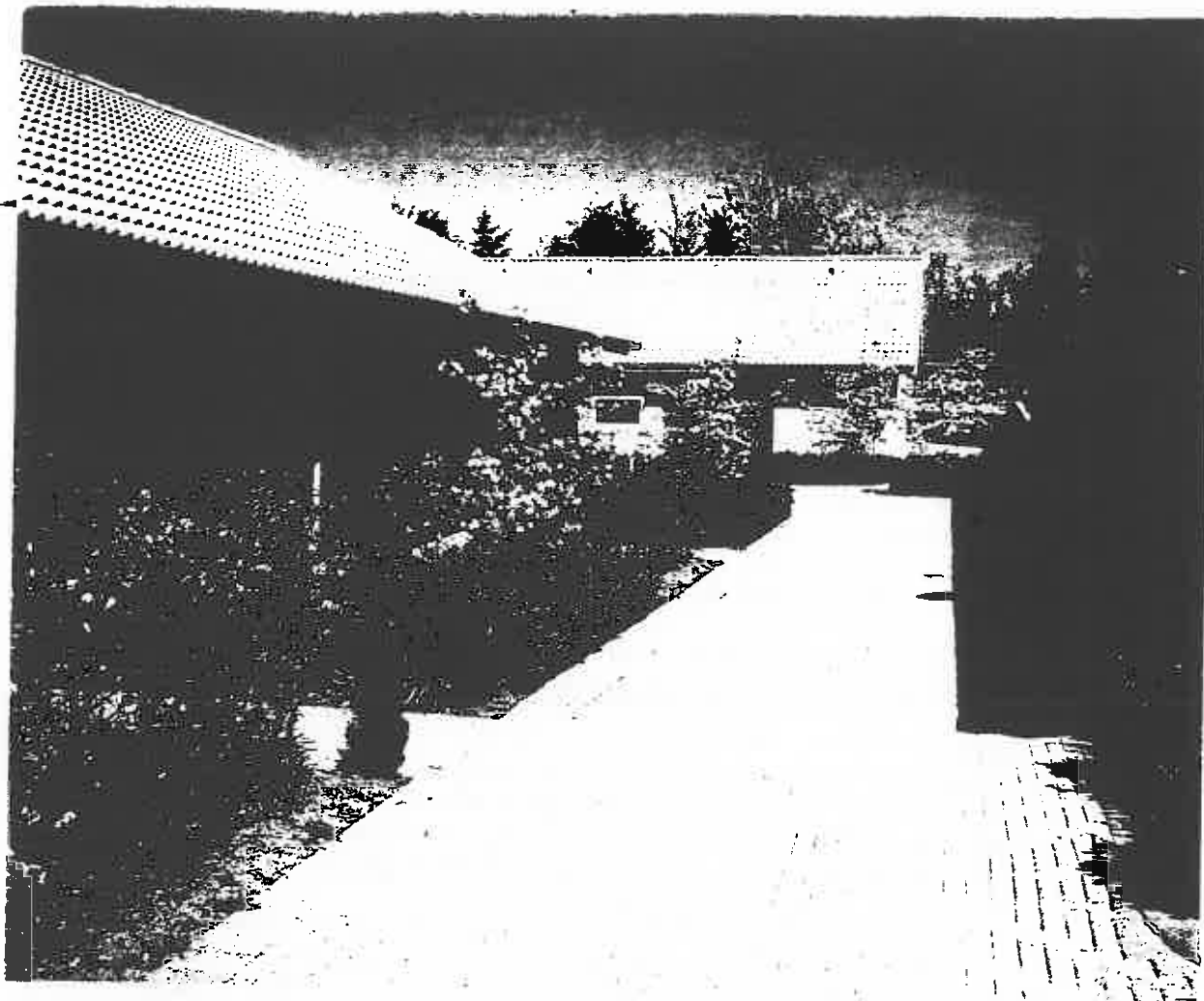
The homes for the elderly meet a central policy goal in accordance with which the elderly must be given an opportunity of electing to remain in their own home for as long as possible.

At the same time it is recognized that the number of elderly people will increase in coming years, which will result in a growing need to establish more homes for the elderly and sheltered homes.

Homes for young people

The homes for young people consist of approx. 50,000 dwellings. Half of these are student hostels; the other half are modern dwellings for young people.

The target group for homes for young people is young people being educated and young people with special needs, for example because of social problems.



Cooperative dwellings

The approx. 126,000 cooperative dwellings are intermediate between owner-occupied and rental dwellings. Through membership of a cooperative society a member buys a share of the society's assets, which consist of the property, rather than buying a dwelling. Through the purchase, the new member is given the right to use a flat.

There are two types of cooperative dwellings. Newly-built cooperative dwellings are publicly subsidized; the extent of this type of construction is regulated through a quota fixed by the State. Cooperative dwellings in older buildings are created by the tenants in private rental properties having a statutory option to take over the property on a cooperative basis when the property is put up for sale. No public subsidies are granted for this type of cooperative dwelling.

b. From new construction to urban renewal

In most of the period after the Second World War the number of dwellings increased far

more quickly than the population. The problem of housing shortages which had characterized large Danish cities ever since the start of industrialization in the previous century was thus gradually solved.

As a result, the mid-1980s began to see trends towards saturation in some parts of the housing market. Whereas approx. 40,000 new dwellings were built per annum in the 1970s, the number fell to approx. 25,000 in the 1980s and to approx. 15,000 in the 1990s.

In step with the decrease in new construction, increased efforts have been focused on improving existing residential buildings.

Because of their long life, buildings become obsolete in various ways.

The most common type of obsolescence is wear and tear on the individual building parts caused by weather and stress from constant use. If a building is not properly maintained, absolute obsolescence will occur.

Another widespread type of obsolescence is attributable to continuous improvements in the standards of new buildings. When each new generation of buildings has a higher quality than that of previous generations, older buildings constantly become relatively obsolete. This is evident in (for example) deficiencies in installations, inadequate open space etc.

In recent years it has also become increasingly clear that many buildings have become obsolete from an environmental point of view and in terms of resources. For example, 45% of the community's total energy consumption is used in the construction and running of buildings. Seen from the perspective of a general goal of reducing energy consumption, a growing number of buildings can be characterized as "ecologically obsolete".

Three categories of buildings have been particularly subject to growing renovation work in recent decades:

1. The old rental buildings in the cities

The residential areas which were built up in the larger cities during the early industrialization at the end of the previous century are suffering particularly from both absolute and relative obsolescence. In Denmark there are approx. 250,000 dwellings built before 1950 which have one or more deficiencies in installations or which are obsolete in some other respect, for example through lack of open space. The need for urban renewal has been increased by the preponderance of low-income groups in these areas.

2. Buildings from the 1960s and 1970s

Housing construction was industrialized in this period and the number of new constructions per annum more than doubled in comparison with previous figures. In particular, public dwell-



ings were built in the form of large prefabricated buildings as well as owner-occupied dwellings in the form of prefabricated standard houses. On one hand, many of the buildings of this period have proved to contain defects and deficiencies with resultant physical deterioration. On the other hand, the effect of social trends has been such that in many of the public buildings there is a preponderance of low-income groups with consequent growing social problems. At the same time the owner-occupied sector has been characterized by falling prices and reduced demand. Today, both of these categories of buildings are of an age which necessitates increasingly extensive renovations, although the dwellings cannot be characterized as obsolete on this basis.

3. *The historic building heritage*

There are many old buildings especially from the pre-industrial era in both central city areas and numerous rural districts. These buildings are often disproportionately expensive to modernize if the value of the building and its distinctive features are also to be respected. In this context the requirement for urban renewal has increased in recent years in step with the trend to regard more and more buildings as worthy of preservation.

While new constructions used to comprise most of the activities of the building sector, maintenance of and improvements to existing buildings have become increasingly important. Today more than half the building sector is employed in renovations.

c. **Expenditure on housing**

The population's expenditure on housing has increased in step with incomes during the past 20 years. Approx. 1/4 of total household expenditure is used for housing plus fuel, electricity, gas and heating.

Household expenditure in Denmark: 1980 prices DKK million

	1975	1980	1985	1990	1993
Total private expenditure	195,556	207,013	230,353	233,192	245,792
Housing	18%	19%	18%	19%	18%
Fuel etc.	8%	8%	7%	6%	6%
Total housing	26%	27%	25%	25%	24%

The relatively constant expenditure indicates that in general, consumers have not given higher or lower priority to housing compared with other consumer goods. However, the constant proportion covers considerable variations between owners and tenants. In 1987 a survey showed that typical household living in an owner-occupied dwelling expended about 35% of its total consumption on housing and fuel, while a household in rented premises used only approx. 25%. As the household income for home owners is approx. 85% higher than the household income for tenants, the difference can be explained partly by home owners being better able to expend a relatively large portion of their income on housing.

d. Housing indicators

The following figures are given as a national response concerning housing to the 10 key indicators presented in a worksheet for the Housing Indicator Programme in February 1995 (UNCHS/WB):

Indicator H1: House price to income ratio, 1992: 3.1

House price: \$ 91 281

Household income: \$ 29 157

Indicator H2: House rent to income ratio, 1992: 18.6 %

Rent: \$ 5 076

Household income: \$ 27 218

The source for H1 and H2 is a recently published Danish survey, "Income and Wealth 1992".(DK ST).

Indicator H3 : Floor area per person, 1980: 46 sqm 1994: 51 sqm

Indicator H4 : Permanent structures: 100%

Indicator H5 : Housing in compliance: 100%

Indicator H6 : Land development multiplier: 200%
Estimate

Indicator H7 : Infrastructure expenditure: \$ 645

Indicator H8 : Mortgage to credit ratio, 1993: 45%

Indicator H9 : Housing production, 1994: 2.3%

Indicator H10: Housing investment, 1993: 3.4%

3. Major initiatives since 1976

While the owner-occupied dwelling sector has been regulated largely by market forces, public input has been aimed primarily at that half of the housing sector which consists of rental dwellings.

An outline is given below of the most important areas of commitment in building and housing policy.

a. Publicly subsidized urban renewal

Denmark currently has approx. 250,000 obsolete dwellings, i.e. dwellings which lack bath-room, lavatory or modern heating. It is estimated that a sum of the order of DKK 100 billion will be required to bring these dwellings up to the present standard.

Geographically, the need for urban renewal is distributed 40% in Copenhagen and 20% each in four large cities, 25 medium-sized cities and the rest of the country. Sixty percent of the total need is in private rental properties, which comprise only 20% of all housing.

In general, work on urban renewal and efforts to improve housing standards have increased in recent years, and the number of obsolete dwellings has decreased by approx. 130,000 since 1980.

The goal of the public input has been associated first and foremost with social housing policy, as there has been a political wish to improve housing conditions for that portion of the population which lives in the most run-down and obsolete urban areas and blocks of flats. In addition, increasing priority has been given in recent years to the ecological and cultural aspects of buildings. Finally, public urban renewal work has been used largely to boost employment in the building sector. This has been done either by increasing appropriations to existing subsidy schemes or by introducing selective subsidy schemes of limited duration.

Publicly subsidized urban renewal is governed by the Danish Act on Urban Renewal and Housing Improvements of 1982.

The Act has 3 principal elements:

1. Standards for planned housing quality and requirements for satisfactory open spaces for residents. The quality standards are maximum standards and the work can be performed gradually.
2. A subsidy and financing system which includes public subsidies as well as a system for subsidized index-linked loans. Distinctions are made here among three different categories of action:

a. Necessary clearance works (when individual properties are to be removed to create light and space for the surrounding properties, or when a property is so run down that it would be disproportionately expensive to restore it). These are fully financed by the public sector.

b. Restoration and modernization of residential properties.

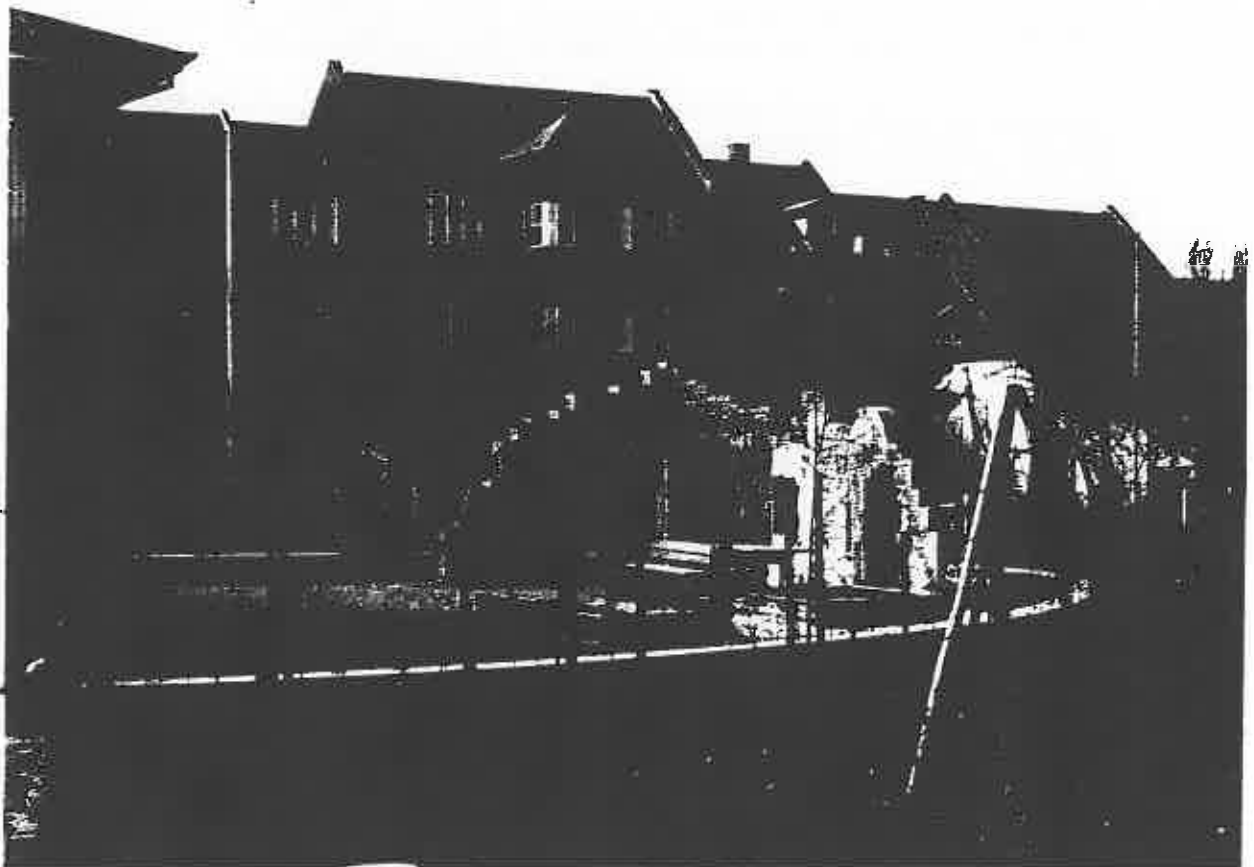
The restoration (i.e. repairs consequent upon lack of maintenance) is fully paid by the public sector, while modernization works etc. are supported through the granting of public subsidies of limited duration to reduce the rent.

c. Establishment of open spaces in residential areas.

Both the State and municipalities contribute with financial support.

However, no subsidies are granted under the Act on Urban Renewal for the construction of new buildings, and urban redevelopment in a wider sense (traffic redevelopment schemes, layout of open spaces in the city etc.) falls outside the legislation.

3. Rules for the planning and implementation of urban renewal projects by the municipalities. Over the years the residents affected have, for example, gained increasing influence on the design of individual urban renewal projects. For example, through a right of veto,



residents have been given the opportunity of opposing a number of works which do not concern communal or basic installations.

Under the Act on Urban Renewal and Housing Improvement, the individual municipality is responsible for initiating, planning and implementing urban renewal at the local level. At the same time the Act has undergone a number of amendments in recent years with a view to easing procedural requirements and creating greater freedom for the municipalities in their choice of methods.

On the basis of requirements in the individual municipalities for renovation of obsolete properties which are defined in accordance with objective criteria, the Ministry of Housing allocates the total annual appropriation among the individual municipalities.

The municipalities can make decisions on urban renewal which include the renovation of a major urban or residential area and on housing improvement which normally covers one or a few properties.

Urban renewal must be coordinated with other local government planning. This means inter alia that the individual municipality must evaluate the measures to be implemented in order to modernize an urban renewal area in its entirety.

The framework for commitments, i.e. the urban renewal expenditures for which public subsidies are granted, has increased rapidly in the last 20 years. While it was DKK 77 million in 1976, it had increased to DKK 920 million in 1986. In 1995 it was DKK 2.8 billion.

The municipalities have adopted different strategies over the years. The two main strategies have been urban renewal block by block and scattered housing improvements.

Under urban renewal block by block, a block with accompanying open spaces is restored in its entirety. This therefore involves intensive and substantial public inputs. This method is well suited for use in areas which have properties which are very run down but which are often worthy of preservation. Such areas are often characterized by being densely built and having a number of social problems which some municipalities have sought to help solve through these measures.

Scattered housing improvements mean that the properties with the most urgent needs in a small demarcated urban area are restored with public subsidies.

In general, the urban renewal strategy has developed from solid and concentrated work in limited areas to more widespread work in which publicly subsidized urban renewal is used as a catalyst and locomotive and in which the affected owners and tenants are given a major say in the result.

Since 1992, a trial scheme has existed as a supplement to subsidized urban renewal which allows the possibility of obtaining subsidies for the implementation of private urban renewal projects. Private urban renewal includes works in

- private rental properties
- public housing being at least 20 years old
- private cooperative dwellings for the building of which no subsidies have been granted.

The works for which subsidies can be granted are included in a positive list. The subsidy element consists in the tenants being reimbursed part of the rent increases which follow from the renovation works on which the tenants and the landlords have been able to agree. Half the rent increase is reimbursed in the first eight years; the reimbursement is phased out over the following eight years.

General comprehensive renewal and improvement work has increasingly been required not only for old, private rental properties but also for another category of buildings. The buildings, both old and new, are in public housing, which has been characterized by growing social segregation, i.e. the spatial separation of different social groups. For a number of years there has been a tendency for poverty to be concentrated in certain residential and urban areas. With the general mobility in the housing market, residents belonging to the lowest income groups have remained in the areas, while people moving in have consisted of low-income groups from other areas.

Socially, these built-up urban areas require improvements in conditions for a growing number of the existing tenants, while a more varied composition of tenants should also be secured. Building improvements are also required in the form of greater variation, establishment of new communal facilities etc.

In 1993 the Danish Government found that the problems in some of the public housing areas had become so serious that special efforts were required.

This resulted in the Government Committee on Urban Affairs being established to evaluate the measures which could be taken in the most severely affected areas. The problems were often a complicated combination of high rent, large migration to and departure from the areas, numerous tenants with social problems, vandalism in the estates etc.

Six different ministries participated in the work of the Committee on Urban Affairs, which resulted in a two-tiered plan of action.

Firstly, more extensive building renovation has become possible, partly by including public housing buildings which are more than 20 years old under the Act on Private Urban Renewal, and partly by remortgagings from 20- to 30-year loans to obtain increased funds for improvement works and rent reductions.

Secondly, the Government has allocated funds for implementing preventive maintenance in the residential areas over a number of years. This will occur inter alia by the employment of tenants' advisers and through a targeted information campaign on the possibilities of affecting the composition of tenants in public housing.

Because the task is so complicated and costly it will involve long-term work which is still only in its initial phase. Achieving a more mixed composition of tenants is especially difficult.

b. Subsidized new construction

In the last 5 years, subsidized housing has constituted approx. 60 percent of all new housing built in Denmark. This is due especially to the fact that the demand for rental dwellings has been greater than the demand for owner-occupied dwellings.

The development in the 1960s and the large built-up urban planning areas of the 1970s have characterized subsequent new construction. Houses have become lower and more varied, and housing estates have become increasingly smaller. In the 1990s the average number of dwelling units in a new public housing complex is only approx. 25, while 25 years ago it was many hundreds.

While public housing was previously constructed almost exclusively in larger cities, there has been a significantly wider distribution in recent years. As late as 1970 there were 49 municipalities which did not have public housing. Since 1990 all of Denmark's 275 municipalities have had public housing.

In 1994 the existing stringent quota control was replaced by a right of the individual municipality to decide the extent of public housing for itself. Each year, Parliament fixes a so-called "pivot point", which states the total purchase sum for the whole country within which government subsidies can be granted. With regard to the standard of dwellings, the Minister for Housing fixes recommended upper limits for the purchase price per square metre of floor space. The recommended limit varies from region to region and is adjusted on a continuous basis in accordance with trends in salaries and wages. On 1 January 1995 the limit varied from DKK 9,890 per square metre of area eligible for subsidy in Copenhagen to DKK 8,400 in certain rural districts in Jutland.

Municipal building activities are permitted to exceed the fixed pivot point. In such cases this is offset in the general grant to the municipalities. The individual municipality may also approve building expenditures which exceed the recommended limit per square metre. In such cases the municipality must pay a correspondingly larger share of the initial financing and the on-going instalments and interest.

This decentralization has provided better possibilities than previously for meeting housing requirements in different parts of the country and in different population groups. The decentralization also results in more flexible utilization of the housing.

In the 1980s the building of subsidized cooperative dwellings was commenced. For part of the population this cross between owner-occupied and rental dwelling has been an attractive solution.

Demographic trends have resulted in a growing need for dwellings designed especially for the elderly. Housing policy has accordingly been adjusted in recent years to meet these needs. Attention has similarly been directed towards procuring dwellings for the homeless, refugees and others. Under established practice, the social administrations of the municipalities find dwellings for persons and households who need them. There is also a smaller number of shelters for the homeless, and hospitals contribute to housing the ill and the elderly.

Work in recent years has been directed towards procuring dwellings for approx. 18.000 Bosnian refugees. This has included the construction of a significant number of refugee villages. These are flexible pavilion constructions which will be able to be used by the refugees later when it becomes possible for them to return home.

c. Individual housing subsidies

As part of the attempts to provide access to suitable dwellings for groups with specially limited ability to pay rent, housing subsidies have been paid since 1967 as individual assistance with payment of housing expenses.

The law makes a general distinction between two main groups which can receive individual housing supplements:

1. Persons who receive social pensions (pensioners) whose housing subsidies are termed rent allowance.
2. Non-pensioners whose housing subsidies are termed rent subsidy.

For both groups the size of the subsidies is calculated on the basis of the following criteria:

Household income. This is the combined income of all members of the household. The calculation is based principally on the income concepts of tax legislation.

The size of the rent. In general the calculation of housing subsidy is based on the agreed rent. The annual rent on which the housing subsidy is calculated may not exceed DKK 50.200 (1995 level). This amount is increased if the household includes children.

The size of the flat. Housing subsidy is not paid for the full rent if the dwelling is "too large". For households consisting of one person, the full rent is included up to 65 m² of the dwelling's area. If there is more than one person in the household, the area is increased by 20 m² per person.

The rent allowance to pensioners is more favourable than the subsidy which non-pensioners can receive. Firstly, the rent allowance contains a smaller own share of payment and a higher degree of coverage of the housing expenditure than the subsidy. Secondly, rent allowance is paid not only to tenants but also to pensioners who live in cooperative or owner-occupied dwellings. Rent allowance to members of a cooperative housing association is granted half as subsidy and half as loan. For home owners, 20% is granted as subsidy and 80% as loan. The housing expenditure in owner-occupied dwellings is assessed on the basis of property taxes and interest and instalments on loans.

About half of all tenants and a small number of members of housing associations and owners receive housing supplements, and the total public expenditure for rent allowances and rent subsidies amounts to approx. DKK 7 billion per annum. Housing supplement for a household cannot normally exceed DKK 26,496 (1995 level). For households with no children the housing supplement cannot, however, exceed 15% of the housing expenditure.

The municipal council is responsible for the administration of housing supplements. The municipality pays the expenses associated with administration of the regulations while the State reimburses a portion of the housing supplements in accordance with specific rates.

Approx. 25% of all Danish households receive housing supplements. Of the 500,000 households which receive housing supplements, approx. 2/3 receive rent allowance while 1/3 receive rent subsidy. For households which receive housing supplements, the average supplement covers 46% of the rent.

d. Tenants' democracy

In 1984, tenants in public housing were given a number of statutory powers. This was done on the basis of a recognition of the need for the necessary on-going renewal of public housing to take place in a democratic process which was as wide as possible.

A housing association is divided into departments in which the executive committee is responsible for day-to-day management. A department may vary in size from a very small number of dwellings to a couple of thousand dwellings.

The executive committee of the housing association oversees the general management of the association and its departments, including the letting of vacant flats. The executive committee also makes decisions on the construction of new housing.

In most housing associations the tenants elect a majority of the members of the executive committee.

A department executive committee consists solely of members elected by the tenants. The committee must approve the annual budget before it is adopted by the executive committee of

the housing association. Within the framework of the budget, the department executive committee makes decisions on the use of communal facilities, modernization tasks, distribution of heating expenses, the fixing of house rules etc. A number of these decisions must also be approved by a department meeting, i.e. by a majority of the households attending the meeting.

In addition to the above tasks, the department executive committee performs a large number of social tasks. No rules have been fixed for the social tasks which the department executive committees can assume. These are often joint events, parties etc. One result of the work of the Committee on Urban Affairs is a desire to involve the department executive committees and their resources actively in work on solving social housing problems as, for example, contact persons for the social administrations with a view to catching any problems at an early stage.

It has been difficult to involve immigrants and refugees in the democratic processes and in other joint activities in the residential areas.

In 1993, tenants were also granted a statutory right of use, which means that the individual tenant can make approved improvements to his/her dwelling, and that compensation can be paid when the tenant moves out. These rules were introduced inter alia on the basis of a recognition that the restrictions on use imposed on tenants in public housing contributed to tenants from higher income groups avoiding these dwellings.

The gradual increase in tenants' participation in and influence on the operation of the housing associations has contributed to increasing the quality of the public housing sector.

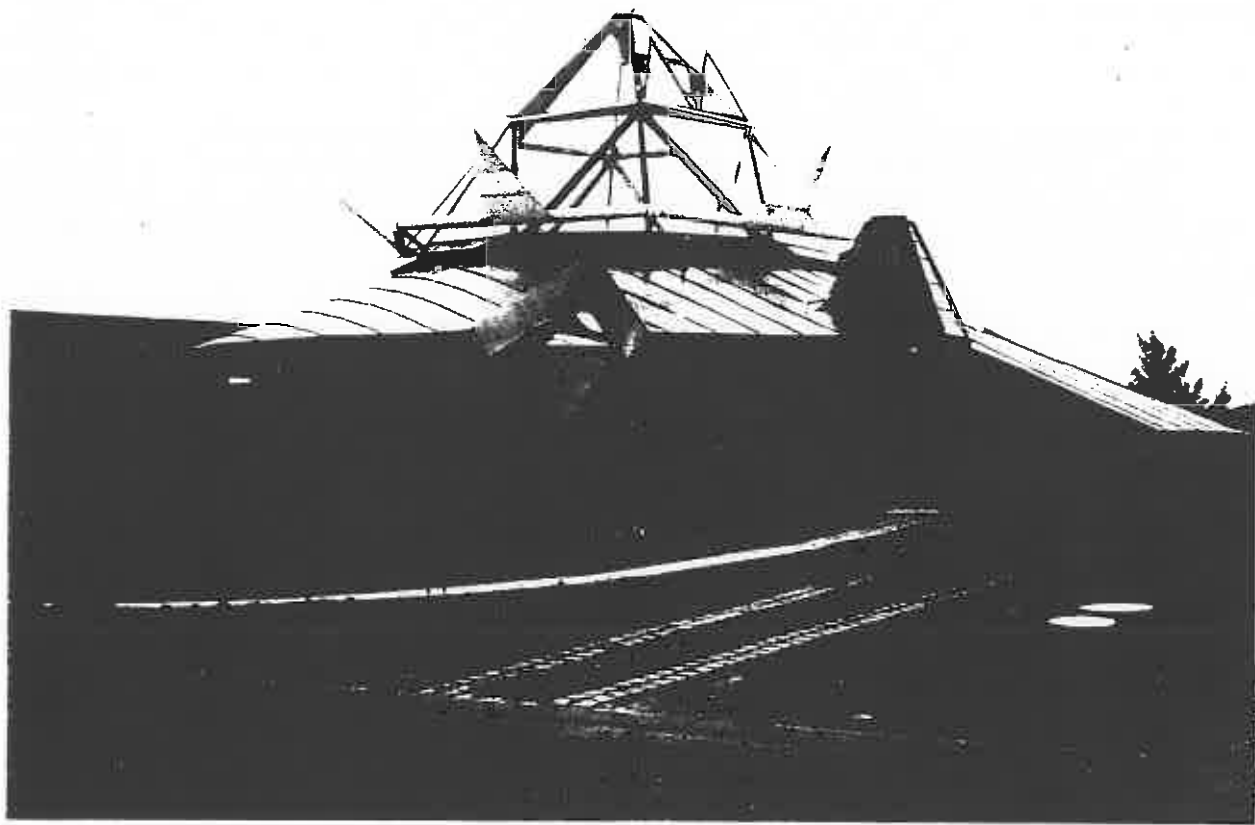
e. Building ecology

The increased awareness in recent years of resource consumption, ecology etc. has made itself clearly felt in the housing sector, and has now become a top priority subject in housing policy.

Reducing the energy consumption in housing is a difficult task because the consumers consist of a large number of decision-makers. There are more than two million private households and the technical and financial knowledge of energy savings among consumers is often limited.

Since the first energy crisis in 1973 Denmark has nevertheless achieved remarkable results in reduction in energy consumption.

The largest savings have been achieved within space heating. The consumption of energy for heating rooms and domestic water currently comprises 27% of total energy consumption. In absolute figures consumption is 30% lower than in 1972, at the same time as the total heated area has increased by nearly 40%. Gross consumption per m² has thus been reduced by 50% in this period. At one stroke it has therefore proved possible to reduce total energy consumption in the housing sector significantly, to reduce Denmark's dependence on oil for space heating and to make heating systems more efficient.



The trend in recent years has been for an ever-increasing number of dwellings to be heated by district heating. At the same time, natural gas has been used increasingly widely for heating. The increased use of district heating and natural gas has been at the expense particularly of oil heating: The number of dwellings heated by oil-fired boilers was halved from 1984 to 1994.

Dwellings and households distributed by heating source as at 1 January

1,000 dwellings	1980	1985	1990	1994	1980 %	1994 %
District heating	686	846	1,063	1,238	33	51
Central heating	1,161	1,118	1,028	922	55	38
Of which:						
Oil	1,135	1,054	624	629	54	26
Natural gas	-	18	157	245	-	10
Stoves	256	259	251	251	12	10
Total dwellings	2,109	2,228	2,353	2,413	100.0	100.0

District heating and oil-fired boiler heating are the dominant types of heating in Danish dwellings. Today more than half of all dwellings are heated by district heating, while approx. 26% have oil-fired boiler heating.

Among the most important initiatives which have been taken to reduce energy consumption the following can be mentioned:

- Various subsidy schemes for energy-saving measures
- The Danish Act on Energy Audit of 1981, under which an energy audit must be performed for all dwellings sold
- More stringent requirements regarding energy consumption in new buildings
- Increased use of energy consultants
- Energy taxes
- Educational activities regarding energy savings.

In 1995 a new set of building regulations came into force. The main focus of the regulations is energy-saving measures and the promotion of a good indoor climate in buildings.

Under the requirements for reduced energy consumption in the building sector, the heating requirement in new buildings must be reduced by 25%, electricity consumption must be limited, and new low-temperature provisions are introduced for heating systems. The building regulations specify three different methods which together will ensure that the desired reduction in energy consumption is achieved and that there are maximum degrees of freedom for the design of the building:

- a. Compliance with the energy guidelines, which specify a limit for the estimated annual nett heating requirement for heating and ventilation. For example, allowance can be made for the heating effect provided by people, household appliances and solar radiation as well as the building's location and estimated service life etc.
- b. Alternatively, the building owner can comply with requirements for the insulating properties of the individual building parts and the sizes of doors and windows.
- c. If larger glass areas are required, heat loss limit requirements can specify energy savings in other parts of the building to compensate for the larger glass areas.

For mechanical ventilation, requirements have been established for maximum electricity consumption per m³ of air transported. Building plans must similarly limit the use of electricity for lighting as much as possible.

The provisions intended to ensure satisfactory conditions in the area of indoor climate aim partly at avoiding hazardous building materials to the greatest possible extent and partly at extracting hazardous substances in building materials to improve air quality. Health involves the comfort and well-being of both the normal population and of more sensitive groups such as people with allergies. The provisions cover, for example, the use of asbestos, mineral wool and formaldehyde in building materials, the exhausting of nitrogenous flue gases from stoves,

the sealing of building constructions to prevent radon from entering from the ground etc. Specific ventilation figures have also been specified for various room categories. To provide support, the Ministry of Housing has initiated a voluntary scheme for indoor climate marking of building materials which fulfil a number of other health requirements specified in more detail.

f. Improved building quality

Over the years, building quality requirements have become increasingly more stringent and extensive in step with general developments in society and the accumulation of new knowledge. In particular, increased awareness of pollution and the utilization of natural resources has resulted in more stringent requirements for energy consumption in buildings. In the area of indoor climate, new knowledge of the effects of the surroundings on health has resulted in a need for amended rules on ventilation of dwellings, choice of building materials etc.

The central tool for ensuring the quality of housing is the Danish Building Act, the principles of which are specified in detailed building regulations. A characteristic feature of the Danish regulations is that, on the one hand, they specify stringent fire, health and safety requirements as well as insulation requirements etc., and on the other hand they give planners and contractors extensive freedom to make their own choice of the best means of meeting the requirements.

Within the field of subsidized housing a large number of trial and development projects have been implemented, the results of which have subsequently benefitted all construction. For example, public co-financing has been used to promote a number of ecological measures, the design of solutions friendly to the disabled etc.

As in new construction, subsidized urban renewal is also used for trial and development projects which can promote the quality of urban renewal.

Since the end of the 1980s, publicly subsidized housing has been governed by special quality assurance and liability rules. The goal is to prevent damage to and other failure in buildings and to secure funds for repairing any damage which may occur.

The code, which constitutes the so-called quality control and liability reform, consists of five parts:

1. Quality control of the individual services during the planning and construction of the building together with control of the total quality during construction and commissioning.
2. Preparation of plans for maintenance and other operation of the building.
3. The implementation of an inspection shortly before five years have elapsed from the date of the building's commissioning.

4. The fixing of a uniform five-year period for consultants', contractors' and suppliers' liability for defects and deficiencies.
5. The establishment of a building damage fund for new buildings and a similar fund for urban renewal projects.

In 1994, Denmark saw the publication of its first architectural policy report, which will be followed in future years by plans of action:

In 1995, a three-year development project was launched with the title "Project Renovation". The general goal of the project is to strengthen the building industry and to make the total renovation process more efficient. The project thus aims at both a technical and an organizational development of the renovation process. In addition, importance is attached to a comprehensive approach to the renovation process. Ecological, financial and technical considerations will be included for the individual building in such a way that the finished building appears as an optimum synthesis of the relevant requirements.

4. Follow-up of Agenda 21 and GSS (Global Shelter Strategy)

Several ministries are working on following up the Rio Conventions and UN resolution on Global Shelter Strategy.

The Ministry of Housing is participating in development of the general environment and energy plans. When these have been drawn up it is the task of the Ministry to ensure that the requirements deriving from the plans are carried out in the area of construction and housing.

The Housing Ministry's contribution is concentrated particularly in the following areas:

The impact of ecological initiatives will be high in the stock of existing buildings because new constructions will always be an extremely modest matter in comparison with the former. Building operation is therefore a significant area of input. A range of experimental and developmental projects will be carried out these years on environmental management of building operation and other ecological parameters. The building regulations specify society's minimum prescriptions for indoor climate and energy savings in terms of construction requirements. As a basis for these legislative tasks the Ministry will finance a number of experiments and reports. When the options have been clarified more fully, rules or guidelines with respect to an ecological guide for building operation can be discussed.

A range of experiments, demonstration projects, ecological models and information are being carried out in the area of urban renewal, and ecological initiatives are entering into urban renewal as part of the normal measures. About 20% of urban renewal funds are used for projects with an ecological content; ecological solutions are to be given preference.

A range of experimental and development projects will enter into the subsidized new construction work. The Ministry of Housing is administering a special development quota for subsidized constructions, to be used inter alia for ecological projects.

At the Danish Building Research Institute, a division of the Ministry of Housing, there has been an increased emphasis on research in the area of building and urban ecology in recent years. Current work includes taking readings and preparing statistics in the area of ecology.

The empirical methods are not yet adequately developed, and a lack of statistics and other financial documentation has meant that ecological initiatives have not always been possible to assess at the same level as such quantifiable financial elements as prices and costs.

The Ministry of Housing is participating in international cooperation on ecological subjects, e.g. NKB's ecology committee, the Nordic Housing Quality Group and the OECD project on sustainable development in cities.

Finally, the Ministry of Housing has commenced a total assessment from an ecological perspective of the legislation which the ministry administers, among other objectives with a view to including non-subsidized construction and urban renewal in the legislation.

The specific environmental and resource subjects entering into the Ministry of Housing's field of action fall under the following headings:

- Water conservation (e.g. water-saving fittings) and purification of effluent (e.g. preparation of drainage systems to use domestic waste water without used toilet water, biological treatment plants, composting toilets).
- Energy conservation via construction design (e.g. insulation, zoning and thermal windows), by heating of buildings and operation of technical installations (e.g. heat recovery, low temperature installations and relays for control of supplies) and via use of biofuel (with a view to reducing accumulation of waste and consumption of fossil fuels).
- Promotion of use of durable alternative sources of energy (e.g. solar collectors, solar cells and geothermal energy).
- Rubbish treatment and limitation of rubbish generation.
- Installations for collection and use of rain water and local ducting of rain water (percolation).
- Indoor climate requirements for buildings and in general "healthy" houses, healthy building materials (countering of pollution, including work on marking and declaration regulations) and the building's consumption of raw materials (minimisation or alteration).
- The design and siting of buildings in relation to sun and shelter (climatic adaptation), the building's use of floor space, including increased use of the open spaces of built-up areas and ecological open spaces and "greening".
- Selective demolition and reuse of building materials (requirement for reuse).

The building regulations can be used to effect requirements for increased individual measurements of consumption of electricity, heating, water etc. More specific initiatives such as, for example, new regulations on support schemes and similar do not enter into comprehensive and long-term plans, but will depend on future parliamentary decisions.

5. Best practice

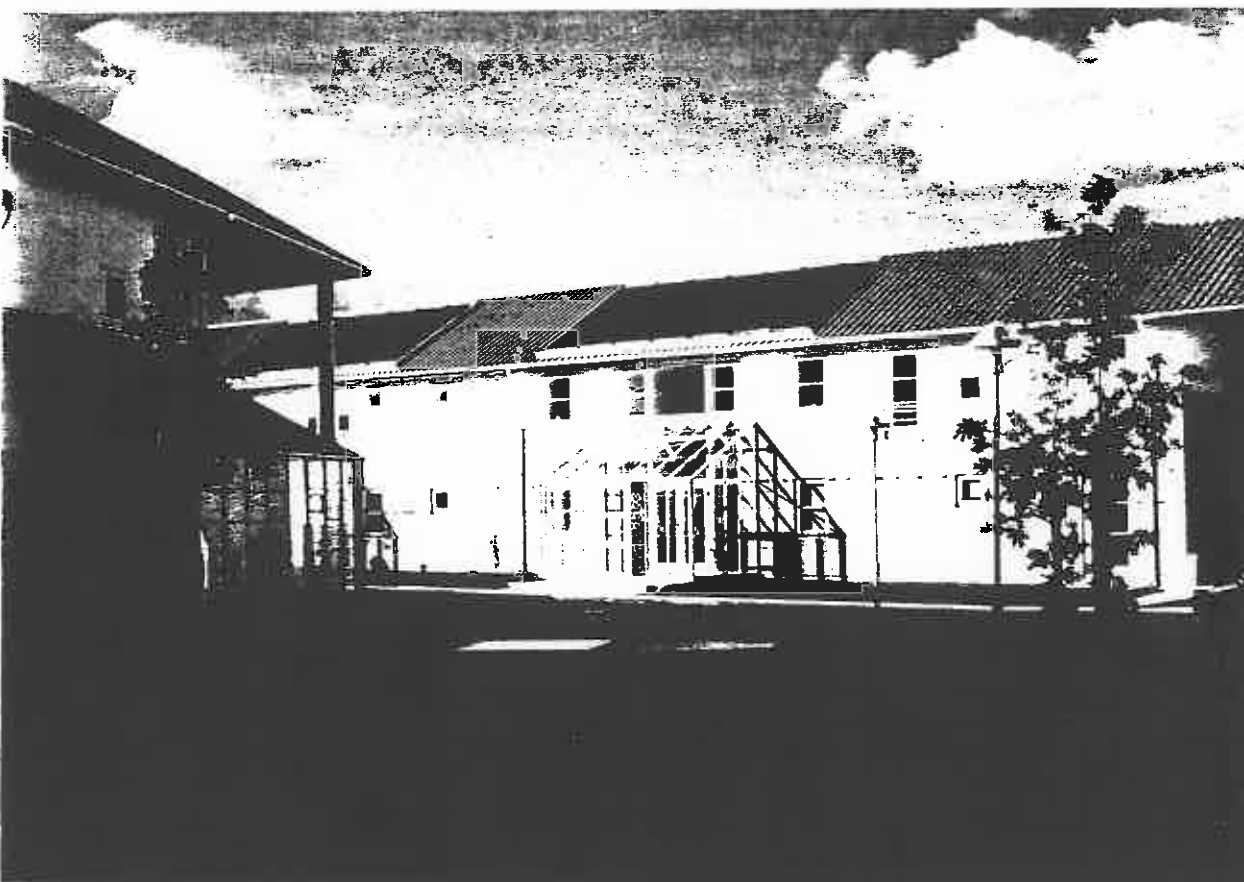
Environmentally friendly construction of suburbs

An experimental urban development based on a non-traditional planning model has been carried out in Ballerup municipality outside Copenhagen. The experiment goes against the previous functionalistic planning in which the various urban functions were separated.

The various forms of housing in a new urban area are integrated with institutions, shops and businesses in order to create life. The township area is also divided and designed such that the individual sections each have their separate identities.

One of the construction areas, Skotteparken, is itself an experimental construction, involving the development of an integrated concept for an environmentally friendly construction including electricity, heating, water and rubbish handling.

Skotteparken comprises 100 residences averaging 71 m². The construction is designed as terrace houses in two storeys. The ring-shaped construction includes public and private areas which are clearly separated. The public area is in the inner part of the building, which has an urban character. The private gardens are situated on the outer side of the construction. A row of glass conservatories contributes variety.



The objective includes reduction of energy consumption for heating by 40% as well as gaining significant reductions in electricity and water consumption. The energy savings are a general characteristic of the whole construction. The building is oriented such that it has been possible to place approx. 600 m² of solar collectors on the roofs towards the south, southwest and southeast. The solar collectors will be able to provide the greater part of the heating in the spring and autumn months. Skotteparken is also connected to a local natural gas-fired combined heating and power plant. By a so-called pulse operation the district heating network remains idle in summer but supplements the solar collector installation if a cold period should suddenly arise.

Significant energy savings have also been realized via low energy light bulbs and high efficiency household motors.

Apart from a minor EU subsidy for development of the concept together with the normal State subsidy for establishment of solar collectors, the building has been subject to the usual financing conditions. Because of the low heating bill, rents are no higher than in normal new buildings.

Skotteparken will enter into the Egebjerggård housing estate, which in 1996 will function as an international housing fair.

Ecological urban renewal in Kolding

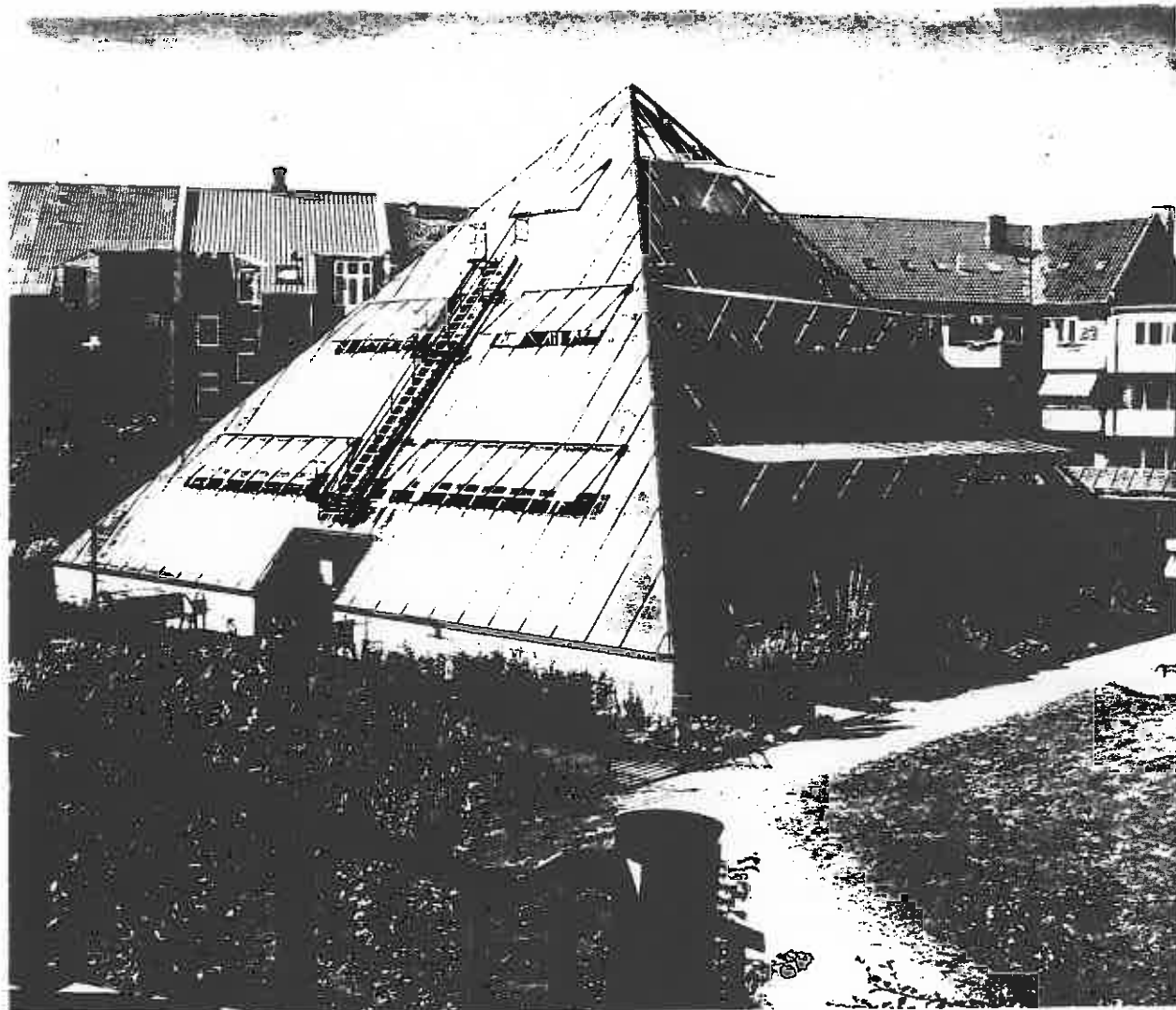
An ecological renewal of an entire block was commenced in Kolding. This was an experiment to demonstrate the possibilities for ecological solutions in older urban areas using a combination of a series of various technologies and principles which limit resource consumption and pollution.

The block includes 40 properties with 129 dwellings and six businesses. The buildings were constructed in the period 1900-20. Individual dwellings suffered from deficiencies in installations, while a large part of the area was marked by poor maintenance.

The project consists of two main parts. Work was undertaken in the individual dwellings on insulation, installation of glass fronts, changing of windows, installation of water-saving toilets, improved energy management etc. A joint installation for the whole block was established in the form of a biological purification plant in a large glass pyramid, recycling of rain water, a composting plant and a comprehensive system for sorting of rubbish.

Some dilapidated outhouses in the middle of the block were demolished to provide room for public open space where vegetables can be cultivated, and where it will be possible to keep smaller domestic animals.

While the improvements to the dwellings were financed under the normal provisions of the Urban Renewal Act, a special subsidy was made to the joint installation. The ecological



ewal will offer residents a range of savings in the form of removal of the drainage charge, reduced renovation expenses and lower water costs.

The entire project, which was finished in 1995, has cost approx. DKK 50 million and is thus the largest ecological urban renewal project to date.

6. The most important issues

As one of the richer countries distinguished by high energy and resource consumption, Denmark sees the promotion of sustainable living areas and ecological building as an important issue. The Danish government treats urban ecology as a special environmental intervention, which with its basis in the environmental condition of a specific urban area and the participation of the residents seeks to promote comprehensive solutions to problems associated with the area's resource consumption, environmental stress and nature. This requires an integrated effort across environmental issues, professional disciplines and sectoral interests.

The government also regards it as important in its building and housing policy to limit the social segregation which leads to social and building-related problems being concentrated in particular areas reaching such levels as to burden the entire community.

B: National plan of action

1. National goals and policies

The government's principal goal for its building and housing policy is to ensure sound and healthy dwellings for everybody. Attempts are made to realize this goal via a comprehensive supply of dwellings which gives all groups within the population an opportunity of finding a suitable dwelling relative to their needs and financial means.

It is also important to increase the quality of existing housing. The goal of increased quality also concerns new constructions, where the architectural and building quality must take priority. It is also an important goal of housing policy to take account of the weak groups in the housing market.

A number of factors must be taken into account in converting these goals to practical policy. The decisions concerning residential conditions must be made as closely as possible to those directly concerned. This can occur among other ways via fixing of the political framework which is accorded reality through the framework's local content. In efforts in relation to existing housing it is also always important to develop and improve the means of effecting political decisions concerning residences. In the residential-social endeavour there is reason to emphasize the value of a comprehensive and broadly-based approach which allows for an integration of the housing effort and other community efforts, including social, educational, cultural and environmental areas. In selecting means, the government finds that the present combination of public regulation and market forces in the housing market as a whole is appropriate and fair. There may be a need for adjustments and fine tuning, but at the present time there is no general need for increased public regulation. On the contrary, there is a need for a continued decentralisation and control via framework legislation in the public area.

In connection with the coming year's initiatives the government will focus in particular on creating and extending a residential-social profile and ecological, quality and architectural profiles as well as an international profile.

The residential-social profile

Under the auspices of the Urban Committee, the government will continue and strengthen efforts towards a positive development in the most heavily stressed areas. In parallel with a scientific assessment of the initiatives carried out, consideration will be given to introducing new perspectives into the residential-social work. In this connection the government places emphasis on a comprehensive orientation in the application of solutions, i.e. on a stronger integration of residential, social, employment, urban planning and ecological solutions across administrative sectors together with the inclusion of local forces in order to promote a more sustainable development.

The government intends to continue to afford increased priority to the effort with respect to population groups at special risk such as the elderly, in particular the weak elderly and infirm. The Minister for Social Security and the Minister for Housing will together take the initiative towards effecting an increase in the quality of residential facilities in nursing homes for the elderly.

Together with the initiatives taken by the Committee on Urban Affairs, which are specially directed towards the living conditions of the socially disadvantaged, the government will continue to monitor developments in provision of residences for these groups and to analyze the need for new building-technical, organisational and social initiatives which attempt to solve the special problems of these groups.

The ecological, quality and architectural profile

It is the government's conviction that there is a need for an ecology policy in the building and housing area. Ecology in constructions, buildings and residences, and therewith in the cities, is thus a high priority area.

In February 1995 the Ministry of Housing offered a proposal for such an ecology policy under the working title "Urban ecology, buildings and residences" as a draft for a complete urban-ecological plan of action for the building and housing area.

The plan of action includes a series of goals for both the short and the long term. In the short term the government will thus promote the realization of ecological demonstration projects, that is of buildings or entire parts of cities which demonstrate ecological solutions and which can serve as models and experiments for construction in general. The Ministry of Housing will further commence a total assessment of the Ministry's legislation from an ecological perspective with a view to including building other than subsidized urban renewal and subsidized housing construction.

In the longer term, the Ministry of Housing will commence work on a "green list of pluses" with a view to increased ecological behaviour in connection with performance, reconstruction and modernization, for use inter alia in public support schemes in the housing area. Attempts will be made to carry out development projects in open spaces. A framework will also be prepared for environmental assessment, life cycle analyses, environmental declarations and environmental certification of building materials and building products.

Finally, an ecological standard concept will be prepared for urban renewal with public support, containing a minimum ecological target.

In the coming years, the government intends to place increased priority to architectural efforts in construction. Architecture and quality will play a more central role in the total building and housing policy. In the spring of 1994 the government issued an architectural policy statement,

the general goal of which was to promote sound architecture and quality in construction. On the basis of the 1994 statement the Ministry of Housing will prepare an architectural policy action programme for targeted development and guidelines for better architecture and higher quality in constructions.

The government has established the Danish Architecture Year 1996 as an umbrella organisation for a series of specific architectural initiatives which will be put into effect following the architectural policy statement.

The international profile

Recent years have seen a growing internationalization in all areas of society. In the building and housing area the international perspective has thus also gained increasingly greater significance.

It must be expected in this connection that the exchange of knowledge and therewith the requisite foundation for development of the political means will in future concern not merely the building area, but the housing area as well. Denmark has an important role to play here as housing policy "bridge builder" in relation to the rest of the world: Through the good - and in many ways epoch-making - experiences with a residential-social effort with active resident participation, via the campaign against homelessness, via the effort in the area of homes for the elderly, in the area of urban renewal and the ecological area, there are good opportunities to influence the international agenda.

2. The most significant players

Denmark's 275 municipalities play a central role in the local provision of housing and housing policy.

One of the most significant means is the municipal planning, which both defines goals for development in the municipality and fixes the framework for use of the individual areas (see further in section on reform of the Planning Act).

Apart from this, the decentralisation of the government building and housing policy of recent years has given the municipalities increased influence on local development. Concerning subsidized building, the previous central fixing of quotas and distribution has been replaced by guidelines leading to greater freedom in fixing the building's scope and quality. A freedom of method has been introduced into the publicly supported urban renewal, such that the individual municipalities themselves can determine their own urban renewal strategies.

Finally, the municipalities are able to control the use of a portion of the vacant residences within public housing in the form of a municipal right of allotment. The provisions are based on the fact that the municipalities, as part of their social responsibilities, have a duty to provide residences for those households which are not themselves in a position to provide a suitable home. The right to allot can be supplemented by an agreement with a housing association to the effect that a portion of the residences can be rented out in accordance with special social criteria.

The impartial technical advisers (architects and consultant engineers) are important players in connection with private and public housing construction. The advisers appear in all phases of the construction and help to ensure the high quality of Danish building.

The 451,000 public residences in Denmark are owned by approx. 700 housing associations, all of which are operated on a non-profit basis. Since the public sector provides support to the sector, the societies are subject to municipal supervision, and a number of regulations have been established over time for how the housing associations and their departments must be governed and for the tasks which they may assume.

The housing association's board attends to the general management of the society and its departments, including renting of vacant residences. The society's board also makes decisions on construction of new buildings. A housing association is divided into departments, the departmental management of which is responsible for daily operation. A department can vary in size from a small number of residences to up to a couple of thousand residences.

As a consequence of the public support, public housing construction has been the subject of a number of development and experimental projects. This "product development" has contrib-

uted to the sector's having been in the first rank when it has been a matter of creating new and non-traditional residential environments.

The public housing sector functions in close collaboration with public housing policy. On one hand the sector is an active collaborator and sparring partner in the formulation of the housing policy adopted. On the other hand the sector, through its own building and management activities, solves a long range of the problems which the market has not been able to solve.

Among the sector's advantages the following may be mentioned:

- As a consequence of the relatively low rent required, it is in a position to create sound and healthy residences at a moderate price for the financially poorly placed portion of the population.
- Savings in public housing construction are used to a wide extent for improvements and new constructions, which make possible a certain degree of self-financing.
- The housing associations have trained a comprehensive staff of technical and administrative personnel who can solve the residential-social tasks within the sector.

In urban renewal the municipality frequently hands over to an urban renewal society the task of preparing plans, assigning replacement residences, demolishing homes and supervising the necessary establishment and modernization works. The background to urban renewal societies is a recognition of the fact that carrying out an urban renewal project is a complicated process which includes both authorities and a majority of owners and tenants who will be affected by the project. An urban renewal society must therefore be able to liaise and represent on behalf of the various parties, at the same time as a professional knowledge will be built up in the society which can increase the quality of the urban renewal process.

II. Urban review: Sustainable Human Settlements in an Urbanizing World

A. Assessments and the setting of priorities

1. Planning and urban policy in general

The objective of physical planning is to ensure an appropriate and environmentally sound use of the country's territory and resources. This is obtained with the help of plans specifying which activities and functions may be localized within a particular region or area. Plans can thus include both planning of new areas and activities and alterations to existing uses of an area.

In general the need for a public physical planning in Denmark has grown in step with the ever more intensive use of the country's territory and resources and with the rising environmental consciousness. Major building and construction activities cannot be commenced today without a prior planning. Increasingly, physical planning is also used as a tool for environmental policy.

Most planning in Denmark consists of the elaboration of binding plans, that is to say, plans which must be adhered to by both authorities and land owners. The effect of this is that all parties have a high degree of predictability concerning the function and use of the physical surroundings.

Planning is also an on-going process. As the conditions change, there is a continuing need to revise existing plans and to prepare new ones.

Today Denmark has a simple and transparent planning system with a high degree of decentralization of responsibilities. The municipalities have responsibility for the comprehensive municipal planning and the distinct local planning. The counties have responsibility for regional planning. The State can exert its powers on these plans via regulations, state recommendations, national planning perspectives and information, and when national interests so require by issuing vetos to regional plans.

At all levels the elaboration of plans is a politically controlled process. Both municipal plans and local plans in a municipality must be prepared and adopted by the municipal council, while regional plans are adopted by the county councils. At the national level the Minister for the Environment and Energy is responsible to parliament (The Folketing).

The residents affected also have a significant role to play in planning. Before preparation of a proposal for a regional or municipal plan, the public must be able to offer ideas and suggestions for the planning work. After a planning proposal has been adopted, it must be published together with a summary, after which residents have an opportunity to submit objections etc. Local plans must also be subject to public hearing.

Only when the public's comments have been dealt with a plan can finally be adopted. This procedure in part ensures that the plan does not have unforeseen effects and in part contributes to including the insights and fertile ideas of the population in the planning process.

In the physical planning a distinction is generally made between urban zones, rural zones and summer cottage areas. Approx. 5% of the country's area is designated urban zone, 94% as rural zone and 1% as summer cottage areas. Apart from open land the rural zone also include a large portion of Denmark's villages.

This zoning has contributed to a clear demarcation between country and city - and therewith to protection of the open land.

2. Status of the urban system and urban-rural relations

Denmark has been urbanized in this century. Today over 80% of the population lives in cities or urban developments. Within the EU, Denmark is surpassed in urbanization only by Belgium, Great Britain and the Netherlands.

The Danish cities can be divided into the following four principal groups:

1. The metropolitan area, which includes Copenhagen and environs. The area includes approx. 1/3 of the country's population and is the seat of government, parliament and central administration. With suburbs, Copenhagen is of the same order of size within a European context as Stockholm, Barcelona, Rotterdam, Birmingham and Munich.
2. Approx. 70 large and medium-size regional cities, the so-called market towns. The majority of these cities were founded in the Middle Ages, and still form the basic framework of the Danish urban system. As has the capital city, most of the market towns have grown strongly in the last hundred years and have extended far beyond the original town boundaries.
3. About 500 small provincial towns with railway stations, almost all of which were founded in the period 1869 to 1930, when the railway network spread over Denmark. Some of these towns have developed over time into major urban communities, while others have declined.
4. Approx. 5,000 villages, bearing witness to the original form of settlement in Denmark. Until 200 years ago most people lived in villages, but since then the significance of these has gradually been reduced. On the one hand, agricultural dwellings and buildings have moved out into the countryside, and on the other hand, the rural population has drifted towards the larger towns over a hundred year period. Barely 10% of the population today lives in the villages.

Until about 1970 the population concentrated strongly in the larger cities. In the 1970s this trend reversed. The metropolitan area lost population, while the number of inhabitants rose in most of the rest of the country.

In the 1980s another change occurred. In this decade the size of the population stabilized in practically all urban regions. The national migrations are no doubt the most significant cause of differences in the regions' population development, while the differences in numbers of births have lost their regional significance - because of the low level.

In the 1980s and 1990s there have been only small shifts in regional population patterns.

The growing migration to Denmark of recent years has occurred especially in the metropolitan area, where a good 5% of the inhabitants (approx. 90,000 persons) have foreign citizenship. Otherwise, only the cities of Odense, Åbenrå and Horsens have a proportion of foreign citizens above the national average.

3. Major initiatives since 1976

a. Reform of the Planning Act

With the reform of the Planning Act in the 1970s, Denmark gained a coherent and unique planning system for the first time.

The reform consisted of the Urban and Rural Zones Act (1970), the National and Regional Planning Act (1973) and the Municipal Planning Act (1975). The new planning acts were carried out in the wake of a comprehensive municipal reform, in which approx. 1,200 municipalities were reduced to 275 and where a new division of responsibilities and duties among the State, the counties and the municipalities was introduced.

The background to the Planning Reform was in part the fact that the cities were growing so fast, that the development was difficult to control, and in part the fact that use of the open land had become even more intensified. There was also a need for a more effective control of public consumption and public investments.

Firstly, the reform replaced the many different planning types which had developed over time with few planning types. Secondly, the reform introduced a clear division of labour between the various levels in the public sector. The main principle was that local problems to the greatest possible extent were to be solved locally, and that the role of superior authorities should be restricted to solve only those types of tasks which could not be solved at a lower level. Thirdly, planning requirements were extended to cover all parts of the country. Fourthly, the reform was an expression of the fact that people affected by the planning were given a formal role via a number of provisions for public participation. Planning was thus no longer simply a relationship between landowner and authorities.

Physical planning in Denmark is comprehensive planning. In other words, planning does not simply set the framework for use of the individual area, but also integrates planning within a range of individual sectors. For example, the counties' and the municipalities' road planning, environmental planning etc. enter into the total physical planning rather than being planned separately. This means that sectoral planning is not particularly widespread in Denmark, as the individual sectors mainly prepare plans for realization within the framework set in the comprehensive planning.

By virtue of its comprehensiveness, the planning contributes to securing a rational use of the community's resources. On the one hand an intelligent use of public consumption is ensured, and on the other hand the coordination of public and private investments is ensured.

Gradually, as the Planning Act has been implemented at the various levels of government, planning has come to an increasing degree to include the total development of an area.

The current Planning Act is a result of the Planning Reform in the 1970s. In 1991 the various planning acts were merged into one act in connection with a general simplification and modernization of the public sector in Denmark.

Apart from the consolidation of five different acts within the fields of planning and environment into one single act, the reform was brought about by a desire to strengthen the role of planning in the environmental policy. There was also a desire to establish a still clearer division of labour among State, counties and municipalities.

The Planning Act contains five elements:

1. The objective of the act, which in short is to unite the community interests in the use of an area and to contribute to protection of the country's natural environment.
2. The requirement for the content in the various types of plans which are available to fulfil the objective of the act. A distinction is made here between local plans, municipal plans, regional plans and national projects.
3. Regulations for how the various types of plans are prepared and repealed.
4. A distinction between different types of area according to their use. A general distinction is made in Denmark between urban zones, rural zones and summer cottage areas.
5. A range of legal provisions concerning supervisions, appeals, sanctions etc.

Major building works or altered use of an area can occur only with adoption of a local plan which permits the activity in question. A local plan is adopted by the municipal council.

In order to ensure quality and continuity in the many and widespread local plans, the municipalities must prepare a municipal plan for the whole area which they cover. The municipal plan must in part fix an overall structure for the whole municipality and in part provide a framework for the content of local plans for the various parts of the municipality. Municipal planning is an on-going process, as the preconditions are continually changing, and every four years the municipal council must decide whether a revision is required.

Planning of the general development in a county occurs via regional planning. Inasmuch as planning in the cities occurs predominantly via municipal planning, the task of the regional plans is especially planning of infrastructure and the distribution of urban zones, summer cottage areas and agricultural areas as well as planning of the open land. Like the municipal plans, the regional plans are on-going and must be revised every four years.

National planning is undertaken by the Ministry of Environment and Energy. There is no

actual national plan. The closest approximation is the sum total of the 14 regional plans. Under the planning Act, the Minister for the Environment and Energy must, after each parliamentary election, provide a national planning report. The forthcoming report is reported elsewhere in this report.

National planning is carried out on the one hand by the minister being authorized to intervene with respect to regional, municipal and local plans and to stipulate planning requirements. On the other hand it is the minister's task via state recommendations, reports etc. to inspire both counties and municipalities towards the best possible planning. Prior to the four-year regional plan revisions the Minister for Environment and Energy has in 1995 issued a comprehensive state recommendation on the government's demands to the content of the forthcoming regional plans.

Apart from describing the proposed project or the planned land use, a plan must also discuss other consequences that a building project or an altered land use may have. This will often, for example, concern aspects relating to traffic and the environment.

For major building and construction projects likely to affect the environment significantly, the plan must be accompanied by an environmental impact assessment (EIA). This requirement prescribed by an EU directive is in Denmark incorporated into the Planning Act; in contrast in most other EU countries the procedure is specified in an independent statute.

The current planning system has been in force for almost 20 years and is well incorporated today. The counties are in the process of preparing the fourth generation of regional plans, while the municipalities have prepared the second or the third generation of municipal plans. In all, about 30,000 local plans have been produced.

The Planning Act has demonstrated its viability in several ways. In the first place it has functioned without major problems in both a growth phase and in a period of stagnation. In the second place a completely predominant portion of the changes in the physical surroundings, both in the cities and in the countryside, occurred within the framework of municipal and regional planning.

Just as Denmark in the 1970s and the first half of the 1980s was still marked by a quite significant urban growth, management of urban growth was a significant element in regional planning. In the 1990s the principal problems are, however, to a much greater extent related to the protection of the environment, safeguarding natural interests, and redevelopment and renewal of the existing cities.

b. From bigger to better cities

While the cities were growing there was, individual periods excepted, investments of such magnitude that the most significant planning task consisted of preventing runaway development. Physical planning up to the middle of the 1970s consisted of transferring agricultural



land to urban purposes via zoning legislation. The main issues in the planning were distribution of the continued urban growth among the various city types (a debate on urban network), designation of new urban zones, classification of the designated areas according to use etc.

In the middle of the 1980s the Ministry of Housing and the Ministry of Environment jointly launched the concept of urban renewal, which signaled a shift in emphasis from new construction to urban rehabilitation, and in 1987 the Ministry of Environment provided a report on urban policy to parliament. Together with a debate book with the title "Better Cities", the statement contained a request to the municipalities to begin a general urban renewal planning. The municipalities were requested inter alia to:

- Work towards a more varied commercial structure in the central city areas
- Ensure that businesses linked to the individual local areas were protected
- Limit the number of large supermarkets in the larger city areas
- Incorporate more general strategies in the municipal plans for buildings worthy of preservation
- Give priority to collective transport systems and to favour bicycle traffic in the large cities rather than private motor traffic
- Limit the designation of land for parking lots.

With respect to the localization of the various urban functions, the goal of the 1960s and 1970s changed from separation of functions to a goal for the integrated city. Integration means that the different urban functions are mixed to a greater extent, not least for environmental reasons. This applies to both the efforts to minimize the need for transport in the cities and the efforts to create better social environments via more varied urban areas.

The result has also been that the municipal planning over the last 10 years to an increasing degree has treated issues such as inner city planning, preservation planning, urban concentration, in-fill construction etc. At first the focus was on the oldest parts of the cities, but increasingly larger and younger urban areas have been included as targets for urban renewal.

At the same time, concrete planning has increasingly developed to become more and more comprehensive. To a growing extent, the individual sectors are preparing their plans within the framework stipulated in the comprehensive plans. Planning has thereby come to comprise the total development of an area, that is to say, the buildings and the spatial structure including traffic installations, energy supply, pollution control etc.

c. National planning directives

Since the reform of the Planning Act in the 1970s a total of approx. 30 national planning directives have been issued.

A national planning directive may cover either a specific construction project or set broader guidelines for a desired development.

An example of the latter is the circular on planning and administration of coastal areas issued by the Minister for the Environment and Energy.

With its 7,300 km of coast, Denmark has the longest coastline relative to its size of any European country, and the coast is one of the most characteristic features of the Danish culture landscape.

Nevertheless, developments during recent decades have made the Danish coastal areas a limited and vulnerable resource.

This is due firstly to the fact that for centuries the expansion of most Danish cities has been based on their growth as seaports.

Secondly, the ever increasing leisure culture has developed mainly in coastal areas. Over the last 40 years, a large number of summer cottage areas have been established in coastal areas, and Denmark's proximity to heavily populated areas in northern Germany and the Ruhr district has in particular placed the west coast of Jutland under heavy stress.

Thirdly, most of the energy supply in the form of combined heating and power plants and oil refineries is situated along the coast.

The result has been that 1/3 of the coastal landscape is currently used for, or planned for, urban purposes, holiday and leisure or technical facilities. It is estimated that approx. one half of the total coastal landscape is visually affected by development.

A circular governing holiday and leisure areas came into force already in 1981. It defined coastal areas as all areas within a distance of 3 km from the coast in open country and it established inter alia that no further areas were to be set aside for summer cottage development.

A new national planning directive on coastal planning which came into force in 1992 extended the coastal zone to cover the entire Danish coastline, thus also including urban areas. The circular had a dual purpose: Both to protect coastal areas and to extend the scope for utilizing coastal areas. This dual purpose was formulated in the following five principles, which regional and local authorities must incorporate into their planning:

- New coastal developments in rural zones and the transfer of unspoiled coastal areas to urban zones must be justified by specific planning and functional reasons.
- Apart from commercial harbours and other infrastructure developments, no buildings or facilities should be constructed which might change or reshape the coastline.
- No new land must be allocated to summer cottage areas, and existing areas must be maintained for holiday purposes.

- New holiday and leisure facilities must be planned in accordance with overall tourist policies, and then only in connection with existing urban settlements or major holiday and leisure settlements.
- Public access to coastal areas must be ensured and improved.

The circular places special requirements on local planning projects for buildings and facilities in coastal zones. Firstly, an account must be given of the visual effect on the surroundings. This requirement is intended to ensure a qualified basis for decision making and for public debate. Secondly, justifications must be given for structures of a planned height in excess of 8.5 m. Thirdly, a report must be prepared on any other conditions of importance in safeguarding interests related to nature and outdoor recreation.

In the process of incorporating the above principles in subsequent regional and local planning, regional and local governments were to review all previous plans for the purpose of cancelling outdated restrictions on land use and unnecessary local plans.

The coastal circular is an example of how national planning is applied in the safeguarding of overall considerations by stipulating a specific framework for decentralized planning. If, in the minister's judgment, a plan fails to comply with the circular's intentions, the minister can exercise his right of veto and ban the project.

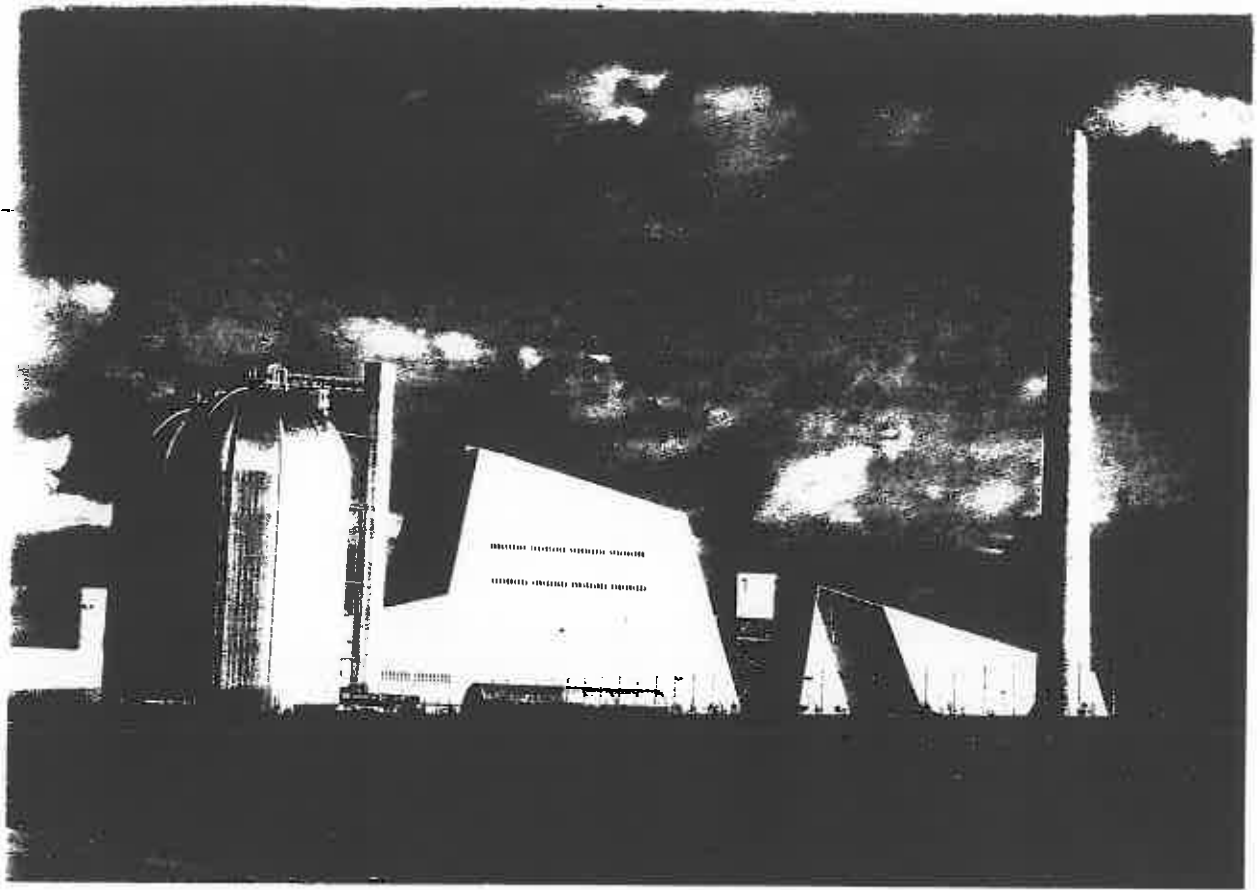
d. Environmental protection and the EIA procedure

One of the aims of regional planning is to prevent the pollution of air, water and soil and of noise nuisances. This is ensured partly by an environmental impact assessment prior to the construction of major projects.

In regional planning, protection of the environment is first and foremost carried out via the guidelines for the localization of industries and facilities which considering the concern for the surroundings must be subject to special requirements. Such industries will normally also require approval according to the Environmental Protection Act, and the regional planning guidelines determine their location on the basis of the environmental concerns to be safeguarded, e.g. protection of ground water or water catchment.

Since 1989, it has also been the duty of the counties to produce an environmental impact assessment (EIA) prior to the establishment of large development projects likely to have and adverse effect on the environment. It is, however, the responsibility of the State to make such an assessment of the large projects approved by special acts or by national planning directives.

The environmental impact assessment is based on a European Union directive from 1985. The directive specifies that major projects which are likely to affect the environment significantly must be subject to a general environmental impact assessment and to public consultation before they can be initiated. The purpose of the EIA procedure is to ensure that all



known effects on the environment are considered in advance and that all necessary precautions are taken to protect the environment. The EIA procedure implies a broader assessment of the location and construction of the projects in relation to the natural, historical and biological values than is required for environmental approvals.

An EIA report must describe the planned project and its location, construction and design, both in the construction phase and subsequent operational phase, including an account of the materials to be used, any emissions and any risk entailed by the processes for neighbours and the environment.

In addition, the surroundings affected by the project must be described, as must also the effects on local residents, soil, water, air and climate. The effects on the landscape, local fauna and flora, cultural heritage and architectural values as well as the access of the public to these facilities must be presented, and the description must cover both short-term as well as long-term effects on the environment. Finally, the report must include a proposal on how to limit any harmful effects, and a summary must be given of any alternatives which have been considered - including alternative locations of the project - and of the alternative available in case the project is not realized. Apart from the technical report, a non-technical resume must be prepared as a basis for the public debate.

A new regulation is the introduction of an EIA procedure for various facilities unless a local plan for the facility already exists and unless the facility is able to comply with the pollution guidelines for noise, emissions and water quality.

Since the EIA procedure came into force in 1989, the procedure has been used partly in connection with major public projects (bridges, ferry terminals, natural gas storage plants etc.) and partly in connection with private construction projects and other single projects with an effect on the surrounding environment.

Through the EIA procedure a better and more transparent basis for substantial decision making has been achieved.

e. The national planning perspective: "Denmark towards the year 2018"

Land-regulating planning is important in the localization of buildings and facilities etc. - and for the protection of existing settlements and natural values.

Concurrently, however, the need has arisen for a more strategic planning which at the overall level considers the spatial consequences of the expected development and which establishes long-term political goals and proposes actions capable in the short term of guiding the development in the desired direction.

In Denmark this has become particularly urgent with the formation of the European Union's Single Market, which is predicted to cause an acceleration of already well-known development trends in the form of increased international division of labour and gradual abolition of national borders.

The first example of such strategic planning was presented in 1992 by the previous Danish government in the form of a national planning perspective with the title "Denmark towards the year 2018". This document represents the first attempt to view the spatial structure of Denmark as a part of future Europe.

The purpose of the national planning perspective was in a European perspective to create a vision for Denmark - a framework for visions of the spatial development of the main national structures etc. over the next 25-30 years. The perspective thus differs from local and regional plans, the time horizon of which is 12 years.

The national planning perspective takes its basis in the geographical features of the country, and applies an intersectoral approach. It is elaborated around four main issues which taken together are central for land use and spatial development. The issues are urban planning, the overall transport system, rural districts and tourism.



Cities with population > 1 million

Capitals with population > 750.000

Primary transnational transport axes

The fact that the planning is strategic means that visions and goals for development are established. The national planning thus represents a tentative prospect for the future suitable as a common frame of reference for the many public bodies whose decisions influence the development of the physical surroundings.

The national planning perspective is based on attitudes and not on quantitative projections. At the same time, the perspective constitutes a national planning policy adopted by the government and containing some general guidelines for public decision making.

In addition to its use as a frame of reference for the planning at the various levels, the perspective is also part of the basis for Denmark's participation in the Committee for Spatial Development of the European Union.

The overall objective of the national planning perspective is the intention that Denmark should strive towards becoming one of the areas in Europe with the best quality environment. Within the perspective's four main issues the objectives are specified in the following sub-goals:

1. Efforts should be made to strengthen existing cities in Europe. The cities should no longer be seen purely in relation to the rest of the nation, but enter into a situation of competition or cooperation with other cities in Europe. The Øresund region (Copenhagen-Malmø) is targeted as the leading urban region in the Nordic countries.
2. The transport system must be efficient and environmentally sound, in such a way that on the one hand it has the capacity to cover the need for increased transport and on the other hand causes less stress to the environment than current forms of transport.
3. The goal for the countryside is the creation of a varied landscape. One of the effects of the agricultural developments will be that part of the areas currently cultivated will be used for different purposes.
4. Tourism development must be balanced in such a way that it on the one hand will play an important role in the future as one of the leading industries, and on the other hand it will be managed in a manner that prevents degradation of the national resources and the coastal areas.

The national planning perspective is not directly binding for regional and local authorities.

Rather, the perspective contains a summary of a range of public initiatives contributing to turning the development in the desired direction. This applies inter alia to a number of demonstration projects already in progress in collaboration with local and regional authorities.

Among these demonstration projects are:

- A city network in which several cities collaborate on the analysis and elaboration of common and comprehensive spatial development perspectives
- Proposals for possible improvements of the environment through environmental regulation and physical planning on the basis of information on resource flows in a specific urban region
- Urban transport systems demonstrating how the necessary traffic in urban areas can be organized while at the same time achieving environmental objectives
- City centres and urban preservation demonstrating how restructuring of cities can be carried out in such a way that the qualities of the cities are enhanced
- A development perspective for a rural district where several municipalities collaborate on developing business and other development potentials which integrate considerations for natural resources, the environment and the development of the landscape
- Elaboration of a network of ecological and recreational corridors in the landscape
- Mapping of options and requirements for a quality expansion of a coastal area with substantial tourism in the vicinity of a coastal town.

One of the tasks undertaken in the context of the national planning perspective was an analysis of the strength and weaknesses of Danish cities and towns. The analysis is intended to serve as a tool in the local and regional planning and to stimulate intercity collaboration on comparative advantages.

f. European planning cooperation

In the European Union, regional policies have for a long time played an important role. In contrast, physical planning has only recently been included and just on an informal basis in the community cooperation since it is not a community issue according to the Maastricht Treaty. Two documents "Europe 2000" from 1991 and "Europe 2000+" from 1995 have been issued by the European Commission following consultation in all Member States. These documents contain assessments of and scenarios for the spatial development. Among the issues stressed is the need for a spatial planning covering the entire EU territory and capable of counteracting the emerging new tendencies towards concentration.

Europe 2000 and Europe 2000+ are intended as a frame of reference for the private sector and public authorities when decisions are made concerning long-term investments - including financing from the Structural Funds and the various sector policies.

On an initiative from the ministers responsible for physical planning, informal cooperation was established in 1993 among member countries, assisted by the EU Commission, on a European Spatial Development Perspective, ESDP, which will focus on common strategies for:

- Maintaining a decentralized European urban network
- Equal access to infrastructures for transport and information
- Proper administration of the European cultural and natural heritage.

The background for the European Spatial Development Perspective is the wish to contribute to economic-social cohesion and a sustainable development. The aim is to contribute to a more balanced use of the Union's territory.

g. Vision and Strategies around the Baltic Sea 2010

The social changes in Eastern Europe and the independence of the Baltic countries have given rise to much interest in the reestablishment and further development of the ties which existed between the countries around the Baltic before the Second World War.

One of the initiatives for cooperation in the region is the project "Vision and Strategies around the Baltic Sea 2010", the purpose of which is the creation of a general common framework for the spatial development in the Baltic Sea Region.

The cooperation was initiated in 1992 on a Swedish initiative. The first step in the project was to gather information about the region, among other things about urban systems, the infrastructure and coastal areas. On this basis a number of common goals and a vision for the future structure of the region was set up in spite of different traditions of and experiences in physical planning of the participating countries. Thus, Germany, Sweden and Denmark already have national spatial development perspectives, while Finland is in the process of preparing one. As a result of the cooperation, Poland and Estonia have now started the formulation of a national planning policy.

The common development perspective for the Baltic Sea Region can be seen as a part of the present European process. Several regions are preparing development perspectives, among others the Mediterranean region and the Atlantic region. In addition to the planning cooperation, the project will also contribute to making the Baltic Sea Region known as a region in the European context.

A joint report contains proposals for a number of projects aimed at moving the development in the direction of the vision in line with the method applied in the Danish national planning perspective. Present issues are towns and cities and urban systems, infrastructure, energy and special areas including coastal border regions, islands and nature areas.

Some of the actions will subsequently require political decisions. This applies, for example, to the adoption of common national guidelines for the planning of the coastal areas around the Baltic.

4. Follow up of Agenda 21 and GSS (Global Shelter Strategy)

In Denmark, physical planning has increasingly become an integrated part of the environmental policy. In the cooperation between the Ministry of Environment and Energy and local governments, particular emphasis is placed on promoting comprehensive management of the urban environment, and increasing efforts made to base such work on existing environmental conditions and to prepare action plans for environmental issues.

The following sections present a detailed account of a range of local and national initiatives for the establishment of more sustainable towns, cities and settlements.

a. Local Agenda 21's

Following the Rio-conference on Environment and Development, Denmark has on behalf of all local governments committed itself to prepare so-called local Agenda 21's no later than 1996. A local Agenda 21 is a strategy on how regional or local governments may contribute to a global sustainable development. A local Agenda 21 is comprehensive and intersectoral - exceeding the scope of technical planning and administration. It is based on the active participation of local residents in addressing global environmental problems.

In cooperation with the associations for regional and local authorities, the Ministry of Environment and Energy has issued a request to all local and regional governments to prepare local Agenda 21's and has published a guide for a possible approach to this task.

While the Planning Act sets the framework for local planning and leaves the content to local governments, an Agenda 21 is in some respect the ultimate form of decentralized physical planning.

Central to the work on local agendas is the local approach. Solutions to environmental problems must be seen in relation to the everyday lives and living conditions of the population, and the local population must therefore be involved. Because the starting point is local, no uniform guidelines can be established for the preparation or for the final product of a local Agenda 21. The various counties and municipalities have different profiles. Therefore, the Ministry of Environment and Energy and the associations for regional and local authorities recommend that only a two-pronged approach be taken to the work.

On the one hand the strategy should contain local objectives for the environment. This can, for example, be a directly measurable reduction in energy consumption, waste production, water consumption etc. The environmental strategy can also formulate "softer" objectives such as, for example, strengthening of the qualities of the urban environment or the landscape. The local government may also set a schedule for achieving the objectives in order to ensure effective follow-up.

On the other hand, a broad range of actual projects and initiatives can also be prepared. Firstly, the local or regional government can prepare its own projects such as, for example, a green consumer policy, energy-saving measures in institutions, environmental management of own companies etc. Secondly, the local government can support the initiatives taken by local groups of citizens with, for example, secretarial assistance and information and guidance. An example would be the case where a group of citizens in a housing estate is very active in an ecological urban renewal project and both the local government and the group of citizens contribute to fruitful cooperation. Dialogue is therefore a keyword.

b. Example of a local Agenda 21

In June 1995, the Municipal Council of Albertslund issued a draft strategy entitled "Agenda 21 - an agenda for a sustainable development". The draft strategy was intended as a debate folder used for debate among the citizens of Albertslund. The Municipal Council will then approve a final Agenda 21 at a later date.

Green accounts: In recent years, the Municipal Council of Albertslund has prepared a set of green accounts in order to obtain a general overview of the city's resource consumption. The green accounts for 1994 attach figures to a long series of topics which describe the city's consumption of resources such as the consumption of district heating, natural gas and oil, electricity, CO₂ emission and waste and recycling production. The green accounts make it possible to establish quantitative measures for a reduction of the consumption of resources and the level of pollution, and this is exactly what the Municipal Council has done with the Agenda 21.

From 1995-2010: One of the cornerstones in the draft strategy is the proposal to define the ecological scope of Albertslund in 1995. Ecological scope is taken to mean the total amount of resources and energy which may be used without preventing future generations from having access to the same amounts. The draft strategy proposes that by 2010 Albertslund's consumption of resources and energy must correspond to its ecological scope.

In order to promote a development capable of achieving the objectives in 2010, a series of annual subtargets have been specified. The plan proposes, for example, that not later than 1998 the Municipal Council must prepare and adopt a CO₂ plan with the purpose of reducing CO₂ emissions, and that by the year 2000, CO₂ emissions must be reduced by 35% relative to 1986. In 2010, CO₂ emissions must be reduced to 50% of the 1986 level. These targets are underpinned by a series of actions aimed at achieving the goal. The draft strategy also sets subtargets for other areas, for example waste, recycling and water consumption.

On-going adjustment: The intention is that the subtargets should be adjusted regularly in order to ensure that the final target is reached in 2010. The intention is also that the subtargets should be prepared in collaboration with the citizens and users, as a precondition for achieving the subtargets is that they have gained broad acceptance.

c. Urban ecological recommendations

In the spring of 1993, the Minister for the Environment and Energy set up an advisory committee on urban ecology, whose task was to assess whether, in addition to existing initiatives and legislation, there was a need for additional and new public initiatives aimed at improving the urban environment.

In its report, which was issued in February 1994, the committee pointed in particular to the following three proposals which will be able to contribute to a breakthrough for urban ecological initiatives:

1. An urban ecological subsidy scheme as supplement to existing government support schemes.
2. Three to five major demonstration projects to show how various types of urban areas and settlements can be renewed or constructed allowing to the greatest possible extent urban ecological concerns while at the same time creating beautiful and well-functioning urban areas.
3. A national information centre with the task of gathering experiences, setting up an urban ecological consultancy service and arranging courses and in-service training etc. The centre should also be responsible for the international marketing of Danish know-how and techniques in the area of urban ecology.

Follow-up of the three main proposals should proceed in close collaboration between the Ministry of Housing and the Ministry of Environment and Energy, as the proposals concern these two ministries in particular.

It is intended that primarily the Ministry of Housing should take the initiative in planning and implementing the demonstration projects. The Ministry of Environment and Energy will concentrate primarily on the establishment of the national information centre. It is expected that the ministry will be able to make its decision on the establishment and localization of this national centre during the spring of 1996.

d. The Green Fund

In 1994 the Danish Parliament passed the bill on the Green Fund, which is to support initiatives aimed at involving the population in the promotion of an environmentally and ecologically sound development - including urban ecological development - by making financial support available for:

- Activities involving changes to lifestyle intended to reduce resource consumption and to protect and improve nature and the environment, including innovative or intersectoral initiatives for improvement of the environment.
- Initiatives within information, education and the exchange of experience with the aim of promoting environmentally sound behaviour.

In 1995 the Fund had 25 million kroner at its disposal, and 50 million kroner has been allocated in the budget for 1996. In its previous practice of awarding grants the fund has placed weight on supporting projects which:

- Profile new tendencies with rich potential in the area of the environment
- Are aimed at a broad public and are rooted in a broader environment, locally or in terms of organization
- Are aimed at disseminating information
- Are intersectoral and comprehensive.

Projects which gained support from the fund in 1994-95 included the distribution of city bicycles for free use in central Copenhagen, a network for green families, campaign work on local Agenda 21 projects, and books on the aesthetics of urban ecology and city gardens.

In 1995 the Fund held a competition on the establishment of local and urban ecological centres. Such a centre is understood to mean a framework for local urban ecological initiatives. These may, for example, involve a demonstration of water- and energy-saving fittings, environmentally sound do-it-yourself materials, composting toilets, facilities for waste sorting and examples of environmentally sound outdoor areas. Advisory services, conferences and other initiatives can also be part of life in an urban ecological centre, which must be a place where local residents, associations and business people meet and exchange experiences.

The competition was addressed broadly to community groups, employment projects, urban renewal and housing associations, energy offices and others, and 30 well-prepared proposals were received from all parts of the country. Two centres were awarded two million kroner each for establishment and operation.

e. Coastal planning

In 1994 the coastal circular mentioned above became law. The purpose of including the provisions of the coastal circular in the Planning Act was, through planning, which gives special consideration to the coastal landscape and nature, to ensure the continued safeguarding of the open untouched and largely unspoiled coastal areas (summer cottage areas and rural zones). Under the Act, special planning or functional justifications are required for permitting building projects in the coastal zone. If such justifications exist, the main rule is to locate behind already existing settlements. At the same time, legislation covering already built-up areas (urban zones) was eased, so that the main emphasis was placed on a quality based incorporation of new constructions in the city viewed in relation to the surrounding coastal landscape.

The Act further stipulates that a coastal protection zone in cities be reduced and in some cases removed completely. In summer cottage areas the protection zone is set at 100 metres, but may be reduced. The protection zone is increased to 300 metres in rural zones.



Existing conditions		Land reservations for:	
	Coastal zone		The general structure of the municipal plan (rural zone)
	Urban zone		Potential areas for urban development according to the regional plan
	Summer Cottage Area		Limited housing development at village
	Hotel		Area reservation for windmill
	Road		Area for raw materials extraction
	Railway		Major vacation hotel/vacation centre
	Forest		Minor vacation hotel/ vacation centre
	Lake		Extension of existing vacation centre
	Meadow/moor		Waste deposit area, technical installation
	Sand/dune		Cluster of windmills

Through the Act the Danish coasts are preserved as an important landscape resource, while in the areas where the population is actually living, planning requirements are only imposed when absolutely necessary.

f. Environmental assessments of proposed bills etc.

Since 1993, all proposed bills and other proposals made by the government and likely to have a significant environmental impact have required the addition of a description of such environmental impact. This is part of the general efforts to integrate environmental considerations into the political decision making processes in order to create a more sustainable environment.

An environmental impact assessment involves in part an assessment of positive and negative changes in pollution and health and in part an assessment of the possible impact on resources, nature and culture.

In this context, the Ministry of Environment and Energy has prepared a comprehensive checklist which may be used to assess whether an actual environmental impact assessment will be required in any particular case. According to the checklist there must be an assessment of whether the bill may cause changes in or affect

water (surface and ground water)

air

climate

land surface, soil and seepage

fauna and flora

landscapes

other resources

waste

historical buildings

the population's health and welfare

safety in production and handling of environmentally dangerous substances

As this is an entirely new practice, the Ministry of Environment and Energy initially considers environmental impact assessment in this field as a process where increasingly better data and better methods will be developed along with experience gained.

g. Transport and the environment

One of the main problems of cities is transport, which is currently the sector subject to least control in terms of the global environmental stress which it causes. Therefore, urban planning is increasingly beginning to combine land use planning and transport planning in order to reduce the energy consumption and CO₂ emissions of the transport sector.

The government has realized that the means previously applied fall short in case of the transport sector, and that it may be necessary to apply stricter means including higher taxes on petrol. Such increases will be introduced gradually and will only gather momentum when agreed internationally.

Until now, the surroundings have been planned on the terms of the car. In the 1960s and 70s, old city environments were demolished and expanded with large consumption of space and low density. This has increased the need of city transportation. During the last 10 years, many municipal councils have made considerable efforts to reestablish the original environments, to restructure cities to make them more concentrated, and to find solutions to parking problems which is less disfiguring for the urban landscape. In some places, for example in Copenhagen, the number of parking lots has been deliberately reduced in order to support public transport.

It is mainly the larger cities which have the greatest possibilities for transferring transportation to the public transport systems. This is one of the reasons why the Minister for the Environment and Energy, through national planning, has placed increasing emphasis on promoting the principle of proximity to stations as the basis for locating office jobs and other urban functions requiring intensive transport of persons in the metropolitan area.

In the early 1990s the Ministry of Environment initiated a programme for the advice and guidance of urban municipalities with more than 10,000 residents, with the aim of preparing and implementing local transport environmental action plans. In addition, the Ministry provides financial support for implementation of the plans. The goal is that all 70-80 municipalities with urban communities of more than 10,000 inhabitants should commence preparation of action plans within the next few years.





Local transport environmental action plans will be elaborated parallel to the other issues of the municipal plan sectors under local planning such as energy consumption, CO₂ emission, traffic safety, air pollution, noise and the visual environment.

h. Preservation of buildings

An important goal of planning is to ensure that urban development is adapted to the important historical and cultural qualities in the built environment.

Municipal plans for the various local areas must contain a framework for the preservation of buildings or urban environments. In general, this is achieved through general provisions for the protection of building cultures, of old green areas etc. in areas worthy of preservation. The provisions also require that new constructions, green areas etc. must be adapted and designed to fit the existing environment.



-  Listed Buildings/Church
-  High preservational value
-  Medium preservational value
-  Low preservational value

In addition, the preservation interests are safeguarded in the local plans which can provide very detailed provisions governing all significant elements of urban and building environments worthy of preservation.

As an important basis for and supplement to the actual conservation plans, a nationwide initiative concerning registration of and stipulation of guidelines for buildings worthy of preservation was introduced in the late 1980s. All properties constructed before 1940, that is to say over one third of all buildings, were registered city by city. A total of approx. 300,000 buildings have been judged worthy of preservation.

The method used in this registration is called SAVE (Survey of Architectural Values in the Environment). This is a method of mapping developed by the Ministry of Environment and Energy which identifies and assesses values in the built environment worthy of preservation and the surroundings.

Through SAVE it is especially important to emphasize the distinct characteristics of the local architecture and architectural style, rather than to identify outstanding individual buildings.

The registration is summarized in an atlas which can cover an entire municipality or particular parts of the city. It is both a fast and an economical method of data collection.

An increased insight into local building traditions further contributes to proper maintenance of the buildings. The Ministry of Environment and Energy has therefore over a number of years published a series of information leaflets which in practical terms explain how owners can best maintain their houses.

SAVE is based on a voluntary cooperation among the municipalities and the Ministry of Environment and Energy, and receives financial support from the Ministry. It is up to the municipalities to apply to the Ministry of Environment and Energy for a registration, and until now this subject has generated considerable interest.

An atlas is a type of voluntary agreement between State, municipality and owners on which local preservation values exist and how they are defined. As such the registration is used in the subsequent municipal and local planning work and contributes to securing the values worthy of preservation.

In parallel with these city atlases the Ministry of Environment and Energy in recent years has also carried out a series of countrywide registrations of particular types of buildings, so-called thematic registrations. These can, for example, be water- and windmills, older industrial buildings, assembly halls and similar. This work is part of the selection of those buildings which are intended for preservation.

i. The EU's Green Paper on the urban environment

In the autumn of 1990 the EU's Green Paper on the urban environment was presented. It was a significant move towards an attempt to turn urban policy into a common EU concern. The Green Paper argues from an environmental point of view in favour of supporting the tendency of recent years to prevent urban sprawl and instead reconstruct and improve existing urban areas.

The financial and social problems in many of Europe's major cities were exacerbated through the 1980s, and the internal differences and inequalities were often greater than the inequalities among European regions.

The Green Paper finally indicated that it might become necessary to intervene more directly and to regulate Europe's urban policy, among other reasons as a consequence of the anticipated competition among major cities.

Even though the Green Paper itself was a basis for debate and contained more warnings than proposals for specific initiatives, it aroused significant attention and contributed to inducing a change in physical planning in the major cities.

j. Refugee villages/asylum centres

An amendment to the Planning Act in 1993 accorded the Minister for Environment and Energy the authority to exempt refugee villages from compliance with the general legal provision on providing local plans or zoning permits prior to construction.

The provision can be used both for the establishment of new asylum centres and existing construction and for erection of new buildings for accommodation. As of 1 May 1995 the provision had been used 51 times to provide for the establishment of refugee villages and 19 times for asylum centres and similar.

The procedure for exemption from the provisions of the Planning Act is that the Minister for the Interior requests exemption from the Planning Act, and that the Ministry of Environment and Energy makes an assessment of whether or not the specific project is in accordance with the overall plans. The county council and the municipal council must be consulted in the matter, and the municipal council must carry out an information campaign before giving their opinion.

A town planning consultant has recently been employed by the Ministry of the Interior to assess the localization prior to the establishment.

5. Best practice (examples)

a. Denmark's largest open green city. Intercity cooperation in the Triangle Region

The intercity cooperation was initiated in 1993. The aim of the project is to prepare a common spatial development perspective for the area. The project must contribute to the added value of the area in terms of economy, environment and culture. In April 1993 the Ministry of Environment selected the eight municipalities as a national demonstration project on intercity cooperation in Denmark as a follow up to the Danish national planning perspective "Denmark towards the year 2018".

The Triangle Region, as Denmark's third largest urban community with over 215,000 inhabitants, includes three large municipalities: Kolding, Vejle, Fredericia; two medium-sized municipalities: Middelfart and Vejen; and three smaller municipalities: Lunderskov, Vamdrup and Børkop. The eight cities are becoming more and more similar. They have a large number of



common interests and the cities are viewed to a greater and greater extent as a whole, by residents, business, educational institutions and tourists.

The Intercity cooperation's annual conference in May 1995 approved a Development Perspective for the Triangle Region and decided to carry out 18 action-oriented projects within:

- ' Urban planning and city development
- ' Promotion of business
- Education.

Within urban development a common planning perspective will be prepared which will demonstrate how general development in the Triangle Region, as Denmark's largest open green city, will proceed. Among other activities the eight Triangle municipalities will prepare a joint draft for the counties' regional plans. Efforts will also be made for the area to be classified as Denmark's fifth provincial centre on a par with other large cities in Denmark.

With the planning perspective a series of specific initiatives will be initiated within the following themes:

- Denmark's largest open green city
 - nature park, coordinated pathway plan, waste management
- Demography
 - influencing the age composition of various settlements
 - efficient green collective traffic, cooperation among harbours, new traffic installations
- Business
 - promoting business development in particular areas and sectors.
- What the Triangle has to offer
 - create harmonious residential and business service, new large stadium/concert hall.

In the area of business promotion, seven projects have been commenced which will strengthen the cooperation among municipalities, chambers of commerce and companies, and which will emphasize joint initiatives based on the potentials of the area. With the directors of local chambers of commerce as project leaders, the project will enjoy the participation of a range of companies, consultants, institutions and other cooperating partners. For instance, twenty companies are involved in a project on making the Triangle Region an international transport centre and a club has been established for foodstuff businesses in the area. To ensure the necessary coordination and coherence of the effort, projects will be linked together in a business development programme for the Triangle Region.

The most important project of the Triangle Region regarding international marketing was started in August 1994 and it has already provided a number of results. A Swedish company has

decided to locate in the area and the Triangle Region has received increased attention by foreign companies, investment advisers, embassies, trade associations etc.

Education is a new field of cooperation for the Triangle Region. At the moment the following projects are in progress:

- Upgrading of the business college "Handelshøjskole Syd" into a business university
- Research and science park
- Analysis of business education
- A consortium for in-service and advanced education.

In other words, cooperation will be established on how to create still more exciting cities and how to attract commercial businesses and higher education to the area. And the initiatives will be carried out in due consideration for the protection and improvement of the environment. At the same time it will be ensured that the area as a whole will remain and will be perceived as an attractive green city with a number of sub-centres.

b. Demonstration projects for a better urban environment

"Project Better Urban Environment" was carried out from 1993-95 with Elsinore and Høje Tåstrup municipalities as participants.

The project is an example of how

- the environment can be safeguarded satisfactorily, also by bridging traditional professional disciplines, administrations, the public and the private sector and residents and authorities and
- municipal planning can be used and developed as a suitable tool for setting priorities for comprehensive plans of action for the urban environment.

The management of the project was organized by a working group in each of the two municipalities with representatives from the various administrative branches.

As a starting point the current condition of the urban environment is described on the basis of existing data. After almost a year, both municipalities had prepared a green book for the urban environment in their areas describing the state of the urban environment. The green books also contain ranked proposals for cross-sectoral areas of initiative.

In Høje Tåstrup the following key phrases were formulated for the ranked areas of initiative:

- From authority to self-government
- Quality of life through influence and actions
- Green structures in the municipality
- Interconnected pathways for vulnerable users

- Limitation of car traffic and environmental nuisances
- Sustainable development
- Integration of urban functions
- Improvement of urban space
- The city as social and cultural meeting places
- A city for everybody
- Protection of the cultural heritage
- Local identity and affiliation.

Seven local areas in the municipality have been selected for cooperation with the local residents in order to implement a plan of action on the above issues and with cross-sectoral support from the municipal administration.

Elsinore's green book includes a number of general goals which inter alia is based upon maintaining a varied urban environment in seven local communities in the municipality. The need for transportation must be reduced and both the city centre and the outer areas must be ensured active communities both during and outside working hours.

On the basis of these goals, a range of areas of initiative is proposed in Elsinore, including preparation of an environmental checklist for use in the assessment of sectoral projects and initiatives as well as the individual local areas in relation to the goals. Finally the project "Better Urban Environment" was continued in local areas. The municipality has also started to prepare an environment and traffic action plan.

The project has contributed to paving the way for more comprehensive municipal plans, which tears down the walls between traditional sectors in order to promote a coherent urban environment. The project is one of several pioneer projects as regards the Danish local Agenda 21s, and both municipalities have decided to continue the project "Better Urban Environment" as part of this.

c. Old urban area restructured with innovative means

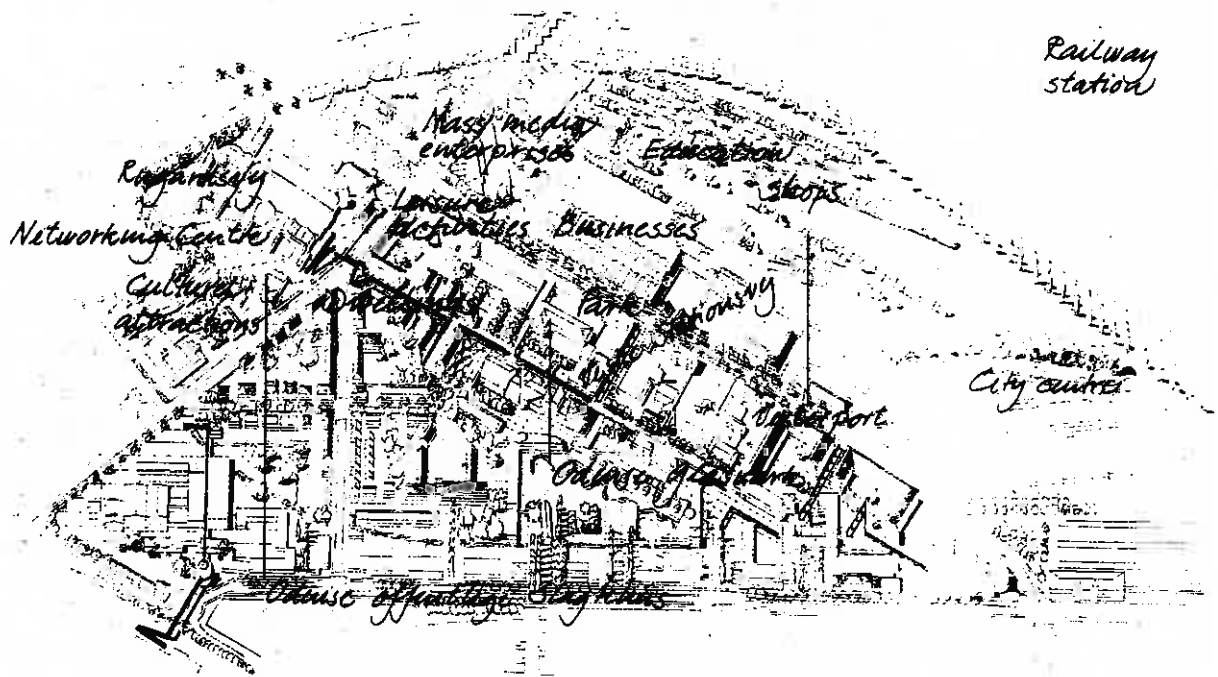
The Glasvej area in the middle of Odense is an old and deteriorated mixed residential and industrial area with an increasing number of vacant buildings. This type of area is found in many larger Danish cities; they have a strong need for new life and new modern functions.

In Odense the Planning Department in cooperation with the Ministry of Environment and Energy have carried out a project which has resulted inter alia in a comprehensive strategy and a district plan for the restructuring of the area. Among the goals are:

- To retain the diversity and mixture of functions
- To support businesses and new entrepreneurs
- To protect buildings of architectural interest
- To create coherence between roads, space and buildings.

Spatial planning is one of the instruments to achieve these goals. Classification and redirection of certain roads, provision of green areas, and framework for building construction is therefore part of the comprehensive plan and in the longer run also the municipal plan.

Among the more non-traditional means is the idea of creating a development company for the Glasvej area. The development company must be joint private and public with representatives from the municipality and, for example, local investment companies and a public housing association. The idea is that participation from the private sector will ensure financing and profitability in the restructuring, while the municipality ensures the strengthening of the quality of the overall planning.



A comprehensive plan with a vision for the future of an urban area

Active use of social benefits and labour market funds is also one of the new methods proposed by the project. The Planning Department, the Employment Office and the Department of Cultural Affairs in the Municipality of Odense are joining forces. The job training and education which the department of employment will offer the unemployed will be applied in the urban restructuring process, and new cultural facilities will be established at the same time. The project has received financial support from the General Directorate for Environment of the EU. It was carried out from January 1993 to April 1994. The first phase consisted of an analysis of the urban architecture and building-technique, business and traffic and environment.

In the second phase the project group prepared a catalogue of ideas and a comprehensive district plan for the area. Consultants and a professional group of experts contributed to the work. A local network was established at an early stage and has been actively involved in creating a common vision for the redevelopment of the area. The network consists of people from companies, resident's groups, landowners and members of private associations.

Representatives of tourist groups and other institutions are also included. A smaller working group within the network has provided specific ideas for the restructuring.

The third phase consists of the implementation of the catalogue of ideas on the basis of the strategies and the comprehensive district plan.

B. National plan of action

1. National goals and policies

a. The National Planning Perspective 2018

In the process of preparing the National Planning Perspective "Denmark towards the year 2018", the Danish Government established the following six goals or visions for the spatial development of coming decades:

1. Denmark in a dynamic area of northern Europe

Denmark must strive for a development in which the northern part of Europe becomes a growth area - and as far as Denmark is concerned - with the environment as an international competitive advantage.

Denmark should lead the way in a development which partly improves the environment within Danish borders and partly contributes to long-term improvement of the environment in northern Europe and in the rest of the world.

An imaginative spatial structuring of Denmark will contribute to create this growth area of northern Europe.

2. Danish cities must be reinforced in Europe

Danish cities have good possibilities of strengthening their international role. All cities will get tasks in the international division of labour and thereby new opportunities for development based on their own qualities. An important basis for a local strategy is therefore to survey, protect and extend the profiles of the individual cities and towns.

Danish cities and towns vary in size and carry out different tasks. Some cities will primarily have a local, regional or national role, while others cities will distinguish themselves internationally. It is therefore of interest to Denmark as a whole to differentiate the content of the national and local development policies for the different urban regions.

Large cities in Danish terms such as Århus, Aalborg, Odense and Esbjerg must take advantage of their wide range of development opportunities in competition with other European cities of the same size and function.

In the international division of labour, the other cities must concentrate more on specialties, especially within production, including the processing of agricultural produce and production of consumer goods. Several of these cities also have a substantial tourist potential.

Several cities should establish urban networks and thereby take advantage of their collective potential for the common benefit.

3. The Øresund Region is targeted as the leading urban region in the Nordic countries

The government believes that an international strengthening of Copenhagen is in the interest of Denmark as a whole. Cooperation between Sweden and Denmark should ensure that the entire Øresund Region is strengthened.

The international airport, the high level of telecommunications service, the efficient regional railway system, the optimal opportunities for commercial location in the centre of Copenhagen are activities which can attract international companies and organizations.

There is already a substantial concentration of research and development departments, research institutes and universities in the metropolitan area. With a continuing effort to extend the cooperation between research and educational institutions in the Øresund Region, the area can become the largest educational and research centre in northern Europe.

As Cultural City in 1996 Copenhagen will be given a permanent boost, partly through the expansion and modernization of institutions partly through the international publicity which the capital will receive.

The Danish Government's initiatives in relation to the Øresund Region are described further below.

4. Danish cities must be linked to the international transport axes

Denmark must position itself on the international transport network, with north-south international axes both in the western and the eastern parts of the country and with an east-west axis linking the country together. This will provide economic advantages for Copenhagen and the other Danish cities which will gain a central position in relation to international transport axes. A selective expansion of the Danish road and railway network based on environmental considerations will make a positive contribution. The planned extension of the road infrastructure in Denmark provides a sound basis for continued efficient road transport, but also for safe transport.

Denmark must strive towards a traffic system which meets the demands for efficiency while at the same time keeping developments within the limits set by concerns for resource consumption and the environment. The development of new, less energy-consuming means of transport must be promoted. Environmental gains must be promoted in the distribution of labour among the various forms of traffic.

5. The Danish landscapes must be varied

The open countryside offers great international potential, not only because it is beautiful, well taken care of, varied and clean and therefore has a substantial aesthetic value, but also because

quality food products are produced in a sector with high productivity and substantial exports. In view of the ever expanding market for environmentally friendly foods, Denmark should aim at increasing its production of environmentally and ecologically friendly goods.

The qualities of the countryside can contribute to the image on which Denmark can market its tourism, commercial location and food products internationally.

At the same time, the diversity within the Danish flora and fauna will have a good chance of being maintained and expanded following the introduction of the new Nature Protection Act.

As a general principle new constructions should be located in connection with cities or urban settlements. The sharp division between urban zones, rural zones and summer cottage areas has allowed the countryside to extend up to the city line.

6. The Danish coasts and cities must be attractive tourist destinations

Denmark has substantial potential for increasing tourism. A targeted strategic development of tourism is, however, required, emphasizing the extension of the peak season, professionalism, product development and marketing.

The opportunities to attract more tourists are not the same throughout the country. It is therefore necessary to work towards a differentiated selection of offers, where the individual regions concentrate their efforts on their strong points.

Denmark can be marketed as the cleanest country in Europe, offering attractive holidays with experiences of natural, environmental and cultural assets. It is thus crucial that these assets are preserved and improved so that the pressure exerted by the public does not lead to any deterioration.

In order to support quality tourism in Denmark, it is crucial to preserve the unique, long, open coastline. It is therefore a good idea in some parts of the country to focus on the development of larger concentrated units, which out of concerns for the economy, the landscape and the environment should be located close to existing coastal towns or holiday areas. It will thus be possible to achieve an optimal use of existing facilities. But a significant increase in tourism presupposes the development of new attractions which are not geographically related to the coastal environments.

The cities must be attractive to tourists. This requires defining and organizing coherent tourist products which the city can market. Rural areas and the small islands must also profit from tourism.

With the above six goals in mind, the Ministry of Environment and Energy has cooperated with other responsible ministries to initiate a number of projects which will serve as examples of specific planning at the regional and local level.

The Øresund Region

In "Denmark towards the year 2018", the above mentioned National Planning Report issued by the Minister for the Environment in 1992, the government has set up as one of its goals, that the Øresund Region (The Copenhagen region and Malmöhus Region) is targeted as the leading urban region in the Nordic countries.

Located at the international railway and motorway connections from Scandinavia to the continent, with the largest Nordic airport and with more than 2.5 million inhabitants, the Øresund Region has the most favourable conditions.

A number of decisions made in recent years by the Government and Parliament have contributed to the implementation of this goal.

The fixed Øresund Link between Sweden and Denmark will ensure that the urban communities on both sides of the Øresund will coalesce to form one urban region.

Copenhagen Airport is being expanded. With its location adjacent to the Øresund Link, it will serve major parts of the rest of Denmark and the southern Sweden in addition to the Øresund Region itself.

It has been decided by law to create a new urban area, Ørestaden, close to the airport and approximately in the centre of the Øresund Region, with excellent traffic connections to both the Danish and the Swedish parts of the urban areas of the region. According to the plan, city business, institutions of higher education and research and housing areas will be established here in the next few decades. The area will have a north-south canal system and the existing natural surroundings will be an integrated part of the development.

As part of the Ørestad Act, Parliament has also decided on a new light railway network.

Following the decision on a fixed link across the Øresund, a Swedish-Danish cooperation body, the Øresund Committee, was established in 1993 with representatives from national, regional and municipal authorities with the aim to promote cooperation in many different areas and to market the region internationally.

b. Denmark's Nature and Environment Policy Report

On 8 August 1995 the Danish Government presented the 1995 Nature and Environment Policy Report. The report is an integral part of the strategic environmental planning initiated by the government in 1993. For the first time, a comprehensive overview of Danish initiatives on nature and the environment has been provided. The overall objective of the report is to ensure that the collective effort for the protection of nature and the environment is made more proactive and targeted.

The report covers the entire environmental field, i.e. the full range of pollution problems and relevant sectors, nature conservation and physical planning. The purpose of the report is to promote a comprehensive environmental approach, where goals and initiatives in the individual sectors are in accordance with general objectives. The report is intended as a basis and as a starting point for the formulation of specific future initiatives in the field of nature and environment. It is important that all parties affected are actively involved in the process.

A significant new element in the report is the ecological scope. According to the principles of sustainable development from the Rio Conference the consumption of resources over a number of years will have to be brought in line with the principles of a just and equitable global distribution within the limits of total consumption as dictated by consideration for future generations.

As far as cities and the environment in particular are concerned, the government's indicated goal is that the present efforts to move Danish cities in a more sustainable direction and to ensure a better urban environment should be continued and strengthened. Local authorities are encouraged to continue to work out local Agenda 21 documents concerning sustainable development in the local community.

Regarding physical planning, environmentally sound re-use of dilapidated urban areas such as old industrial areas, harbour and railway areas, chemical depots etc. will be initiated.

Appropriate planning of traffic and establishment of environmental zones in the larger cities constitute significant elements in a sustainable development of urban areas. Location policy is important in urban development.

Together with the local authorities, the Ministry of Environment and Energy and the Ministry of Housing will continue to participate in demonstration projects which can contribute to a better urban environment and to reducing the global environmental impact of the cities.

It is the intention of the Ministry of Environment and Energy to strengthen the use of environmental impact assessments in planning and to work for the integration of such assessments in the decision-making process regarding major urban projects. Also evaluations of architectural values, should be taken into consideration.

On the basis of the government's 1993 plan of action regarding Danish international environmental assistance the report examines strategies for environmental assistance in Central and Eastern Europe, developing countries, the Arctic environment and the global environmental programmes.

The next Nature and Environment Policy Report will be published in four years.

2. The next national planning initiatives

During 1997, Denmark's 14 counties and the two metropolitan municipalities will agree on new regional plans.

The regional plans have three main objectives. Firstly, they reflect a number of national goals and visions for national planning and the stipulated national initiatives. Secondly, the regional goals for spatial development are established as a basis for the counties' administration. Thirdly, the regional plans constitute the framework for municipal planning in the target areas addressed by the regional plans.

As part of the elaboration of new regional plans, the Minister for the Environment and Energy in 1995 issued a state recommendation. In addition to examining the many and varied subjects which will be dealt with in regional plans, focus has been directed towards six subjects in particular:

1. The Danish coast should be kept free of constructions which are not dependent on proximity to the coast.
2. Efforts to preserve Denmark's pure drinking water have been intensified significantly and must continue to be given a high priority. The Minister for Environment and Energy and the Minister for Agriculture have presented a 10-point strategy for the protection of ground water.
3. The goals for individual water catchment areas should be evaluated in order to set up guidelines for necessary initiatives for those areas where the goals have not been met. This will occur *inter alia* on the basis of the fifth EU Environmental Action Programme, in which water pollution have received a central position due to the fact that water quality in Europe is deteriorating to an unacceptable level.
4. The effort to protect nature and landscapes must be reinforced by active and comprehensive actions, among other by designating protection areas and nature management projects in the regional plans.
5. The "third dimension" of the environmental policy, the cultural history of the landscape, must be secured. It is not merely a question of preserving the national monuments, but also the coherent structures in the individual areas. This task should be viewed in light of the Vienna declaration from the European Summit in 1993 declaring that cultural heritage is a basic value which should be protected.
6. The special conditions in the metropolitan area, where five regional planning authorities are cooperating on the planning of the country's largest urban community require special

treatment. As one third of Denmark's population lives here, there are, for example, special opportunities for conversion to sustainable development. Over a period of several years, DKK 15-20 billion will be invested in public transport for the area. The regional plan will contribute to strengthen public transport in relation to private cars and to ensure a future urban development supported by public transport.

a. National Planning Report on "Denmark and European Spatial Planning Policy"

According to the Planning Act, the Minister for Environment and Energy must submit a national planning report to the Environment and Planning Committee of the Parliament after each national election.

The present government has decided to follow up on the existing national planning policies with a national planning report, which will be a contribution to the European cooperation on a European Spatial Planning Perspective (ESDP).

The report therefore focuses on the subjects contained in the ESDP and following a broad political debate it will constitute a Danish view on how to place Denmark on the future map of Europe.

Sustainability and economic and social cohesion are the general goals for the coming national planning report, which focuses on the three common target areas: Urban network, accessibility and natural and cultural heritage.

A number of actions is planned on the basis of the report.

As a new initiative, the national planning report will be subject to an environmental impact assessment.

A further innovation will be a public debate period of 10 weeks providing the public an opportunity to contribute creatively to "The draft national planning report". The final national planning report is expected to be issued in the spring of 1996.

The goals and visions which were already expressed in the National Planning Perspective "Denmark towards the year 2018" have gained momentum and they will increasingly influence strategic planning in the future. This applies inter alia to efforts to strengthen the role of the Øresund Region in the Baltic Sea Region.

Environmental policy and efforts to achieve a more sustainable development will become an increasingly important dimension in physical planning at local, regional and national levels. The goals of environmental and planning policies will include efforts to establish coherent ecological corridors, to ensure recreational areas and varied landscapes close to the cities, and to focus on urban ecological projects.

b. A more sustainable retailing supply

The general pattern for urban development is fixed in the regional plans; local adjustments are carried out via municipal and local plans. The structural development of the retail trade is of major significance for the welfare of the cities, and surveys have shown strong tendencies towards concentration. New investments in shops and shopping centres in the larger cities and towns have increased the need for private cars.

Following a parliamentary debate, the Minister for the Environment and Energy has therefore appointed a committee which will prepare suggestions for increased planning efforts aimed at curbing the tendency towards concentration and the increasing dependence on private cars.

To support the committee, the Minister for the Environment and Energy has issued a recommendation to county and municipal councils urging them to freeze any new planning proposals for retail trading while the committee is working. The recommendation applies for planning proposals on the establishment of retail shops of regional importance as well as local plan proposals for local plans on the establishment of large retail shops outside the appointed local centres, suburban centres or city centres.

The committee will submit its report to the Minister on 1 April 1996. If the committee's work succeeds as intended it will influence urban patterns and entail smaller shopping "catchment areas", new definitions of shop types and a new limited size of individual shops within the various shop types.

3. Urban environmental policy

a. Sustainable cities

At the European Conference on Sustainable Cities and Towns held in spring 1994 in Aalborg in Denmark, the Danish Minister for Environment and Energy presented the following 10 proposals for a future urban environmental policy:

1. Prepare national action plans in areas such as energy, transport, water and agriculture, including descriptions of the present situation, goals, means and strategies.
2. Prepare local environmental - "Agenda 21 plans". At municipal level, reports on the state of the local environment should be prepared.

Specific figures should be indicated for the environment in the various municipalities and local communities followed by strategies and instruments for fulfilling the goals. These goals must be developed in a dialogue with citizens, organizations and companies.

3. Urban planning and management must gain a more central position in environmental policy. The city administration should reduce both the global and local environmental impact of urban life and strengthen the qualities of the urban environment towards enriching of experiences, better security and an improved everyday life.
4. Extensive decentralization is a precondition. The responsibility for planning and environmental protection is highly decentralized in Denmark and is characterized by framework control and public participation. The planning system thus encourages the involvement of citizens and a feeling of responsibility for the environment in the local communities. In the large European cities, however, major problems exist as regards finding the optimal administrative and political structure. Increased urban competition between cities and stricter environmental concerns will probably give rise to a number of political and administrative reforms regarding these cities during the next decade.
5. Local demonstration projects and exchange of experience. The Ministry of Environment and Energy is participating in 11 specific demonstration projects which pursue the goals for spatial development stated in the National Planning Perspective "2018". The experiences from these and from the local Agenda 21's prepared by the municipalities should be exchanged both nationally and with other European cities and towns.
6. Support community initiatives. Public commitment to the environmental issue is significant in many areas; it is up to the authorities to make it prosper. Local projects on urban ecology should be supported.
7. Develop mixed use urban districts and promote resource consciousness. Integrated urban

areas with housing, work places and service can reduce the need for transportation and can create surroundings with a diverse and richer environment. Often public transport centres may be concentrated, and dilapidated urban areas may be reconstructed.

8. Green the cities. Green wedges, city parks and environmentally sound urban renewal should be natural elements in the city structure.
9. Planning of new districts should take into account public transport systems etc.
10. Promote urban architecture and the historical heritage. It is economical in terms of resource management; it may enhance social and cultural networks in the local community, and may safeguard the distinct features of the individual areas. The man-made cultural environment should be part of the environmental policy.

At the conference, 150 cities from 27 countries were represented and at the end of the conference the official participants signed a charter with the following three elements:

1. A consensus declaration giving cities a leading role in the process of changing our lifestyle, production, consumption and physical surroundings for the benefit of all life on earth. The declaration indicates the problematic nature of our present lifestyle, goals and methods of priority setting and provides fundamental guidelines for sustainability.
2. A description of the objective and organization of the Agenda 21 campaign.
3. An obligation to prepare local Agenda 21s on the basis of the first part of the charter and proposals for the procedure and content of the Agenda 21s.

All cities were encouraged to endorse the charter, and the Municipality of Aalborg, which functioned as secretariat, has offered to be a model city and to make its experience from campaigns, public participation etc. available to other European cities. The municipality has also extended its cooperation with the industrial sector to include environmental issues and an advanced environmental information system.

In cooperation with the Directorate General for Environment of the European Commission, the Spatial Planning Department of the Ministry of Environment and Energy held a research conference in Copenhagen in the spring of 1995 in continuation of the Aalborg conference with the title "The European City - Sustaining Urban Quality". A total of 125 researchers and planners from 22 countries participated. A significant part of the conference took place in six working groups on: Mixed land use, urban ecology, redevelopment, urban environment indicators, and economics, politics and regulation.

An important objective of the conference was provision of a knowledge-based input to work carried out by the Expert Group on Urban Environment of the European Commission.

The conference supported the need to develop the urban dimension of environmental policy at both national and international levels and the benefit of a European reference framework.

Cities are complex organisms with distinct features, but also with many common features. The redevelopment processes last for decades, aims at a scale of 1:1, are expensive, and management tools and models for solutions are often determined by national legislation and traditions. All of this points to the strength of exchanging experience and models for solutions in a European forum.

In connection with the conference, the Spatial Planning Department published the report "The urban environment and planning - examples from Denmark". The report is a follow-up on the contribution from the Danish Minister for Environment and Energy at the Aalborg conference on "Sustainable Cities & Towns" in May 1994 mentioned above.

A Danish and an English report from the conference will be published later.

b. The OECD's ecological cities

In 1994 the OECD initiated an international project with the title "The Ecological City" in order to increase knowledge on the way in which cross-sectoral urban policies and planning strategies can benefit the urban environment.

In connection with the project the Ministry of Housing and the Ministry of Environment and Energy have published a joint report on the urban environment in Denmark. The report includes an account of the following:

- How efforts to improve cities in Denmark have been prioritized, both in individual sectors and across sectors
- How the public has been involved in these efforts
- How the framework for local work is created through a dialogue between the different political and administrative levels.

The report also includes a description of the development in five different cities in Denmark which are all regional centres in the Danish urban pattern, but which have pursued different strategies to enhance an ecological city.

The public has been actively involved in the planning and realization of all examples described. In the village Sinding-Ørre in the Municipality of Herning, the authorities have involved the citizens in the decision-making process in a number of different ways, and examples show how significant local commitment can be. The ecological urban renewal in Slagelse -

shows how important it is to use a wide range of strategies in order to achieve a sustainable renewal of an old housing area. In the planning of the future integrated urban area of Egebjerggård in Ballerup, a new and wider freedom of action has arisen, where sustainability is the basis for a new urban area. The planning of a sustainable business area in the municipalities of Herning and Ikast confirms the need for new forms of cooperation and organization. The example from the Municipality of Kolding shows how ecological urban renewal can lead to a change in the use of space in a block of houses in the centre of a city.

In December 1995 a big Danish conference was held which indicated the next steps in the process of drafting local Agenda 21's and which will be a preliminary basis for the final recommendations in the OECD project.

C. International aid and cooperation

In 1985 the Danish Parliament decided that the extent of development aid should be increased gradually from 0.77% of GNP (gross national product) to 1.0% in 1992, thereby placing Denmark in the top rank among western donor countries.

a. Danced

As part of the implementation of the UNCED Conference on Environment and Development in June 1992 in Rio de Janeiro, the Danish Parliament passed a resolution on Global Environment and Disaster Relief in December 1992.

According to the resolution Denmark will spend 0.5% of its GNP on environment and disaster relief by 2002. This figure will be in addition to the 1% of GNP which Denmark is already spending on development assistance. Half of the additional resources will be spend on environmental development assistance. Consequently a Danish strategy for environmental initiatives in developing countries was approved by the Danish Government in February 1994.

In the strategy a number of areas have been selected in which Denmark has experience and know-how to be used at an international level. Agenda 21, the action plan for the issues adop-



red at the Rio Conference, has provided the basis for the environmental problems on which Danish environmental assistance will be concentrated.

The environmental activities will be coordinated by the Ministry of Environment and Energy through Danced (Danish Cooperation for Environment and Development) and the Ministry of Foreign Affairs through Danida.

Environmental problems in the cities have been selected as one of the target issues because of their clear global and local environmental impact and because more than two decades of Danish environmental efforts have resulted in substantial expert knowledge on water supply, sewage treatment, waste management, recycling, reduction of industrial pollution by means of cleaner technology, and energy saving measures such as use of renewable energy sources.

Particularly in developing countries with growing economies the economic development results in major, often uncontrolled urbanization. The population density and industrial growth result in a number of serious environmental problems in relation to water, air and waste and management of environmentally dangerous substances. Although these countries have reached a certain economic level, there are still large and rapidly growing poor population groups whose health and quality of life are seriously threatened by the lack of environmental planning and lack of rights to land and housing.

Danced provides assistance to central and local authorities on urban environmental management, urban planning, and technical expertise in waste management. Danced emphasizes public participation, awareness raising, and networking to community based organizations (CBOs) to support sustainable development of infrastructure, waste management, recycling, sewage treatment etc. The assistance is carried out in cooperation with the local population and local NGOs. In the poorest areas of the cities, people have very often created economic groups with the objective of buying or long term renting of land or housing in case of ousting. People will start spending their scarce resources on improving the environment only when they can be sure of staying on a given premise. In Thailand, Danced has established funds from which the urban poor can apply for assistance to solve their most immediate environmental problems (e.g. water and household waste).

Finally, Danced offers assistance to industries in collecting and distributing information on cleaner technology, hazardous waste, and occupational health.

b. Danida

The Danish development aid is administered by Danida under the Ministry of Foreign Affairs. In 1994 approximately DKK 9 billion was used through the developing country framework, with an almost equal distribution between multilateral aid, i.e. aid through international organizations, development banks etc., and bilateral aid, i.e. direct Danish aid for selected developing countries.

The multilateral aid, which amounted to DKK 4.1 billion, was distributed in 1992 as 24% in voluntary contributions to the development programmes of UN organisations, 19% to development banks and funds, and 14% to EU aid. Finally, 6% of the aid was used for food aid. A significant part of the multilateral aid is used for humanitarian aid.

Since 1989 the bilateral aid has consisted only of grants; in 1994 it amounted to DKK 4.6 billion. Approximately two thirds goes to project aid and the majority of this is given to the poorest countries. About 41% of the bilateral aid is used for project aid in Africa, 18% in Asia and the last 5% is used in Latin America.

In the next few years bilateral aid will be concentrated on 20 programme cooperation countries. The choice of these countries will be based on the general principle of furthering social, humanitarian and democratic ideals.

Since the beginning of the 1980s, Denmark has played an active role internationally in efforts to further integration of environmental concerns in all economic activity. In the Parliament's 1992 plan of action, the main element was preparation of guidelines for the integration of environmental concerns in the development aid programmes, and environmental strategies



have been prepared in continuation of the plan for the development aid sectors energy, agriculture, fishing, health, water supply and industry and urban development. Aid to sectors where environmental and development strategies specific to individual countries have been prepared currently constitutes two thirds of the bilateral aid.

To ensure that the coherence between environment and development becomes fully incorporated into the Danish development aid work, Denmark is performing analyses of environmental consequences in connection with all relevant development activities and is supporting projects which contribute to the establishment of institutions which can support sustainable management of natural resources.

In the autumn of 1993 an environment secretariat was established in the Ministry of Foreign Affairs, which will ensure that the environment is given a higher priority in Danish work with developing countries. Internationally, work is also being directed towards the promotion of environmental considerations in the work of multinational organizations and to including environmental considerations explicitly in all development programmes.

In addition to development aid of 1% of GNP, Denmark initiated bilateral environmental aid for Eastern Europe in 1991 in connection with the adoption of the Environmental Support Act for that area. In 1994 this aid amounted to 0.3% of gross national income.

The Danish input in the area of housing and urban development

In the strategy for Danish development policy towards the year 2000 it is stressed that the slum areas of the big cities will come to include an increasing portion of the poverty and the social problems in developing countries. Although the majority of the world's poorest people live in rural areas, the urban population in developing countries has increased considerably during the last few years and it now comprises more than 1.3 billion people. There are thus more people living in cities in the developing countries than the total populations of Europe, the USA and Japan combined. This tendency will increase in the future, so that an ever increasing proportion of the poor will be living in cities. Local degradation of the environment will also contribute to an increased migration to the big cities in developing countries.

Denmark's multilateral work within housing and urban development has been channelled in particular through UNCHS/Habitat, and Danida's cooperation with Habitat dates back to its foundation in 1978. Since then, Denmark has been the country which has given the largest total contribution to the activities of the organization, and Denmark is currently the largest contributor to Habitat.

In 1991 Danida and Habitat entered into a long-term cooperation agreement under which Denmark provides rolling framework amounts for four year periods for Habitat to carry out aid activities in developing countries.

The cooperation with Habitat is focused on the following four programmes:

1. The Community Development Programme, which has been supported by Denmark since its inception in 1984. The object is to ensure that training in self-management is an integral part of all urban development projects and programmes in recipient countries. In particular, the programme has included development of training methods and materials in relation to self-management for the countries included. Through the programme it has been possible to increase awareness of self-management and citizens' participation, and in the countries involved an efficient incorporation of the concept of citizens' participation has occurred in low-income housing areas.
2. The Urban Management Programme was initiated in 1986. Its object is to improve the development of methods for the control of urban development. In particular it deals with legal and technical problems in connection with land development and registration as a precondition for the inhabitants' obtaining the right of ownership or use. A rolling plan is also included for maintenance of roads, public water supply and sewerage systems, processing of waste etc. The programme places weight on involving local institutions in the activities.
3. The purpose of the Settlement Infrastructure and Environment Programme is to support developing countries in their efforts to reach the goals contained in Agenda 21 concerning urban development in an environmentally appropriate way. This is accomplished by developing and furthering an integrated effort in the planning and the operation and maintenance of infrastructure and services. The object is to make it possible for governments and urban communities to handle critical areas of infrastructure and services. The programme includes the main areas of water supply for urban areas, waste processing, environment-related health matters, energy and transport.
4. The purpose of the Women in Human Settlements Development Programme is to ensure that gender perspectives are included and institutionalized in all Habitat projects and activities. The main goal is to further the status of women and to make women capable of participating actively in solving housing and urban development problems.

Denmark's bilateral contribution to housing and urban development in developing countries is made through a large number of different projects, mainly carried out through NGOs. Efforts are concentrated in particular on water and sanitation, rehousing, education and information. In addition, development in the local managements of towns, cities and regions in densely populated areas has been supported. The direct participation of inhabitants in slum areas in both the decision-making process and the implementation of physical and administrative improvements to their local communities has been stressed. Other specific projects include the preparation of general environmental plans of action for urban areas which are under particular environmental strain because of industrial development.

In addition, Denmark has supported projects targeting child labour in slum cities. In these projects general vocational education is offered to children and young people who, because of their work, are excluded from participation in ordinary schooling.

Finally, Danida has supported a large number of projects, the object of which has been to extend and improve the water supply in overpopulated slum areas. Women constitute a special target group in these projects because they are often responsible for providing drinking water and for the family's hygiene.

As an example of a specific project, the slum improvement project in Namibia which was carried out from 1992 to 1995 can be mentioned. The object was to improve the physical and social infrastructure in the Oshakati urban area in the densely populated northern part of the country and to support the development of local management of the region in the field of housing. The experience gained will contribute to further development of Namibia's general urban development policy. The project stressed the importance of the direct involvement of the inhabitants in both decisions and the implementation of improvements in their local community. The central activity was urban renewal of slum areas with approx. 50,000 inhabitants. In particular, support for improvement of public infrastructure, i.e., roads, water, drains, electricity etc. was given priority.

Another bilateral project was the preparation of a general environmental plan of action for the South Kanara district in Karnataka in India. The object of the project, which was carried out from 1992 to 1995, was to prepare a general environmental plan of action for the entire district, but in particular it was intended to concentrate on the area around the district capital Mangalore with approx. 700,000 inhabitants. In recent years the city has gone through a rapidly growing industrialization with consequent environmental problems. The plan included a collective environmental evaluation of the ecosystem in rivers and nearby waters. Forestry and agriculture were also included in the surveys, and air, soil, ground water and noise pollution were studied. By involving private environmental organizations in the district, activities which increased the population's knowledge of the environment were carried out.

One of the most successful projects in terms of housing was carried out in the second largest city in Uganda, Jinja. Here aid was given to marginalized women in a poor slum area, firstly by improving their housing conditions and secondly by initiating income-generating activities with the object of improving their living conditions. A cement goods factory and a carpentry workshop, which produce building materials to replace the ruinous slum houses, were established via the project. During the project a day nursery and a kindergarten were built. The women, who have taken the initiative of formulating a new phase of the project which will improve infrastructure in the slum area, have become more aware by participating in the democratic process, which has been a decisive element in the project.

c. "The Road from Rio"

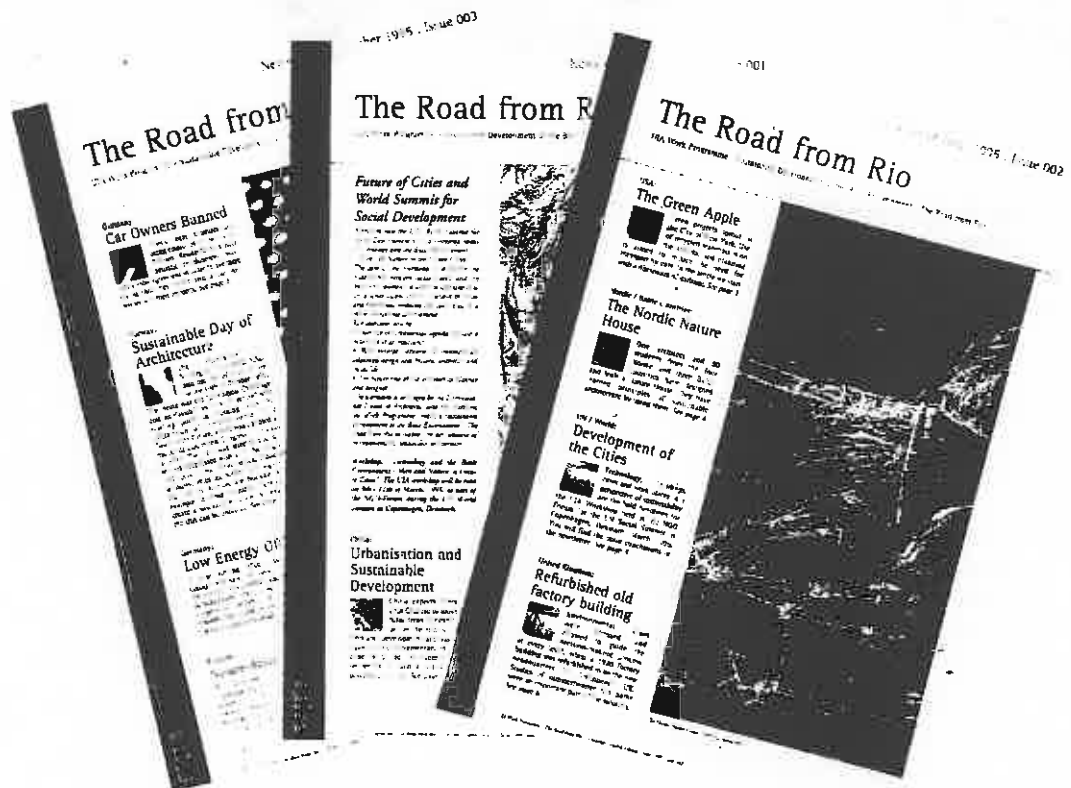
As a follow-up to the UNCED conference the Danish Ministry of Housing has granted financial support to the establishment of a secretariat entitled "The Road from Rio".

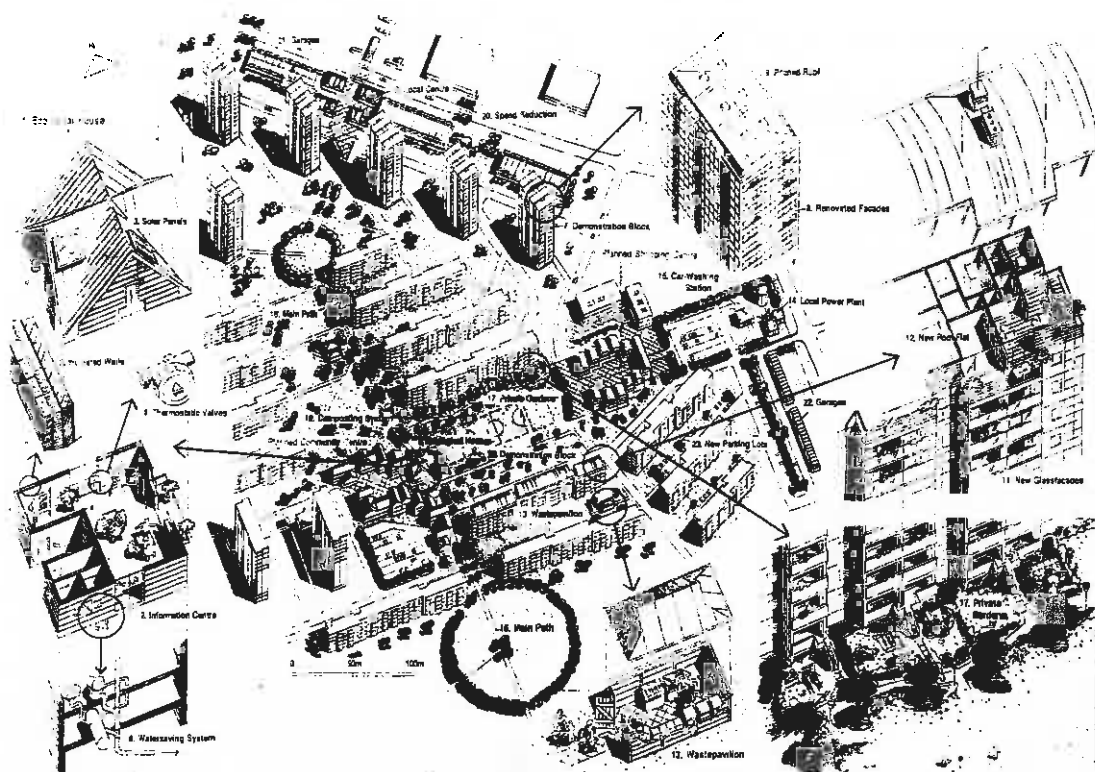
The main task of the secretariat is to collect and disseminate information on ways of reducing the environmentally damaging impact of building and construction work.

Among other activities this task is achieved by the publication of a monthly Newsfax (also sent by e-mail) featuring news on conferences, literature, etc. as well as a quarterly Newsletter with illustrated articles on building designs, planning and industrial design, etc. Finally, a yearbook is published showing best practice examples of sustainable designs from all over the world.

At the Habitat II Conference in Istanbul the Secretariat will be organising a workshop on sustainable settlement and an exhibition showing 50 of the world's best examples of sustainable design.

"The Road from Rio" is based on the 106 national member sections of the International Union of Architects (IUA) which has appointed 11 international capacities on the sustainable development of the building environment to form a steering committee to follow and inspire the work of the Secretariat in Copenhagen.





d. Pilot Project on urban environment in Krakow, Poland

In 1990 the Danish Spatial Planning Department of the Ministry of Environment initiated cooperation with the city of Krakow in Poland on a strategy for the rehabilitation of the urban environment in one of the 18 suburbs.

The suburb, which has 12,000 inhabitants, consists of concrete buildings from the 1970s and suffers from dilapidation due to inadequate supply of water and energy, building construction, maintenance and traffic. There is also a lack of shopping facilities, green areas and commitment among the residents etc.

The comprehensive strategy created in cooperation with three Danish consultancy firms includes proposals for conservation of energy and water, sorting and recycling of waste, renovation of buildings, traffic alleviation, improvement of recreational areas and development of residents' democracy and the local administration. The various elements of the strategy are linked together in a master plan for the entire area. Several of the proposed projects have been initiated.

Trees have been planted, waste removed, thermostats installed in some of the residential areas, resulting in a reduction of energy consumption of almost 20%. Finally citizens' meetings and a competition among school children about their visions for the future have been held.

The integration of ecology, specific physical problems in the local area, organization of residents and local administration is new in Eastern Europe. This project design has been a major reason for the request from Poland for technical assistance from Denmark in the field of planning and environment.

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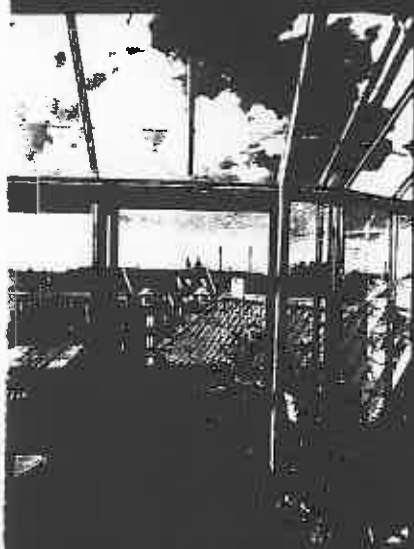
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Per Bro, *page 38*
Jørgen Munk, *page 53*
SK energi/Carrebye, *page 57*
Christian Kruse, *Danced, page 91*
Jørgen Schytte, *page 93*
Bert Wiklund, *back cover*

Maps
Ministry of Environment and Energy:
Spatial Planning Department, *page 4, 59 and 67*
Ministry of Environment and Energy:
National Forest and Nature Agency, *page 70*
The Triangle Region in Denmark:
Municipality of Fredericia, *page 73*
Palle Andersen, Architect, Hans Tyge Pedersen A/S, *page 77*
Danvisor/Dybbro & Haastrup, *page 98*

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Cover photo, back: Energy efficiency measures in old houses



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